1st Report
On the state of Human Resources of Local Governments in Africa

«Together for an Effective Local Africa»

November 2018
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"The development of Human Resources is the keystone of economic, social and environmental development (...) health and education are at the heart of the development of human resources".

Excerpt from the Resolution adopted by the United Nations General Assembly,
December 20, 2017, 72/235
Development of Human Resources

"14. Africa's human capital will be fully developed as the most valuable resource, including through sustained universal-based investments in early childhood education and basic education, and also through sustained investment in higher education, science, technology, research and innovation, and eliminate inequalities between men and women at all levels of education. Access to higher education will be expanded and strengthened by providing modern, world-class infrastructures for learning and research to support the scientific reforms that underpin the transformation of the continent."

ASPIRATION 1 of the African Vision 2063

"...Our choice to value human resources, knowing that Human Capital is the lever of development and the source of wealth. It is also the vehicle for transformation and management of other resources and of their integration into the development process”.

Speech from the Throne of His Majesty King Mohammed VI,
Kingdom of Morocco,
July 30, 2000
REPORT PUBLISHED

On the occasion of the 8th Edition of the AFRICITES Summit,
held in the Kingdom of Morocco, in Marrakech,
on November 20-24, 2018
### CONCLUSION: ADVOCACY FOR A FAVORABLE, ATTRACTIVE AND MOTIVATING ENVIRONMENT FOR HUMAN CAPITAL AT LOCAL LEVEL IN AFRICA

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Africa has chosen the Decentralization Challenge to strengthen democracy and the rule of law, to promote individual and collective freedoms, to integrate the diversity that characterizes the continent, and to gain in terms of subsidiarity, inclusion, participation and proximity. Several instruments have been adopted since the 2000s to support this process, whether at the global level, at the African level, or at the level of each Member State.

I limit myself to mentioning the Sustainable Development Goal 11 "Making cities and human settlements inclusive, safe, resilient and sustainable". Indeed, "cities are hubs for ideas, commerce, culture, science, productivity, social development and so much more. Cities, in their best light, have allowed their residents to progress socially and economically. With the number of people living in cities reaching 5 billion by 2030, it is important that effective urban planning and management practices are put in place to address the challenges posed by urbanization "(http://www.undp.org).

The African Charter on Values and Principles of Decentralization, Local Governance and Local Development (2014) has set for itself as one of its goals to promote and anchor efficiency both at the level of local governance, resource mobilization and utilization, capacity development, natural resource management and development, local governance financing, financial management and local development (Article 16).

How to face such challenges and how to realize such commitments in the face of the multiple and multidimensional weaknesses that continue to characterize Local Public Administrations in Africa, in terms of leadership, professionalism, performance and the delivery of quality public services?

How to deal with the challenges of rampant urbanization, migratory movements, climate change, scarcity of resources, youth unemployment and desperation, brain and talent drain, digital divide, and pressing demands from the citizens and communities that have become increasingly aware of their rights and whose needs are becoming more complex, if the Local Governments continue to be managed from the Central Administration?

How to enable the Decentralization process to progress if the Local Governments continue to manage their staff in an archaic way that does not meet the Minimum Standards in terms of human resources management?
How to move from a management of personnel (or even of administrative records) to a real modern management of Human Resources?

How can States, Governments, Local Authorities and other stakeholders get involved in the safest and most valuable resource for any organization, institution or structure, namely its Human Capital?

What are the paths of reform that are necessary and crucial today to change the perception and the image that the Local Governments send to young graduates and talents who prefer to pursue their careers in the Administrations of the State, in Central Administrations, in the private sector, in international organizations, in NGOs, or outside of Africa that needs so much its youth and talents?

How is it possible to make the professional career in the territorial administration a prior choice for young people arriving in the job market?

What should be put in place to limit the flight of talent from the territorial administration in Africa?

It is in order to answer these and other questions, and in the framework of the implementation of its strategic vision (GADDEPA), in particular its Priority 3 "Human Capital Development, Capacity Development and Intellectual Exchanges" that UCLG Africa has set up and operationalized the African Local Governments Academy (ALGA), as a strategic lever for investment in the Human Capital of decentralized entities.

Among the missions of ALGA is the establishment of an Observatory of Human Resources of African Local Governments.

This report present the state of human resources in the African territorial administrations. It is intended to be produced every three years and published on the occasion of the Africities Summits. Our ambition is to help catalyze the reflection on the unavoidable requirement to invest in the Human Capital of local authorities to win the bet of Decentralization.

I thank the individuals and institutions who have mobilized for the production of this report. All reviews and comments on this report are welcome to make it an ever more useful and effective tool for local governance in Africa./.

Jean Pierre Elong Mbassi

Secretary General of UCLG-Africa
ACKNOWLEDGMENTS

This Report is the result of a collective effort and an inclusive and participative approach, leaving no one behind: the Representatives of the Governments and Ministries in charge of Local & Subnational Governments, the Representatives of the Local & Subnational Governments, the National Associations of Local Authorities, Local Elected Officers, Local Elected Officers, Territorial Managers, Local & Subnational Governments Personnel Unions, Professional Associations, including members of the Local Governments Human Resources Network (HR Net), Representatives of Training Institutes, Citizens, experts and resource persons, International Organizations, and other stakeholders.

Unable to name them all individually, UCLG-Africa hopes that they will find, in these lines, the expression of his deepest gratitude and sincere thanks.

UCLG-Africa also wishes to thank all the participants in the two Focus-Groups, organized respectively in Accra (Ghana) and Rabat (Morocco).

UCLG-Africa also expresses its deep gratitude to the experts who supported the drafting of the Report, especially Prof. Johnson Falade Bade, Special Advisor to UCLG Africa (Nigeria), Mr. Mohamed Tazi, Cabinet Director LMS-ORH (Morocco) and Mr. Raymond Veriter, Consultant and HR Expert (Belgium).

UCLG-Africa encourages and invites anyone interested in this work to contribute to its enrichment, by sharing their comments, proposals and recommendations with ALGA and the Observatory of Human Resources of African Local Governments.
LIST OF ABBREVIATIONS AND ACRONYMS

ALGA : African Local Governments Academy
ALGs : African Local Governments
NALA: National Association of Local Authority
CAO : Chief Administrative Officer
CEO : Chief Executive Officer
GPEC: Forecast Management of Jobs and Human Resources
HR : Human Resources
HRDC : Human Resources Development Council
HRIS : Human Resources Information System
ICMA : International City / County Management Association
LGS : Local Government Service
LGs : Local Governments
LGSC : Local Government Service Commission
LSNGs : Local or Subnational Government
REC : Repository of Jobs and Skills
SDGs : Sustainable Development Goals
TFPs : Technical and Financial Partners
TPS : Territorial Public Service
UCLG: United Cities and Local Governments of Africa
UN : Organization of the United Nations
1. Background
The World that we want embodied by the Development Agendas adopted by the International Community from 2015 (the Sustainable Development Agenda, the 17 Sustainable Development Goals (SDGs) and the 169 Targets, the New Urban Agenda adopted in Quito, the Climate Agenda adopted in Paris, the Sendai Framework for Action for Disaster Risk Reduction and the Financial Agenda of Addis Ababa), the Africa we want in the African Vision 2063, as well as the Development strategies adopted at the level of each African State call for and urge their implementation to a strong, concrete and active involvement of African Local and Subnational Governments.

The realization of a large part of these commitments and aspirations at the global, African and national levels falls, indeed, under the responsibility, purview and attributions of the Local Governments (LGs). The International Community itself recognizes that more than 60% of the SDGs and Nationally Determined Contributions under the Paris Agreement on Climate Change (NDCs) cannot be implemented without the effective and effective participation of Local Governments.

In addition, addressing the challenges of rampant urbanization in Africa also requires cities and other Local Governments to be at the forefront of making cities and human settlements safe, resilient and sustainable, in line with SDG 11. Even more, says the UN, the battle for sustainable development "will be won or lost" in the cities\(^1\), that is, at the local level.

To fulfill their roles and responsibilities, all African Local Governments are also constrained to face a difficult context, whether in their relations with their States and with the central administrations of governments, or to manage multidimensional issues related in particular to rapid urbanization, migratory movements, climate change, the growing needs and demands of citizens and communities, the digital revolution, in addition to the scarcity of resources and the complexity of procedures.

In order to enable Local Governments to play their part in fulfilling these commitments and aspirations and to face these multidimensional challenges, it becomes urgent and even imperative to strengthen Local Governance, giving priority to reforms aimed at valorization, improvement, upgrading and strengthening of Human Capital in African Local Authorities.

There is no need to recall the many reports, studies, diagnoses, conclusions and recommendations from various organizations and institutions and from global, African (7 editions of Africities\(^2\)), regional, national and local events, including the declarations adopted at the outcome of the two African Forum of Territorial Managers and training institutes targeting local authorities organized by UCLG-Africa in 2017 and 2018\(^3\), which pointed to

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2. See the Africities Summit Portal [www.africities.org](http://www.africities.org)
3. The 1st Forum was organized by UCLG-Africa within the framework of the actions of the African Local Government Academy (ALGA), in partnership with the Ministry of the Interior of the Kingdom of Morocco, the Moroccan Association of Presidents of Communal Councils (AMPCC), the Association of Regions of Morocco (ARM) and the International University of Rabat (IUR), in Salé in Morocco from September 18 to Sept. 21, 2017 under the theme "Human Resources of African Local Governments: Time to Act... is Now! » attended by 450 participants. The 2nd Edition of the Forum was organized by UCLG-Africa in partnership with the Ministry of
human resources management as the weakest link in local governance and hence the main cause of the low performance of Local Governments and local governments in Africa.

Curiously, in their advocacy efforts to improve the process of Decentralization and Local Governance, Local Government leaders insist and prioritize the improvement of their financial and fiscal resources and capacities to better assume their responsibilities and to face these challenges, while they seldom mention the problems, challenges and capacities of their human resources.

In its Resolution 72/235 of December 20, 2017 on the development of Human Resources, the General Assembly of the UN had nevertheless realized that the future of work, influenced by scientific and technological progress, requires a capacity adaptation and the faster acquisition of new skills. It also urged Member States to adopt and implement comprehensive human resources development strategies that build on their development goals, closely link quality education, training and employment, contribute productivity and the competitiveness of the workforce and meet the needs of the economy.

The African Union has also adopted among its aspirations: "14. Africa's human capital will be fully developed as the most valuable resource, including through sustained, universal-based investments in early childhood education and basic education, and also through sustained investments in higher education, science, technology, research and innovation, and eliminate inequalities between men and women at all levels. Access to higher education will be expanded and strengthened by providing modern, world-class infrastructures for learning and research to support the scientific reforms that underpin the continent's transformation. " Similarly, the African Charter on the Values and Principles of Decentralization, Local Governance and Local Development, adopted in 2014 in Malabo (Equatorial Guinea), adopts among its Fundamental Principles efficiency at the level of the Administration of Local governance, of resource mobilization and utilization, and capacity building. 4

At the national level, most African states have moved resolutely towards upgrading and modernizing their public administrations, retaining often as axis of reform the investment in the Human Capital.

On this basis, the issue of local HRM in Africa must henceforth occupy an important place in public policies, strategies, plans and reforms concerning the processes of Decentralization, Local Governance and Local Development.

Indeed, in order to better understand the challenges, the constraints and the problems faced by Central Governments and African Local or Subnational Governments (ALSGs) in terms of HRM and in to better target reform, upgrading or modernization actions to be undertaken at this level, it is important first and foremost to find out about the current state of HR at the local level in Africa.

It is in this context, and therefore from Priority 3 of its Strategic Vision (GADDEPA) "Human Capital Development, Capacity Building and Intellectual Exchange ", from the

the Interior of the Kingdom of Morocco, the ARM, the AMPCC, the Council of the Oriental Region and the Development Agency of the Oriental, in Sáida, in the Kingdom of Morocco, on April 25 and 26, 2018 under the theme of "Mobilizing for the development of the Human Capital of Local Governments: a key requirement for achieving the Sustainable Development Goals" (250 participants).

4See Article 16 of the Charter.
operationalization of the African Academy of Local Authorities (ALGA) and from the Human Resources Observatory of African Local or Subnational Governments, that UCLG-Africa has launched a study on "The State of Human Resources of Local Governments in Africa ".

2. The Goals of the Report
When talking about HRM at the local public administration level, several questions come to mind, including:

• Who are the actors and stakeholders involved in HRM at the local level? Characteristics of Local Public Administration in Africa, in terms of organization and management?

• Do African Local or Subnational Governments have a good command of their staff and human resources, in terms of HR information systems and databases?

• How African Local or Subnational Governments manage their human resources?

• To which statutes are human resources of African Local or Subnational Governments subject? What are the structural characteristics of the human resources working at African Local or Subnational Governments level in terms of numbers, age, gender, coverage rate, supervisory rate, background, level of training, areas of expertise, motivation,...?

• Are there any best practices in HRM at African Local or Subnational Governments level that can be inspiring?

• What are the main aspects and areas that require reform, upgrading or modernization?

• To what extent do African Local or Subnational Governments they take advantage of information and communication technologies to improve and modernize their local administration?

Main Goal of the Report
The Report's main goal is to make an initial assessment of the local human resources and HRM situation in Africa, by trying to answer these questions and highlighting the main issues and challenges met in this area, in order to enable UCLG-Africa, its Members and Networks as well as all the other actors involved to resolutely adopt a holistic, inclusive and participatory approach likely to put HRM in African Local Administrations on the path of reform and modernization.

Specific Objectives of the Report
- To identify the main issues and challenges in the field of HRM in Local Public Administration in Africa;

- To promote the systematic production and collection of information on HRM at the local level in Africa;

- To highlight the diversity of practices in the field of HRM in African Local Governments;

- To identify and share best practices and innovative practices in this area;

- To assess the effectiveness and relevance of current HRM operational procedures at local level in Africa with international standards;
- To contribute to the improvement of HRM systems at the level of African Local or Subnational Governments (ALSGs);

- To encourage ALSGs to make of the modernization and upgrading of their Administrations a priority in their strategies, public policies and action plans;

- To advocate with African States and governments for the implementation of appropriate reforms in terms of HRM targeting the local level;

- To promote good participatory and inclusive local governance in the field of HRM.

3. Main sources and methods of data collection

To conduct this study, UCLG-Africa relied on various sources and methods of information collection, namely:

3.1. The elaboration of two (2) questionnaires:
• **The first questionnaire targeted national data** and was sent to the Ministries in charge of Decentralization and the National Associations of Local Authorities, Members of UCLG-Africa. The Observatory received 28 responses, including 15 replies from the Anglophone countries and 18 replies from the Francophone countries;

• **The second questionnaire targeted the individual data** and was distributed to the staff of the Local Governments, and mainly to the Territorial Managers who are members of the Professional Networks of UCLG-Africa. The Observatory was able to collect at this level about 550 administered questionnaires, including 460 filled by Francophones and 90 filled by Anglophones.

These questionnaires were disseminated not only during the various events organized by UCLG-Africa between 2017 and 2018, but also through electronic platforms using the Internet.

3.2. Organizing Interviews

Taking advantage of the UCLG-Africa events or through the Internet, the Observatory also conducted interviews with senior officials, including Ministers, as well as with the Presidents of Association of Local Authorities (APLs”), Local Elected Officials, and Territorial Managers, Expert…;

3.3. The organization of two Focus Groups

The Observatory prepared and organized two Focus Groups:

• The 1st Focus Group was organized in Accra, Ghana on Wednesday, May 30, 2018, at the Tang Palace Hotel on the sidelines of the Regional Strategic Meeting of West Africa of UCLG-Africa and focused on the theme of: *Human Resources Management at local level in Africa: Challenges, Reforms and Prospects*.

• The 2nd Focus Group was organized in Rabat at the Tour Hassan Hotel, on Thursday, July 05, 2018 and focused on the Theme of *Human Resources Management at local level in Africa: Statutes and Mechanisms of Motivation*. 
3.4. Conducting a survey on citizens’ and users’ satisfaction in relation to local public services and the provision of local public services in Africa

The Observatory has elaborated and disseminated through the Internet and Social Networks a satisfaction survey with citizens and users to get an idea of how much they are satisfied with local public services and the provision of local public services in Africa, and to grasp their perception of these services, choosing the period from January to August 2018.

3.5. The documentary search

The documentary search was done through the collection and the exploitation of various documents, including the texts of law and various legal documents of several African Countries, the reports and presentations resulting from several manifestations, the studies published by various institutions / organizations on the issue of HRM, as well as the books and articles published by the experts.

The documentary research also consisted of a search through Internet, notably on the web portals of the Central Governments and ministries, international organizations, as well of the Local & Subnational Governments and their Networks and Research Centers on Local Governance in Africa.

3.6. Support from Partners, Experts and Resource Persons

The Observatory also relied on ALGA Partners, experts and resource persons to seek their expertise, experience or advice.

4. Methodology of analysis

In view of the difficulty of analyzing the situation of each of the African countries taken individually, given the time and resources that would require, the study tried to respect the following criteria as much as possible in order to manage to present an initial continental analysis which must necessarily be fine-tuned and improved in future editions of this Report, including by taking into account:

• The cultural diversity in Africa, by targeting the five (5) African regions

• The nature of the political-institutional organization of the States (unitary or federal)

• The diversity of public service systems (career or employment)

• The various categories of Local Governments, according to their legal status (Regions, Communes, “Départements”, Districts, “Arrondissements”...), or their size (metropolitan areas, capital cities, intermediate cities, small towns), or their geographical area (urban / rural);

• The institutional evolution of the Decentralization process (fairly advanced, newly adopted or embryonic...).

The approach adopted in the drafting of this report is to draw up a first inventory of the situation of the HRM at the level of the African Local or Subnational Governments and their Local Administrations, highlighting both the diversity of situations, the best practices, the innovative practices inspired by those used in the private sector.

This is how the Report is structured around four (4) dimensions:

• a conceptual dimension for the clarification of certain concepts and practices of HRM
• a factual dimension of reporting current HRM practice at the level of African Local Authorities

• a Benchmarking dimension, through a comparative analysis highlighting not only the main similarities or differences in organization and management of HR at the level of African Local or Subnational Governments, but also to assess the main trends at the statutory level as well as at the organizational and managerial level,

• and a prospective dimension, through the proposal of reform paths for the implementation of upgrading or upgrading of HRM at the local level.
**Key Findings**

A modern and efficient HR management system within African Local Authorities assumes, as a minimum:

- An enabling local institutional environment in terms of perception, image and positioning *(This is a Local or Subnational Government where I want to do my career)*

- An attractive and motivating status, in terms of rights and duties;

- A forward-looking management of jobs and skills, predetermination and good knowledge of HR needs, analysis and qualification of positions, development of the Job and Skills Repositories (RECs) …

- Competency-based approach, through the establishment of recruitment, training and capacity building procedures, monitoring and evaluation HR oriented towards the quest for performance

- Appropriate working conditions, in particular in terms of adequate remuneration, material benefits, adequate physical and social work environments, and the like;

- Taking into account and integrating diversity (women, young people, people with disabilities, senior citizens, and other categories);

- An adapted policy of learning, training and capacity building, on the job and throughout the career;

- A budget allocated annually to learning, training and capacity building;

- The existence of professional networks.

The study conducted on the state of Human Resources African Local or Subnational Governments led to several conclusions that can be summarized as follows:

1. **The issue of Local Governments' autonomy in Human Resources Management**

   Over the past few years, it has been observed that the reforms initiated in the field of decentralization in most African countries have tended to increase the autonomy of the local and subnational governments in management of their staff and their Human Resources.

   It should be noted that in the majority of countries, the Local Governments are responsible for setting and organizing their services, whereas in other countries, these entities must conform to standard organizational charts prepared by the Central Administration in charge of the regulation of the Decentralization process.

   In addition, the recruitment and management of careers, particularly in Francophone and Lusophone countries, is the responsibility of the Local Authorities, through the Council or the President of the Council.

   In most Anglophone countries, apart from South Africa and Namibia, human resources management is still centralized or outsourced.
2. The reform of the legal framework for HRM at the local level

In recent years, a number of countries have indeed undertaken major reforms in the context of improving the human resources situation of local and regional authorities. These reforms mainly concerned the strengthening of the legal framework governing the staff of the Local Governments. The most important reforms have been observed in some Francophone countries, which have adopted special statutes for the establishment of a territorial civil service. They are Togo (2008), Senegal (2011), Algeria (2011), Benin (2015) and Burkina Faso (2017).

In other Francophone countries, reforms along the same lines are planned and under development. This is particularly the case of the Central African Republic, Cameroon, Côte d'Ivoire and Tunisia. In Morocco, the Organic Laws adopted in 2015, as part of the implementation of the 2011 Constitution, provide for a strengthening of the statutes of the staff of the Local Governments through the reform of the status of municipal staff of 1977.

In some Anglophone countries also, the reforms have focused on strengthening the role of Local Government Services, as was the case in Botswana, Ghana (2016), Uganda, and Sierra Leone.

3. The different models of HRM in Local Administrations in Africa

The study of the experiences of the various countries analyzed reveals the existence of at least two models: the model of the Anglophone countries and the model of the Francophone countries.

In most Anglophone countries, HRM is characterized by a certain degree of centralization and rigor of procedures, making it a well-advanced model for the professionalization of HRM.

Indeed, in most Anglophone countries, the HRM of the Local Governments is not directly assumed by these entities, whether for recruitment, career advancement, evaluation or, sometimes, the payment of wages. HRM is entrusted to specialized public bodies, usually in the form of a commission or an agency. These structures are in charge of all HRM functions in the Local Governments, in terms of recruitment, assignment / placement, career management, training, evaluation, reward and sanction. To this end, they determine the procedures and rules to be followed by each human resources officer at the local government level. Sometimes these are collegiate structures made up of representatives of the central administration and representatives of the Local Governments. The names and composition vary from country to country: Local Government Service (Ghana), Local Government Service Commission (Mauritius, Sierra Leone), Local Authorities Service Commission (Malawi), and District Commission (Uganda). In some countries, such as Kenya (County Public Service Board), Namibia (Management Committee) and South Africa (Management Services), these structures, which exist at the level of each Local or Subnational Government, have a very important role in terms of regulation and standardization of local HRM and homogenization of practice at the national level, through the production of various documents and procedures manuals (HRM Manual, Conditions of Services, Evaluation Strategy, Code of conduct…).

- The model of Francophone countries is characterized by a greater autonomy and flexibility in terms of regulation and standardization. Indeed, in most Francophone countries, HRM falls directly under the local administration, within the powers of the President of the Council (the Mayor) and those of the Council. This generally translates
into a wide variety of situations, management methods and levels of professionalization of HRM, as each administration is responsible for the rules and procedures to be followed in personnel management, taking into account the main principles posed by the different statutes. In some countries, the central administration intervenes either to alleviate the difficulties encountered by certain local administrations, or to regulate and control the exercise of attributions or practices. Whether they are countries that have adopted a territorial public service or others, HRM has very little regulation at the national level, as is the case in Anglophone countries.

One also notes that the Lusophone countries (Angola, Cape Verde, Guinea Bissau, Mozambique and Sao Tome) operate in much the same way as Francophone countries.

4. The issue of the human resources capacities of the Local Governments

The capacities in human resources of the Local Governments are evaluated at the same time by the quantity and the quality of the human resources they have. At this level, the situations are very different from one country to another. From a qualitative point of view, in view of the different surveys undertaken and interviews carried out, it can be seen, in general, that there is a good level of qualification of African Local or Subnational Governments’ human resources, including a very good level of expertise in decentralization, local governance, and local development. The main problem at the local level is the lack of human resources available to the Local Governments. There would be a shortage of personnel in general and more particularly a shortage of highly qualified personnel in certain technical occupations crucial for local governance. Nevertheless, several sources report the low level of qualification of the "own human resources" of the Local Government. This could be explained by the quality of recruitment processes that do not always meet the standards in this area. Compared with the Central Government and the private sector, the human resource capacity of African local governments remains relatively weak and needs to be strengthened both quantitatively and qualitatively.
In our country, as elsewhere in Africa, the main challenges of human resources are related to the lack of qualification of the staff to properly carry out the mission given to the municipality.”

5. The professionalization of HRM at the local level

In terms of the professionalization of HRM, which is very often considered as one of African Local or Subnational Governments’ main handicaps in terms of governance and performance, the situation is still problematic, apart from a few large local authorities sometimes with more than autonomy, room for maneuver and especially means. However, some progress can be noted in some countries - mainly Anglophone - which are reflected in the following points:

• HRM is a professional sector and an autonomous profession recognized in local administrations. This appears visibly in the directories or the reference systems of trades developed in certain countries;

• The recognition of HRM as an autonomous profession in local public administrations is increasingly favoring the use of professionals or people with the profile to do this job even if it still concerns very few cases in Africa;

• Developing HRM manuals that greatly facilitate the work of HR managers in local governments, making HRM at the local level more clear and objective;

• There is also a gradual increase in the use of professional and modern tools and approaches to HRM, which include: the GPEC, the RECs, the computerization of human resources information systems (HRIS), edges, performance assessment tools, development and implementation of training and capacity building programs, etc.;

• The professionalization of HRM at local government level is also observed through the increasing importance of competency-based management, particularly in terms of strengthening planning (human resources planning, recruitment planning, planning). retirements), the valorization of training and capacity-building activities (multiplication of programs and training structures of the Local Governments’ human resources), the definition and the implementation of standards and indicators of performance, improved tools and mechanisms for assessing human resources or improving working conditions at the local level.
6. Resources and resources put in place to strengthen HRM

The issue of means and resources remains a major challenge for the modernization of HRM and the strengthening of human resource capacity at the local government level in Africa. In fact, local governments in Africa still have great difficulty in attracting and retaining human resources in sufficient quantity and quality.

Studies have shown that local governments operate with less than half the human resources they need to perform well. The budget allocated in general to HRM (motivation mechanisms including salaries, training budget, acquisition of modern tools for career management including the computerization of services and procedures, etc.) seems to be below the needs of the Local Governments and below the ambitions of a successful local public administration. Also, the States as well as the local administrations themselves are in the obligation to revalue the means to really invest in the Human capital at the local level.

7. The issue of information systems and databases

One of the obstacles to upgrading and modernizing HRM in local public administrations is the difficulty of accessing information on HRM at the local level in Africa. In most African countries, there is a critical lack of systems for collecting and processing data on human resources in the Local Governments, unlike central government staff. In virtually every country in Africa, annual reports on the management of human resources in central governments are being prepared and published, and rarely do such publications address the human resources situation of the Local Governments. Very few countries publish such reports on the state of Human Resources of Local Governments.

At the time of the Digital Revolution and the enormous opportunities offered by information and communication technologies, and with a view to strengthening reform policies, it is necessary for Central Governments to set up national systems for the collection and processing of human resources data in local administrations, and to support and support Local and Subnational Governments in the field of computerization of their administrations and the management of their human resources.

8. The application and effective implementation of existing HRM systems

In most cases, one has observed that a set of instruments and devices that can significantly improve HRM exists, but they are not actually applied in practice. There are several reasons for this state of affairs: sometimes, it is the lack of willingness of local government officials to adopt sometimes restrictive mechanisms, opposing their immediate interests, or the persons responsible for implementing these devices. They do not have enough control over them.

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5 See Ministry of Economy and Finance of Morocco, Human Resources Report which accompanies the draft Finance Law annually, in https://www.finances.gov.ma
This is why the measures planned to avoid politicized, fanciful or anarchic recruiting (REC, organic framework of jobs) have difficulty to be respected even if they would exist on the legal level. In addition, career management, training and skills development, evaluation and many others often remain unimplemented. It should be noted, however, that this applies less to countries where the management of staff is entrusted to specialized bodies. One can therefore conclude that the management of human resources in local governments in Africa does not always suffer from a lack of strategies or mechanisms of professionalization, it also suffers from the problem of their effective implementation.

It is therefore important that measures to facilitate real ownership of these tools or devices very often developed by the central administration be adopted and that their implementation at the local level be subject to rigorous monitoring and constant support.
GENERAL INTRODUCTION

"Africa is on an unprecedented development trajectory. The Continent as a whole is undergoing structural transformation in many ways. To support the process of positive change, each country needs an innovative, public-oriented, transformational and development-oriented public service at regional, national and communal levels. Public servants in this innovative public service must be made available to highly competent human resources managers".\(^6\)

Having an effective human resources (HR) management strategy is a fundamental requirement of all successful organizations. However, the above quotation shows the direct but undesirable link between the failure to solve the problems and challenges of Africa's development and the inadequate human and institutional capacities of the responsible organizations. For example, in a study of 18 Local Governments in Nigeria, the main problems they faced included adequate capacity to provide services, poor organizational structure, low pay, unmotivated staff, imbalance in terms of staffing, with employees more oriented to the departments of education and health and less towards the technical departments. Most Local Governments lack sufficient capacity to provide basic infrastructure services at the city level, such as solid waste management, bus transportation, environmental protection and land use, which requires the creation of parastatals by the Central governments to provide such services. It should also be noted that all local governments have studied the demands made for training in many areas with capacity gaps.

There is growing understanding of the need for countries of the Continent to put in place a robust new style of HRM training to tackle the problem of lack of capacity, which must be firmly anchored in international agreements and treaties.

Based on this statement, it should be noted that the objectives, principles and core values of the African Union (AU) Charters on Decentralization, Local Governance and Local Development adopted in 2014 and on Public Service and Administration adopted in 2011 are legal instruments that provide a rich and promising context for promoting effective decentralization of powers to local governments, promoting local governance and economic development, a part; and secondly, for designing a modern, robust, innovative and dynamic HRM strategy in African countries.

It is important that the Local Governments have ownership over these two instruments and that the Central governments support them and accompany them in such a process.

In this general introduction, a complete review of these two African charters will be carried out. focus on their essential provisions and their consequences for the promotion of effective decentralization and local HRM in Africa.

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\(^6\) Cf. Mbaguta, 2015.
I- The AU Charters on Decentralization and Public Service Administration

1. The AU Charter on Values and Principles of Civil Service and Administration

This Charter, which was adopted by the AU on January 31, 2011, is a pivotal and comprehensive document on the goals, fundamental values and principles of promoting effective public service administration at the local and subnational levels on the Continent. This legal text, of continental scope, covers many critical issues on the administration of the public service and represents a relevant reference and a good tool for all managers of human resources, whether in terms of goals, fundamental values, or principles of the Charter. It represents all the Standards of a modern public service that aspires to professionalism and performance.

1.1. Goals and Core Values of the Charter

The goals of the Charter are:
- Commitment of the Government to implement the Charter
- Ensuring quality and innovative service
- Modernization of administration and capacity building
- Ensuring access to the public service
- Promoting the moral values of public employees
- Improving the working conditions and protection of public employees
- Harmonizing policies and procedures related to the administration of the public service;
- Promoting equality between men and women as well as in the administrative structure of the public service;
- Ensuring cooperation between state actors to improve the administration of the public service; and
- Promoting best practices and exchange of experiences.

The above goals are very important as they cover all the key issues relevant to developing a comprehensive, relevant and innovative HRM strategy for the administration of Public Service in Africa.

1.2. Duties of the Public Service and the Administration

According to the Charter, public servants must, among other things:
- respect the rights of individuals in the conduct of business;
- ensure that people have easy and adequate access to public services;
- ensure the participation of the population in the provision of services;
- ensure access to information on the public service;
- provide an efficient and quality service at all times; and
- modernize the public service.
It is interesting to note that this latter provision has placed a heavy responsibility on public servants, and particularly on human resources managers, to continue to modernize the public service on a permanent and progressive basis, which would make it a relevant and innovative service.

1.3. Code of Conduct for Public Servants

The codes of conduct to be followed by public servants in the performance of their official duties must include the following:

- **Professionalism**, that is, that public servants perform their duties in a professional, courteous manner, demonstrate integrity in their dealings with people, and act responsively to comply with national laws and regulations

- **Ethical behavior**, namely that officials perform their duties with high moral integrity, do not ask for bribes by refusing cash payments or gifts for services rendered by public officials, and do not use their functions for gainful or political purposes.

- **Incompatibilities and conflict of interest**, i.e. that public officials do not will not engage in any activities that constitute a conflict of interest.

- **Fight against corruption**, namely that public servants are required to comply with the government's corruption laws, and that government agencies will be required to educate public servants about these laws and to value public servants who have demonstrated exemplary leadership in the fight against corruption.

- **Declaration of assets**, namely that civil servants should declare their assets at the beginning, during and at the end of their services. Such a code of conduct should in principle help the human resources manager develop strategies to modernize and professionalize the public service, a good work ethic, prevention of corruption, transparency, and accountability of public officials.

1.4. Rights and Duties of Public Officials

The rights of civil servants, listed in Chapter 4 of the African Charter, include the following:

- Equal rights for all civil servants and no discrimination against whom whether for reasons of sex, race, political opinion, etc.

- Right to freedom of expression and association of officials

- Right to a safe and secure working environment

- Right of officials to a compensation that is adequate and harmonized with qualifications, responsibility and mandate; and

- Right to paid leave, social security and retirement.
1.5. Human Resources Management and Development

The principles to be followed in the management and development of human resources include:

- the recruitment of staff on the basis of merit and in accordance with the adopted human resources policy and plan which clearly establish staff selection and recruitment procedures

- the adoption of performance management of civil servants based on clearly defined criteria, subject to monitoring and evaluation;

- The development and implementation of a capacity building program for the staff, through the training and promotion of exchanges, and

- the application of the principle of mobility in career management.

It is interesting to note that these principles cover the key areas of human resource management and development.

2. The AU Charter on the Values and Principles of Decentralization, Local Governance and Local Development

This Charter, adopted on June 27, 2014 at the 23rd Ordinary Session of the AU Assembly held at Malabo, in Equatorial Guinea, focuses on promoting decentralization through the creation of subnational governments, local governments and local economic development. The objectives of the Charter are defined to enable countries and Local Authorities (CT):

- On the one hand, to champion and promote the fundamental values of decentralization, local governance and local economic development, through the adoption of necessary laws and policies and by creating well-constituted Local & Subnational Governments with the necessary means to promote local development, resource mobilization, popular participation and the provision of services;

- On the other hand, to use the core values of the Charter for policy formulation, implementation of program design, monitoring and evaluation at national, sub-national and continental levels.

It is undeniable that this Charter aims to put in place a competent and adequately resourced local administration to achieve its core values of efficiency in service delivery, resource mobilization, transparency and accountability.

For example, the charter defines "Decentralization" as "the transfer of power, responsibility, capacity and resources from national governments to all subnational governments", including "strengthening the capacity of subnational governments to encourage participation of the population and to provide quality services. Thus, by promoting decentralization, the central government may not limit itself to the creation of subnational units, but must also support institutional strengthening and capacity building, which, by implication, must HRM. Similarly, defining "local governance" as "processes and institutions of governance at the subnational level, which includes governance by the local community or local authorities, civil society and other relevant actors at the local level"; Here again, one sees the emphasis placed on institution-building, governance processes and popular participation.
- **Principles of the Charter**

The Charter has enumerated several principles for achieving effective and efficient decentralization, good local governance and local economic development, namely:

- The establishment of a local government with roles and boundaries defined and administered by democratically elected officials and consulted on political programs and other aspects of development. (Article 5)

- Promoting subsidiarity by creating favorable conditions for lower levels of government, especially for decision-making, the formulation of policies and launching programs by promoting cooperation and coordination among levels of government for efficiency (Article 6).

- Resource mobilization and local economic development require local governments to mobilize and allocate resources for development, receive funds transferred by the central government and promote the private sector and communities to finance development (Article 7).

- Promoting diversity and differentiation by ensuring that Local Community operates on the basis of local and national realities and norms, while central and local governments or local authorities may establish consultative mechanisms that take into account local conditions for making proposals or issuing opinions (Article 8);

- Promotion of legality at the level of Local Communities when it comes to adopting regulations, developing and implementing local programs, projects and initiatives. These entities are required to comply with national laws and regulations. Similarly, States that are parties to regional, continental and/or international treaties and policy instruments are required to assist local governments in fulfilling and honoring these commitments at the local level (Article 9). Through such provisions, local authorities are empowered to participate in the implementation of regional and global treaties;

- Promoting inclusion, equity and equality at all levels of government to promote the participation of the people, the full participation of all stakeholders, including NGOs and private sector organizations in governance (Article 10);

- Ensuring shared responsibility and complementarity by involving all relevant national and subnational stakeholders, including Governments, NGOs and the private sector, in the development and implementation of policies, projects and programs in a responsible manner and by establishing cooperation mechanisms to promote inclusive development (Article 11);

- Ensuring participation of all stakeholders in the planning, implementation and monitoring of policies, programs and projects (Article 12);

- Ensuring representation and accountability in governance, through democratic elections, the representation of women in the governance and use of information and communication technologies (ICTs) to receive feedback and comments (Article 13);

- Ensuring transparency, accountability and ethical behavior, by ensuring a clear definition of the roles of national and subnational governments and establishes a mechanism for the prevention of corruption and grievances in the community (Article 14);

- Integration of gender, youth and disability in development and governance (Article 15)
- Promoting efficiency in the administration, mobilization and use of resources, capacity development, use of natural resources, financing of local communities, management financial and local development (Article 16)

- Ensuring solidarity and cooperation through partnerships: Ensuring solidarity, cooperation and partnerships between Local Governments inside and outside the country to ensure good governance and service provision and promulgation of a law that defines the criteria for doing so (Article 17).

All of the above principles are related, in one way or another, to the management of human resources. The principles of efficiency, transparency, accountability, gender equality, solidarity, diversity, partnership, etc. are particularly and directly relevant in this regard.

3. Involvement and relevance of the two African AU Charters, as reference tools for HRM

From the examination of the two AU Charters, it is necessary to see what their relevance is for the HRM. All the provisions of the AU Charter on the Values and Principles of the Public Service and Administration are fully relevant in this regard, at the local, sub-national and national levels. The entire document can be used as a reference, or considered as a set of standards for designing a robust and modern HRM strategy. The provisions of the Charter cover many "watchwords", such as professionalism, innovation, institution building, capacity building, creativity, modernization, human resources, performance, prevention of corruption and unethical behavior, equal rights for civil servants, etc.

In addition, the AU Charter on Values and Principles of Decentralization, Local Governance and Local Development is also important for HRM. It aims to establish a strong and well-resourced local government for effective service delivery, with some important references for institutional strengthening and capacity development. However, in spite of the fairly sophisticated provisions of this Charter, these must be supplemented by the fundamental values and principles set out in the Charter on the Administration of the Public Service to produce the desired result. Both charters provide valuable context for designing a sustainable HRM strategy. There can be no good local governance without a dynamic management of human resources, and vice versa.

II- The challenges of HRM in Local Public Administration in Africa

Despite the laudable provisions of these two Charters and the positive progress made in some African States, it is regrettable that effective decentralization and effective management of human resources at the local government level in Africa still face many multidimensional challenges.

Concerning these challenges and their solutions, many experts from the Forum for Governance in Africa (AGF), the African Association for Public Administration and Management (AAPAM), the Network of Human Resource Managers of the Public Sector in Africa (APS-HRMNet), and the African Forum of Territorial Managers and Training Institutes targeting the local level of the African Local Government Academy (ALGA) discussed and agreed on various issues related to HRM at the regional level. Public, national and local government, such as the promotion of effective decentralization in terms of concrete
transfers of responsibilities, skills and resources, the development of institutional capacities, the need to modernize and professionalize the HR function in the sector the strategic positioning of the HRM function, the commitment of competent human resources, well informed and well motivated, the duty of States and central governments to give to all these concerns the right support by strengthening public service at all levels. It is undeniable that the two Charters are the essential tools necessary for the development of strong local governance and the management of human resources in all African countries.

However, the slow adoption of the two Charters and of many other Charters of the AU by African countries is a major challenge in itself, while being dissuasive for their implementation. While one-third of African countries have not yet signed the AU Charter on the Values and Principles of the Public Service and Administration, only three out of 55 African countries have signed the AU Charter on the values and principles of decentralization, local governance and local development (Falade, 2018). It is also interesting to note that, while most African governments have failed in this regard, UCLG-Africa has been able to set up ALGA for the training of local elected officials and officials of African Local Governments.

With regard to the dual problem of decentralization and management of human resources at the level of local authorities, it is strongly recommended that African countries no longer waste time to sign, ratify, deposit the necessary instruments to this end, to allow for a serious implementation of these two essential Charters, as required by the AU.

Alongside this challenge related to the signing and ratification of the two Charters, the African Local Governments face a multitude of challenges and obstacles that prevent them from being able to rely on a committed, professional, competent, motivated, ethical human capital able to impact the performance of structures and services at the local level.

Yet, Africa is urbanizing at a rapid pace. This rapid urbanization of the Continent is marked by a major upheaval of the population that presents as many opportunities as risks. To take advantage of the opportunities offered by the dynamics of urbanization, Africa must act now, hence the urgency to work on the training and capacity building and professionalism of the leaders and staff of the territorial administrations that are at the forefront in the management of urbanization in Africa. The low qualification of human resources in the cities and territories of Africa does not put them in a position to effectively plan and manage urban development. Most cities in the continent, including intermediate cities and small towns, do not take sufficient advantage from their growth and development potential, largely because of the limited capacity of their local governments. It should also be recalled that these cities today represent 2/3 of the urban population and some of them are profiled to be metropolises in the near future. Indeed, the profile of Local Public Administration in Africa highlights the following main characteristics:

- The weaknesses and deficiencies in the organization, administration and management of Local Governments
- Statutes targeting local elected officials and territorial public servants that are far from being sufficiently attractive and motivating;
- a generally negative perception of the local mandate\textsuperscript{7} and local public employment;

- Local Governments have had difficulty attracting, retaining and retaining talent and sharp profiles;

- Territorial officials often do not have guarantees of their career prospects;

- The "politicization" of recruitment mechanisms is often the rule;

- Local Governments are not yet able to integrate the dimensions of diversity, risk management, work stress or time management;

- The domain of learning, training, capacity building and development of staff skills are far from meeting internationally recognized standards and standards of excellence. This sector raises several questions: Why? For whom? By whom? How in pedagogical terms? for what purpose? with which resources? what budget is allocated to these headings? for what result or impact?

- The absence of collaboration and synergies between Local Governments and universities, colleges, training centers and institutes;

- The weakness, if not lack of information, statistics and staffing databases local public administrations;

- the existence and role assigned to trade unions and staff representatives and the existence of an institutionalized and sustainable social dialogue to anticipate, prevent and resolve conflicts between employers and employees;

- The existence and positioning of the HR Manager in the local public administration;

- Deficits and insufficiencies in quantity, qualification and sharp profiles, particularly for sectors and technical services (liquid sanitation and waste management, public lighting, urban public transport, basic equipment, etc.);

- The existence of enormous structural, legal, organizational, managerial, financial, cultural obstacles to manage Human Resources, to develop skills, motivate them and boost them.

In such a global and African context with multiple challenges, expectations and aspirations, of the 4\textsuperscript{th} Industrial Revolution and of the rapid pace of changes and transformations of all kinds, the mobilization for the development of Human Capital which has several dimensions (institutional, political, legal, managerial, technical, social, cultural, technological...) means, as a minimum:

- the creation of a favorable environment, at all levels and among all state and non-state actors, for the motivation, mobilization, engagement and involvement of human capital;

- investment in the transformation of political leadership at all levels;

- in the context of human resources planning we need to be able to anticipate the future human capital needs needed to fulfill mandates effectively;

\textsuperscript{7} Rare are the local elected officials who want to run for a 2nd or 3rd term, preferring rather to run for the Parliament
- putting in place recruitment and selection strategies to hire the right people, for the right jobs at the right time;

- ensuring that their recruitment and selection strategies facilitate the employment of women, youth and people with special needs;

- ensuring that once employed, employees are continually and “throughout their lives” trained and their skills developed to realize their human potential, to flourish, to give the best of themselves, thus enabling them effectively achieve the goals and aspirations of their organization;

- making sure that employees are trained and supported to maintain high standards of ethical behavior to enhance and anchor the creation of a governance environment free from corruption or unethical behavior.

These are some key requirements for the development of Human Capital to be a lever and a strategic driver in the dynamics of sustainable development in Africa, because without high-caliber employees, without motivated, committed, competent, professional talents, able to face the above-mentioned challenges, able to solve problems and listen to citizens, communities, users and consumers, who are imbued with ethical values, the quest for sustainable development in Africa, especially at the local level, will remain wishful thinking!
The process of Decentralization in Africa has led to the design, adoption and implementation of important reforms in terms of role transfers, responsibilities, competencies, attributions and resources to the Local Governments, according to the context and specificities of each country.

To assume these roles, competencies and responsibilities and to be able to manage these resources, Local Governments must have a local public administration composed of administrative and technical structures whose names also differ from one country to another and from one Local Government to another.

The local public administration occupies a very important place in local public life, as it is responsible for the management and animation of the services, equipment and infrastructures available to the Local Government, as well as the provision of services to populations, citizens, communities and users.

Indeed, the principle of subsidiarity, enshrined in Article 6 of the African Charter on the Values and Principles of Decentralization, Local Governance and Local Development, and embodied in laws on decentralization\(^8\), gives them priority public administrations of the State in the management of local affairs in several areas and puts them in front of the stage in front of the populations. These administrations must meet the daily needs of the population for administrative services, technical services and basic social services. Faced with increasingly demanding and informed populations on their rights, the local public administrations must equip themselves with organizational and operational means allowing them to meet the expectations and needs of the populations and citizens.

However, in most cases, the organization and functioning of local public administrations are far from meeting the requirements of the important missions entrusted to them. Local public administrations have undergone very little reform for modernization, as is often the case for state public administrations. Indeed, the many and frequent administrative reforms undertaken in most African countries since the 1980s have been confined to central state governments.

With the new development that the decentralization processes on the continent seem to experience and the major role they are called upon to play in the implementation of the many development agendas, many reforms are under way in different countries, for the level and modernization of local public administrations. These reforms concern the reorganization of local government services, the improvement of procedures, the means of operation, the management systems and, of course, the modernization of HRM.

\(^8\) This is the case of the 2011 Constitution of the Kingdom of Morocco and the Organic Laws on Decentralization adopted in 2015.
In fact, in some countries, major reforms have been initiated, particularly in the area of human resources, notably through the strengthening of the statutes of local government staff, the strengthening of the staff and the competence of the staff, or the improvement of staffing work conditions and frameworks.

All these reforms are intended to enable local public administrations to play the central role that is now devolved to them at the local level in the new context of public governance and local public governance.

In most of the models analyzed, local public administrations face three major problems, namely:

- the problem of the organization of services (organizational charts);
- the gap between the organically fixed functions and those actually existing;
- the weak positioning of the HRM manager within the local public administrations.

I. The issue of the organization of the services of Local Governments

According to its roles, responsibilities, attributions and missions, as determined by the laws and regulations of the country, the Local Government has a local public administration composed of services and administrative and technical structures, in the form of an organizational chart. The design and implementation of an organization chart corresponding to the missions and objectives of the organization, are considered as a standard in terms of quality administrative management by many specialists in the management of organizations 9.

For local public administrations in Africa, the issue of the organization of services remains one of the stumbling blocks of decentralization in many countries, without forgetting its budgetary and financial impact on the resources of the local government. It is also an issue that reflects the degree of trust between the central administration and local governments or local authorities. It gives rise to several fundamental questions, in particular:

- Should we leave local governments or local authorities, whose mandate is limited, which are supposed to serve a political agenda, and who are sometimes very poorly trained in administrative practices and techniques, determine the organization and operation of local public services?
- Or, as part of the process of accompanying and supporting the process of decentralization, it is up to the central administration responsible for regulating this process to make available to local and regional authorities standard organizational charts, decentralized entities to adapt them to their own context;
- Moreover, how local elected representatives or executives, as autonomous actors, with legal personality and financial autonomy, could implement their vision of development of their communities without being able to decide on the type of organization and operation of the services put at their disposal?

Faced with these legitimate questions, reflections of both the "centralization-decentralization" dynamic and even of possibly antagonistic positions, the best approach would be to make the

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9 ICMA, Human Resources Management In Local Government, ICMA Press, 3rd edition, 2016, USA, pp. 3-10
fixing of the organization of services in the local public administrations a subject of discussion. dialogue between the central administration and the local executives, keeping in mind two major concerns: on the one hand, local governments or local authorities need a local public administration to translate their vision into policies, strategies and in programs and especially to fulfill their commitments towards the populations, on the other, the populations, the citizens and the users are entitled to demand the existence of a local public administration which answers their needs and expectations. In any case, whether it is the one or the other option, each organization chart has a budgetary and financial impact, in particular to endow the local public administration with infrastructures and equipment (offices, equipment, supplies, internet, telephone, fax...), to appoint to positions of responsibility and to allocate the salaries and allowances related to these positions of responsibilities. Responsibilities in the fixing of organizational charts.

1. Responsibilities in setting the organizational charts

In practice, it was noted the existence of two models: the organization chart is fixed either by the central government or by each Local Government. In the majority of cases, the Local Government organization chart is set upstream, entirely or often partially, by the central government. This is particularly the case in Algeria, Botswana, Cameroon, Comoros, Liberia, DRC, Sierra Leone, Chad, Tunisia, Seychelles, and in many Anglophone countries. This situation is much more evident in Anglophone countries where the management of local governments is entrusted to special public institutions (Local Government Services or Council) which are very often the responsibility of the central government. Similarly, in several Francophone countries, such as Burkina Faso, Côte d'Ivoire, Mali, Morocco, Senegal, and outside major Local Governments or capital cities, such as Bamako, Ouagadougou, or Bobo Dioulasso, the organizational charts of the other Local Governments are set by the central government, in the form of standard organizational charts of Local Governments which usually remain for indication purposes. In 2012, for example, in Burkina Faso, the central government has endowed the Local Governments with standard organizational charts according to four categories: the town hall of the municipality with special status, the town hall of the urban commune, the town hall of the rural commune, and the administration of the regional council. However, these standard organizational charts remain indicative models in that each community has the competence to establish its own organization chart. Similarly, in Cameroon, Decree No. 1306 / A / MINATD / DCTD 24 August 24, 2009 set three model organizational charts for the Urban Communities, the Communes and the District Communes. In Mozambique, apart from the city of Maputo, which has a special status, the organizational structure of the other cities is defined upstream by the central government, notably through the definition of the main functions, with the possibility for each community to adapt it to its needs and to its own context (see Appendix Figure 2 and Figure 3 on the Organization Chart of Communes in Burkina Faso and Cameroon).

In the other direction, other countries such as South Africa, Côte d'Ivoire, Benin, Burundi, Central African Republic, the Gambia Mauritius, Malawi, Morocco, and Namibia, each local government defines its organizational structure which must then be approved by the line authorities. In Namibia, the Category 1 communes such as Swakopmund set their own organizational charts, while the Central Government sets the organizational charts of the Communes of the other Categories.
However, one can see that many of these countries, where the development of the organization chart is left to the discretion of each Local Government, outside large cities, many local communities do not have a fixed organizational chart. The different services and organic employment frameworks change according to the changes of the local executives. This is why, in recent years, some states, like Morocco and Côte d’Ivoire, have decided to set up standard organizational charts to guide, support and support the Local Governments in this area.

2. Main Structures in Local Public Administrations

The organizational charts of local public administrations are structured around two main services:

- **the office of the mayor or of the president of the community**, which consists mainly of his advisers and his special secretariat. In some large communities, such as the Regional Council of Casablanca-Settat (Morocco), many services are directly attached to the office of the President, including the Institutional Governance and Engineering Division, the major local public institutions (the regional project implementation agency, the regional development corporations;  

- **the general secretariat or the general directorate of services**: The general secretariat includes all the administrative and technical services. These services are promoted according to their importance or importance given to them by local officials. They are organized in large thematic blocks (sometimes clusters, departments, directorates or divisions) subdivided into different levels of services or units. The denominations of these large blocks and their subdivisions vary from country to country, from one Local Government to another and from one administration to another.

Under the general secretariat, there are often branches divided into directions and then services. We find this model mainly in large cities or capitals such as Abidjan, Accra, Bissau, Casablanca, Dakar, Lilongwe, Maputo, Ouagadougou, Rabat, etc.  

Sometimes, the general secretariat is divided into departments under which there are divisions and services. It is the model of small and medium-sized cities, like the Beninese cities like Ouidah and Kpomassè or Togolese cities like Tsévie or Bujumbura in Burundi. The organization and distribution of services depends on the size and resources of the Local Governments. Thus, we will see in the big cities many important services that do not exist in small and medium-sized cities. However, there are services common to all local governments, regardless of their size or the means at their disposal. This is the department responsible for financial and accounting affairs (budget, accounting, public procurement, audit and management control...), the department in charge of Administrative Affairs (personnel management, civil status, social affairs...) and departments responsible for business or technical services (liquid and solid sanitation, urban public transport, street lighting, management of modern and traditional market places, etc.).

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10 It has been noted that in Bissau the services of the General Secretariat are under the dual responsibility of the Secretary General and of a Vice-President of the Communal Council.
3. The gap between the fixed functions and those effectively existing

It is important to note that between the organically fixed functions and the functions actually existing or functional, one has noted the existence of a real gap very worrying. In fact, several local governments work in an organic setting completely different from that set by laws or regulations. There are several reasons to explain this situation:

- The first reason is the problem of staffing. Various studies based on organizational audits have indeed shown that African Local Governments suffer from a lack of personnel. This problem particularly affects small Local Governments away from large urban spaces. In this type of situation, several functions or attributions are exercised and accumulated by one and the same person. On the other hand, in some other Local Governments, there is a plethora of staff that does not correspond to the real needs of the local public administration.

- Another explanatory element is the fact that sometimes there are no qualified persons among staff to perform certain functions, while communities cannot afford to recruit the corresponding profile. The position thus remains vacant or is provided by the Secretary General or the Director of Service himself. This is particularly the case for the HR function.

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**Excerpt from the Report of the Court of Accounts of Morocco on The Public Service System, December 2017**

"**In terms of local government structures**, the absence of official organizational charts duly established and endorsed by the administrative control authorities is one of the major failings of the administrative organization of the municipalities. It is often the difficulties of providing a budget to cover the liability allowances which are at the origin of the lack of signoff of the organizational charts proposed by these local governments. This situation does not favor the stabilization of the structures of the Administration of the Local and Subnational Governments and does not provide an adequate framework to motivate local authority executives to occupy positions of responsibility. The result is that the local public service remains far from the requirements of quality and speed of services rendered to users. The shortcomings in this area appear in particular in the quality of the reception and orientation of the users as well as in the communication with the citizens ".

*Source: www.courdescomptes.ma*

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II. The positioning of the Human Resources Manager within the Local Public Administration

The study of the position and positioning of the Human Resources Manager (usually called the Human Resources Director) in the organization of local government departments of the countries is important in many ways:

- It makes it possible to assess the interest given by local elected officials and their administrations to the development of Human Capital, because as we said, the services
are put forward according to the interest that is granted to them by the local executive branches;

**Honorable Mr. Innocent UWIMANA, President of RALGA (Rwanda Association of Local Governments Authorities)**

"We need to put more emphasis on refresher courses for all new hires to serve in local governments. Since we started organizing these introductory courses, staff performance has been better than that of those who have not been trained before starting work."

"We need to have a strong team in the Human Resources Department, which means a team with a well-qualified staff with a better knowledge of HRM".

- It highlights the question of the professionalization of HRM at local government level. Indeed, the professionalization of HRM requires at least two things. On the one hand, that the management and the development of the human resources is ensured by trained professionals in the matter, and on the other hand, that the management is made in reference to the standards and practices in the field. In general, in almost all African Local Governments, we are still far from these standards, according to the current general observation. The marginal place occupied by the HR function in the organization and functioning of local public administrations can therefore be better understood.

**1. The place of HRM in the organizational charts of the Local Governments**

As it appears in the organizational charts of most local African public administrations, the HRM function does not seem to be a central and strategic function, like the place it occupies in modern administrations today.

In most cases, the personnel management is a service under the department or the direction of administrative affairs. In some Local Governments, it does not even appear in the flowchart even though it exists. In a few Local Governments, the human resources function is set up in as a directorate or department and is directly attached to the General Secretariat, as is the case in the city of Bangui in the Central African Republic, the Abomey Commune in Benin or the Commune of “Parcelles Assainies” in Senegal.

The lack of emphasis on the HR function in the organic structures of African Local Governments calls into question the principle of the empowerment of the HR function that some also consider as a key element of the professionalization and modernization of HRM and the local public administration as a whole. It is indeed this strategic positioning of the HRM in the organization chart that allows the Local Government to upgrade and modernize its administrative and technical structures, particularly with regard to recruitment, wage policy and other motivation, the development of a reference system for jobs and skills, improved working conditions, and especially management and skills development.

Table 1 in the Appendix of this Report shows the place of the HR Manager in the organizational charts of some African cities.
2. The denominations of the HR Manager

The different denominations used to designate the human resources function in the organizational charts of the African Local or Subnational Governments reflect a clear awareness of the changes in the HR function within the administrations and the need to move from a simple administration of staff to management and skills development. In most of the organizational charts analyzed, there is much more talk of "Director of Human Resources". In particular, in Anglophone countries, the notion of "Human Resources Manager" seems unanimously accepted. In some large cities like Kampala and Nairobi, we even use a more evolved notion "Human Resources Development Director". It is almost rare to find English Local Government organizational charts where people speak of "Personnel Administrator". On the other hand, one still finds in several Francophone African cities the notion of "Personnel administrator or chief of personnel".

2.1. The importance of the denomination of the HR Manager

The different denominations are very important in that they highlight the approach of the HR function adopted by the community and the role of the HR Manager in its administration. In cities where there is talk of "Personnel administrator or chief of personnel", the HR Manager will be very unlikely to take action in the direction of skills development. His role will be limited to the administrative management of the staff. It will be seen in these cities that the true function of human resource development is played either by the mayor or by the City Manager (“Secretary General”). Very often in these communities, the HR function is executed by one person under the supervision of the City Manager (“Secretary General”).

On the contrary, when the HR Manager bears the title of, "Director of the Management or Development of Human Resources", it goes without saying that he will be in the conditions and in the obligation to put in place strategies for a modern, effective and efficient management of staff combining skills development and personal growth. In these communities, one sees that the HR function is provided by a whole department made up of several people.

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**Structures and attributions of the Human Resources Department at the Accra Metropolitan Assembly, Ghana**

The Human Resources Department is made up of four (4) structures responsible for the following missions:

1. Human Resources Planning
2. Management of information on Human Resources
3. Human Resources Capacity Building
4. Human Resources Performance Management

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2.2. Roles of the Manager or the Human Resources Unit

The HR function, when it is well defined, is a fundamental function in any organization that wants to increase its performance. On the one hand, it makes it possible to anticipate the needs of the administration and to ensure that the recruited staff meets the needs of the administrative services, and on the other hand, to ensure that the staff is well treated. and
works in the conditions that allow him to be both effective and fulfilled in his professional environment.

Thus, the HR Manager plays many roles that will be discussed in detail in the third part of this Report. It is mainly involved in assisting the local executive in implementing its HRM policy, and in advising management on the effective use of human resources, strategic human resources planning, recruitment, assignment and integration, training, skills development and development, management of administrative files, monitoring of work procedures and regulations, measurement and evaluation of individual and collective performance, analysis and description of positions, management of compensation and benefits, rewards and sanctions. In view of the above on the important roles that the department in charge of the HR function must play, it will without saying that no administration can function effectively, nor pretend to modernize its machinery and structures, without the existence of such a department, and especially without its strategic positioning.

The fact remains that the HR function also involves several other actors.

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**The Administration and Human Resources Management Department of Kampala Capital City Authority (KCCA)**

**Mandate of the Leadership**
Providing effective and efficient human resource and administrative interventions to the Authority's branches. The Leadership guides the City Authority on the proper management and use of available resources.

**Strategic Vision:**
Providing quality services through the transformation of HR and administration processes, the institutionalization of service and operational standards; and to train motivated, committed and professional staff for continuous performance improvement.

**Essential functions of the Administration and the Human Resources Department**

1. Develop, monitor and evaluate the effectiveness of KCCA's human resources management policies and procedures and establish frameworks and benchmarks for human capital development.

2. Design and implement systems for recruiting, managing and retaining staff with the right skills for jobs that comply with KCCA's Talent Management Guidelines.

3. Develop and implement training and development functions for KCCA staff, in accordance with its mandate.

4. Develop a robust system to set performance targets and monitor the performance of KCCA staff in accordance with its mandate.

5. Develop and implement a Compensation and Benefits Management Program for KCCA staff in accordance with its mandate.

6. Develop and monitor the implementation of KCCA's asset and asset management guidelines, including timely payment of rental and utilities.

7. Develop systems and oversee logistics support for the park and transport, in accordance with the Authority's transport policy guidelines.
III. Mapping of Actors involved in HRM at local level in Africa

The HR function covers several dimensions including legal-administrative, political, social, economic and technical dimensions. As a result, it involves several actors from different fields. HRM in local governments, as administrations often under supervision and control, administrative or jurisdictional, involves mainly actors at the central level, local level actors and intermediary actors.

1. Stakeholders at the central level

Depending on the specificities of each country and its political-institutional system, the central administration provides either trusteeship over the Local Governments, or a regulation of the organizational and operational modalities of these entities, or the latter are subject to forms of administrative and / or jurisdictional control. As such, the central administration is involved in the management of many functions at the local government level. In terms of HRM at African Local or Subnational Governments level, the central administration intervenes notably through ministerial departments and public institutions.

1.1. The Ministerial Departments

a- The Ministry in charge of Decentralization, Local Governments or Local Governance

Under various denominations according to the organization and functioning of the institutions of each country, the ministerial departments intervene in the management of the Local Government staffs directly and in the majority of cases through the Directorate General of Territorial or Local Communities (DGCT or DGCL). This is mainly the case in most Francophone countries such as Algeria, Benin, Burundi, Cameroon, Côte d’Ivoire, Mali, Morocco, Mauritania or Senegal. In Côte d’Ivoire, for example, there is a Directorate for Personnel within the Directorate General of Decentralization and Local Development (DGDDDL). In Morocco, the Human Resources Division of the Local Governments reports to the Local Finance Department within the DGCL of the Ministry of the Interior.

The main roles played by the Ministries in charge of decentralization and Local Governments are, among others:

- to prepare and adopt the various laws and regulations related to personnel management (statute, manual, charter, indemnity system...)

- to set up and monitor the national strategy for human resources of the Local Governments;

- to define the organic framework of the jobs;

- to ensure the recruitment of the senior officials of the local administration;

- to set the different salaries and bonuses of the personnel;

- to ensure centralized management of Local Government staff;

- to design and implement the various training programs targeting Local Government staff within the framework of national strategies;

- to support and assist Local Governments in upgrading and modernization local public administrations,
- to regulate and ensure the legality of the decisions taken by the Local Government executives.

For the countries that have set up a Territorial Public Service like Mali and Senegal, the DGCT is responsible for the implementation and monitoring of the TPS. To this end, it manages the careers of staff and organizes recruitment competitions.

In the majority of Anglophone countries, the Ministry is not directly involved in the management of the Local Government staff, since this task is entrusted to decentralized administrative structures.

b- The Ministry of Public Service

In most African countries, the Ministry of Public Service plays a major role in the management of human resources in the Local Government. Indeed, the Ministry of Public Service, in the majority of the case, is generally responsible for the national human resources management policy in all public administrations of the State, including local public administrations. In addition, there are often many government officials available to Local Governments or seconded to these entities.

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Morocco’s example

The Ministry in charge of the Head of the Government of the Reform of Administration and Public Service

Among the missions of the Ministry in charge of the Head of the Government of the Reform of the Administration and the Public Service: "to ensure the application of the general statute of the public service and the coherence of the rules relating to the statutes, the remuneration and social welfare, governing all state employees, local authorities and public institutions". It is also responsible for developing guidance documents and preparing various reforms aimed at improving human resource management and strengthening good governance in public administrations.

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c- The Ministry of Finance

In many countries, the Local Governments, under the united funds principle, see their funds managed directly by the Treasury. For example, the Ministry of Finance plays a key role in HRM Local Government. These include:

- local finances (budget, accounting, public procurement, audit, management control...),

- the design, implementation and regulation of the salary policy, the different allowances and bonuses of staff,

- funding for all other HRM activities, such as budgets for training, skills development and capacity building programs, or improvement of working conditions and conditions. All activities that have financial implications, especially when they have a national character,

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11 Website of the Ministry delegated to the Head of Government in charge of the Reform of the Administration and Civil Service of Morocco: https://www.mmssp.gov.ma
necessarily involve the Ministry of Finance who can agree to support them or not, according to the general guidelines of the State Budget and depending on the availability or not financial resources. It is therefore important for the Ministry of Finance to be involved upstream in some decisions concerning the HRM of local administrations. In some countries, such as Benin, Cameroon and Côte d'Ivoire, the accountant in the Local Governments is appointed by the Minister of Finance (see Art. 29, Law 199 on municipal status, Benin).

### 1.2. Other key actors at the central level

Outside the ministerial departments, there are in some countries centrally administered structures responsible for some aspects of the management of the Local Government staff.

**a- Social providence organizations: Social Security Fund and Pension Funds**

The analyzes revealed that there are two types of social protection organizations: social security funds and pension funds. The main purpose of social security funds is to cover the various risks that may be faced by staff during the period of activity. These are mainly cases of illness, accidents at work, births or deaths. The pension funds deal specifically with the management of pensions and other allowances for retired persons, that is, at the end of their service. These two organizations are very important because their good functioning and their good governance contribute to the motivation of the personnel and to the full development of the personnel, whether during the career within the administration, or after retirement.

In most countries, there are two social security and pension schemes, managed by different agencies, namely the civil servants and public servants scheme and the private sector scheme. Local Government staff are affiliated with one of these two agencies, depending on whether they are public servants or contract agents.

**b- The National Human Resource Development Councils (HRDC) in the Anglophone countries**

National Human Resource Development Councils (HRDCs) are strategic, high-level bodies created to advise governments and boost human resource development in all public and private administrations. The main mission of these bodies is to design and implement an integrated national strategy for the promotion and development of human resources, in accordance with national economic and social objectives. Their compositions vary from one country to another. In some countries, such as South Africa, the Council was created in 2010 and is chaired by the Vice President. In Botswana, the Council was established in 2013 and is chaired by the Minister of Tertiary Education, Scientific Research and Technology.¹²

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¹² [Voir www.gov.bw](http://www.gov.bw)
BOTSWANA’S HRDC

**Institution:** The Human Resource Development Council of Botswana was established by Law No. 17.2013 establishing the HRDC (HRDC Act No 17 of 2013)

Composition: In accordance with Article 5 of Part III of the HRDC Act, the Council is composed of 13 members appointed by the Minister of Tertiary Education, Scientific Research and Technology who chairs the Council.

**Missions and visions:** HRDC's vision is to "make Botswana's human resources globally competitive by 2026". To achieve this vision, the Board has been assigned the following missions: Advise, plan, fund and coordinate the development of Botswana's human resources to achieve a knowledge-based economy, involving and integrating all stakeholders. The Council's strategy affects both central and local governments.

Objectives: The main objectives of the council are:
- Provide strategic advice on all issues related to national human resources development;
- Coordinate and promote the implementation of the National Human Resources Development Strategy;
- Prepare national human resources development plans;
- Plan and advise on funding higher education and workplace learning.

**Some concrete actions:** The Council undertook numerous initiatives in several fields, namely: the realization of human resource development plans, training activities targeting various actors, the conduct of training and workshops for primary school teachers and the support for the establishment of institutional plans in order to strengthen the capacity of institutions and their efficiency.

2. **The Key actors at the Territorial and Local level**

In almost all countries, much of the management of local authority staff is carried out at the local level, within each local authority. Each local authority provides a large part of the management of its staff both in terms of personnel administration and skills development. It is clear that no other actor is as well placed to manage human resources effectively as actors at the local level.

2.1. **The internal actors in each Local or Subnational Government**

These include the Local Executive branch, the Council of the Local/Subnational Government, the Human Resources Manager, the Heads of Departments, and various Commissions.

a- **The Local Executive: The Mayor or the President of the Local or Subnational Government**

In terms of personnel management, two models concerning the role of the local executive have been identified:

- **In the first model,** the Local Executive is both the political leader and head of local government. This model is generally found in Francophone countries where the
decentralization laws grant to the Local Executive, to the mayor or to the president of the council, own prerogatives and attributions in terms of management of the local administration and personnel. The Local Executive is the head of the administration and as such, is responsible for the determination of vacancies, recruitment, career management, salary setting, and the application of sanctions... Articles 19 and 29 of the Local Public Service Statute 003-2017 in Burkina Faso stipulate that the president of the community council "signs" the decree of integration and dismissal of staff. In the same vein, Article 9 of the Staff Regulations of Local Authorities of Côte d'Ivoire states that "the executive of the territorial collectivity recruits and appoints the staff of the local and subnational governments, in accordance with the deliberation relative to the organic framework of the approved by the supervisory authority. The suspension of an agent is his sole responsibility".

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Morocco’s example

**Title IV of the Organic Law on Municipalities**

"*Dahir*" (Royal decree) No. 1-15-85 of 20 Ramadan 1436 (July 7, 2015)

promulgating the Organic Law No. 113-14 relating to the communes

Official Bulletin No. 6440 of the 09 Jumada I 1437 (February 18, 2016)

Municipal administration, project implementation bodies and cooperation and partnership mechanisms

**Chapter 1: About the administration of the commune**

**Article 126:** The municipality has an administration whose organization and attributions are set by order of the president of the council, taken after deliberation of the council, subject to the provisions of paragraph 3 of article 118 of this organic law. Said administration must include a Department in charge of services. However, certain municipalities whose list is set by decree, taken on the proposal of the governmental authority in charge of the interior, can have a general Department in charge of services.

**Article 127:** The appointment to all the functions within the administration of the municipality is made by order of the president of the council of the commune. However, the orders of appointments to the higher functions are subjected to the signoff (visa) of the governmental authority in charge of the Interior.

**Article 128:** The Director General or the Director, as the case may be, shall assist the President of the Council in the exercise of his duties. He is responsible, under the responsibility and control of the President, for the supervision of the administration of the municipality, the coordination of the administrative work within its services and to ensure its proper functioning. He submits reports to the President of the Council whenever the latter requests them.
Title IV
Administration of the region, project executing agencies and cooperation and partnership mechanisms

Chapter 1: About the Administration of the Region

Article 123: The region has an administration whose organization and attributions are fixed by order of the president of the council, taken after deliberation of the council, subject to the provisions of paragraph 3 of article 115 of this organic law. The administration must include a general directorate of services and a directorate of affairs of the presidency and council.

Article 124: The appointment to all the functions within the administration of the region is made by order of the president of the council of the region. However, the orders of appointments to the higher functions are subjected to the signoff (visa) of the governmental authority in charge of the interior.

Article 125: The Director General in charge of Services assists the President in the exercise of his attributions. He is responsible, under the responsibility and control of the President, for the supervision of the administration of the region, the coordination of the administrative work within his services and to ensure its proper functioning. He submits reports to the President of the Council whenever the latter requests them.

Article 126: The director of the “Presidency and Council Affairs” is responsible for overseeing the administrative aspects relating to elected officials and the progress of the work of the council and its commissions.

- **In the second system**, he is simply a political leader. This second model is more present in the Anglophone countries like Malawi, Namibia, Uganda and Sierra Leone. The Mayor or the President of the Council has a very limited role in the management of Personnel. He can neither recruit nor dismiss. These prerogatives are vested either in the Board or in the *Chief Executive Officer* or *Chief Administrative Officer*, as is the case in Namibia.

b- The Community Council

The role played by the Council is quite similar to that of the Mayor or the President of the Council insofar as any decision which does not fall within the specific attributions of the Mayor or the President of the Council, must be the object of a deliberation in Council. This is the case with recruitment, career development of staff, dismissal, wage increases, etc., or any decision having an impact on the budget of the Local Government.

In some Anglophone countries such as Botswana, Namibia and Sierra Leone, the Council plays a more important role in decision-making involving Local Government. Thus, the main powers in the management of staff are granted to the Council. In Namibia, for example, the
appointment of the *Chief Executive Officer* (Secretary General) of the Local Governments is the responsibility of the Council, while the other members of the staff are appointed by the "Management Committee" appointed within the Council. This is also the case in Sierra Leone where recruitment is organized by a committee made up of a few members of the Council and the HR Manager. In Botswana, according to Section 30 of the *District Council Act*, the District Council is responsible for recruiting and paying staff with the approval of the Ministry.

c- The Secretary General / the Director of Services and the Heads of Department

According to the title of the Book of Mr. Jean Marie Peretti "*All HR Managers"*\(^1^3\), the Secretary General / Director of Services and Heads of Department, are all managers of human resources, because they have under their responsibility part of the staff. They participate in the overall strategy for human resources management. Their role, beyond the day-to-day management of their employees, is most often involved in the evaluation and promotion phase. Indeed, the texts of laws in certain countries like Burkina Faso, Burundi, Côte d’Ivoire, and Gabon state that the direct line manager must evaluate and propose his collaborators to be slated on the promotion lists.

The Secretary General, in his position as personnel, has a general responsibility in the management of personnel. In addition to its coordinating role, it ensures the administrative and operational responsibility of all programs, services and activities, delegate tasks, and ensures general control of the operation of the services. As such, he is one of the key players in HRM at the community level. Although he does not have a specific role in the administration of the staff that is managed by the HR Manager, he has a general role in the good conduct and the good functioning of the local administration, and therefore in the HR strategy.

d- The Head of Administration and Human Resources Development

He is responsible for the main tasks of the General Administration of Personnel and also for the implementation and monitoring of the Administration's human resources development strategy. *(See HR role above)*

2. 2. External local actors

a- The National Associations of Local Authorities (NALAs)

National Associations of Local Governments (APLs) play a major role in building the capacity of the Local Governments. In addition to advocacy, advocacy and advocacy, some APLs contribute significantly to building the capacity of local human resources through important training and skills development programs. For this purpose, several APLs have Institutes or Training Programs, as the following examples demonstrate:

- The Association of Local Authorities of Rwanda (RALGA) set up the *Local Government Institute* in 2015;

\(^1^3\) *Cf. Jean-Marie Peretti (Dir.), Tous DRH, Eyrolles, Mars 2012, 4e éd.*
- In Cameroon, there is the existence of the National Training Program for City Professions (PNFMV) which was set up by the Association of Communes and United Cities of Cameroon (CVUC) in 2013;

- In Côte d'Ivoire, the Union of Cities and Municipalities of Côte d'Ivoire (UVICOCI) launched the project of the University of Local Communities, which stopped working after a few years.

The role of APLs is mainly in training and capacity building, advocacy and awareness-raising.

b- The Collegiate Bodies (Commissions, Councils, Committees...)

To support the good administration of the Local Governments, a set of joint and collegiate structures, organized in the form of commissions, councils or committees, have been set up. These structures can intervene in the management of the human resources in a general way or on very precise aspects according to their nature. These structures are characterized mainly by their collegial composition. They are composed, in principle, of representatives of the Central Government, of representatives of Local Elected (male and female) officials, and of staff representatives. The main goal in setting up these structures is to allow parity, participatory and inclusive management of all actors involved in HRM. Many of these structures are purely consultative, while others are executive bodies.

Their numbers, competencies, and fields of action vary enormously from one country to another. However, we can distinguish between the bodies that exist in the model of the francophone countries and those that exist in the model of the Anglophone countries.

b-1- The collegiate bodies in the Francophone countries model

In most Francophone countries, the joint bodies involved in the HRM of local public administrations are practically identical even though there may be slight differences in their composition and their missions.

The main joint bodies that are found in these countries are: Joint Administrative Commissions (CAP), Technical Committees, the National Council of the Public Service or the National Council of the Territorial Public Service in the countries that have a territorial public service.

- **The Joint Administrative Commissions** are the consultative bodies composed equally of representatives of the administration and representatives of the personnel. The Commission gives its opinion on various individual questions relating to the management of the career of the staff, including advancement, positions, aptitude tests, promotions. In some countries, such as Algeria, Mali, Morocco or Togo, the committee sits on disciplinary matters. This is not the case in other countries like Burkina Faso, Burundi and Côte d'Ivoire.

- **The Technical Committees**, like the CAPs, are consultative bodies composed of representatives of the State, elected representatives and staff. Unlike CAPs, Technical Committees are consulted on general working conditions and collective decisions. In some countries where there is no Safety Commission, the Technical Committee intervenes on safety and hygiene issues as is the case in Algeria.
- **The National or Higher Council of the Public Service** in the countries which do not have a territorial public function, intervenes in the management of the career of the civil servants. It is a consultative collegiate body. It is made up of the main actors of the public service, in this case the State and the representatives of the civil servants. In some countries, such as Algeria and Morocco, the Local Governments as well as experts can be members of the National Council of the Public Service. The Council is consulted on all issues related to the management of the Public Service, including public service reform projects and legal regulations. It ensures the respect of the fundamental guarantees granted to the civil servants.

- **The National or Superior Council of the Territorial Public Service** exists only in the countries which have set up a territorial public service like Burkina Faso, Mali, Togo, Senegal. It is a collegiate body composed of representatives of elected officials, staff and the central administration. He has an advisory role. It intervenes on all the questions concerning the Public-Territorial Function, in particular the questions related to the status of TPS, the reforms concerning the system of the TPS, and other issues.

One will find in the Appendix to the Report a table presenting, in detail, the different commissions found in some Francophone countries.

**b.2. The “Local Government Service” in the Anglophone Countries Model**

The *Local Government Service* is one of the key players in the management of Local Government staff in many Anglophone countries. Most came into existence from the 1970s to the 1980s. This was the case for:


- In Malawi and Mauritius, the Service was established respectively in 1981 and 1983;

- In Ghana, its creation is more recent and goes back to 2003.

The main goal of the creation of these Services was to bring an improvement in the quality of service delivery of the local administrations, in particular in the field of administration and management human resources of the Local Governments and to limit the fanciful, politicized and unprofessional recruitment by some Local Executives.

These Services, which operate in the form of commissions or collegial bodies, are competent for all matters relating to the management of Local Government staff, particularly staff, since recruitment, the question of salaries and other bonuses, the management of careers, staff performance evaluation procedures, capacity building, and other matters. While being composed as deliberative bodies, like the Technical Committees of the Local Public Service in some Francophone countries, they play almost the same role as the General Direction of Local Authorities in the Francophone countries.
Local Government Service (LGS) du Ghana

Institution
Local Government Service (LGS) of Ghana

Institution
The Local Government Service (LGS) is a public service provided for by the Local Government Act 1993, Act 462 and the General Statute of the Public Service of 1993. It was created by a special Act (Local Government Service Act 2003, Act 656) which has been repealed and replaced by the Local Governance Act 2016 (Act 936), Section 49 (1-4).

The general objective
The Service aims to "ensure effective administration and management of Local Governments in the country". To this end, it is involved in the management of human resources in the various Local Governments, particularly in terms of recruitment, career management, evaluation, promotion and skills development.

Composition:
The Service (LGS) consists of a governing body, the Local Government Service Council, the Office of the Head of Service and a Secretariat. The Local Government Service Council oversees governance issues and ensures the efficient operation of the system. It is a collegial body made up of 15 Members representing different actors of local governance: a representative of the Ministry, a representative of the National Commission for Development Planning, a representative of the Health and Education Services, a representative of the Association of Local Authorities of Ghana (NALAG), representatives of different levels of Local Governments, Experts... The LGS is also decentralized at the local level, particularly at the level of Regions, Municipalities and Districts.

The main functions of the Service
- Provide technical assistance to MMDAs (Metropolitan, Municipal & District Assemblies) and Regional Coordinating Councils (RCCs) to enable them to perform their tasks effectively;
- Perform organizational analyzes and tasks for RCCs and MMDAs;
- Conduct management audits for RCCs and MMDAs to improve the overall management of the service;
- Design and coordinate management systems and processes for RCCs and MMDAs
- Assist RCCs and MMDAs in carrying out their duties under Law 462, Law 480 and any other text in force, etc.

Some actions led by the LGS
The Service has developed a human resources management policy that is operational. A whole set of HRM tools and frameworks have been developed for effective management of Human Resources at all levels of local governments. These include: service conditions, the Code of Conduct, the capacity building framework, service plans (including the career development structure and plan, the job standards, the various career paths, etc.), Staffing Standards and Service Delivery Standards./.
Local Government Services Commission of Mauritius

Institution:
Law No. 37 of 1975 (Local Government Services Commission Act 1975), which came into effect only on August 18, 1983, establishes the Local Government Services Commission. The Commission has the exclusive right of appointment, promotion, disciplinary control, dismissal and approval of the retirement of all local staff. It is an independent commission and its expenses are charged to a consolidated fund.

Composition:
In accordance with the 1975 Law, as subsequently amended, the Commission is composed of a President and four other members appointed by the President of the Republic of Mauritius. This is in the case of Mauritius, much more of a technical service than a collegiate body.

The role of the Commission in recruitment

In the event of a vacancy, the respective local authorities report the holidays to the Commission and recommend how they should be filled. Recruitment can be done either by the appointment or promotion of officers already in service, or by competition. Contests may be open or limited depending on the position. Job offers can thus be opened: to the in-service agents of a given local authority; agents working in the local administration, to persons residing within the limits of a given local authority; or the general public.

In the exercise of its powers, the Commission examines the recommendations of those responsible. The latter are required to publish the advertisements and candidates have a period of time (normally fourteen (14) days) to submit their application to the Local Government Services Commission. The Commission is responsible for the processing of applications and the selection exercise, which may lead to the appointment of one or more suitable candidates depending on the number of vacant posts. Subsequently, the names of the appropriate candidates, depending on the number of vacancies, are submitted in strict confidence to the head of the local authority where the position (s) are to be filled. The officer in charge should normally issue the letter of offer of appointment within one week. When the offer is accepted, the regulator issues a Form LGSC 3, which constitutes a payment authorization, and sends a copy to the Commission.

3. Other key actors in HRM

Several other actors are involved in the HRM of the African Local or Subnational Governments, particularly with regard to learning, education, training and capacity building; domains that represent an essential and essential function in HRM. Here are some examples.
3.1. The training Institutes targeting Local and Subnational Governments

Learning, training and capacity-building are major areas of human resources management and development in local public administrations. Formerly entrusted to the structures in charge of the training of the executives of the Central Government’s administration (like the National Schools of Administration), more and more, one observes the setting up of structures of formation and reinforcement of the capacities specifically targeting the Local Government, following not only the evolution, affirmation and anchoring of the process of decentralization in Africa, but especially the specificities of the professional environment of the Local Government and the trades that animate them.

The main role of the training institutes is to set up training programs that meet the Quality Standards, and in relation to the trades, skills and needs of the Local Governments. Some of these institutes also invest in the research and production of knowledge in human resources management, local governance and local management. Most of the training institutes targeting Local Governments are Public Services managed either by the State or by the Local Governments themselves. As an illustration:

- The Municipal Institute of Learning (MILE), part of the Municipality of EThikwini in Durban, South Africa;

- The Municipal Institute of Learning and Exchange of the Municipality of Swakopmund in Namibia (Swakopmund Municipal Institute of Learning and Exchange (SMILE);

- The Institute of Local Government Studies (ILGS) in Accra, Ghana;

- The Ethiopian Public Service University (ECSU) located in Addis Ababa, Ethiopia.

3.2. The African Academy of Local Governments of UCLG-Africa

At the continental level, the African Academy of Local Authorities (ALGA) was created by UCLG Africa, on the basis of a African Local or Subnational Governments Resolution adopted at the end of the Africities V Summit, held in Marrakech in 2009.

Its mission is to promote professional leadership and management at the African Local or Subnational Governments level to improve local performance. It also promotes quality and excellence standards at the Institutes level and training programs targeting African Local or Subnational Governments.
The African Local Government Academy (ALGA) of UCLG Africa

Creation of ALGA

The idea of creating an African Academy of Local Governments stems from the Resolution adopted by the Members of UCLG-Africa at the end of the Africities V Summit, held in Marrakech in 2009, in Morocco, inviting the creation of a "Center" support for strengthening the managerial and technical capacities of the Local Governments".

The four main missions of ALGA
- Establish an accreditation system and promote Quality Standards at the Institutes and Training Programs targeting ALGs;
- Design, implement and disseminate an innovative, diversified, "A la Carte", blended training offer that focuses on learning, peer learning, training and capacity building for Members and UCLG-Africa networks;
- Standardize Human Resource Management at the local level through the creation of the African Local or Subnational Governments Human Resources Observatory;
- Support the members of UCLG Africa and professionalize its networks.

ALGA Partner Training Institutes
To carry out its mission, ALGA has developed a large network of African Institutes of Anchorage and Partnership throughout Africa and globally. To date, it has established partnerships with 30 of Institutes and Organizations.

From the outset, it must be emphasized that the areas of education, learning, training and capacity building involve a multitude of other actors that can be targeted at least in four categories:

- Institutional and political decision-makers who undertake the reforms, make decisions, allocate resources, design, implement and regulate public policies in the field of training ("taken in its broadest sense);
- Training professionals, i.e. trainers, teachers, training managers, coaches, tutors, training engineers, etc.
- Institutes and training areas;
- Researchers, whether junior or senior;
- Students, target audiences or beneficiaries of the training.

Similarly, the field of training suffers from a crucial lack of coordination, integration, coherence and convergence, in addition to the weakness of the resources allocated to this sector.
3.3. The Trade Unions of the Staff of Local Governments

Like other government officials in the state or public institutions, in almost all African countries, Local Government staff has the opportunity to form a union or join a union. The main role of the union is to represent and defend the interests of the staff. It ensures the respect of the guarantees granted to the staff and the continuous improvement of his living and working conditions. There are unions of Local Government staff in almost all countries, although their capacities and means of negotiation are very different or sometimes limited. In some countries, such as Nigeria, the Union of Employees of Local Governments of Nigeria (NULGE) has gained significant political and social power to better defend the interests of Local Government staff.

The table below reflects the names of some local authority staff unions.

**Examples of Trade Unions of Local and Subnational Governments**

<table>
<thead>
<tr>
<th>Country</th>
<th>Name of the Union</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Africa</td>
<td>The South African Municipal Workers Union (SAMWU)</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>Syndicat National des Travailleurs et Agents des Collectivités Territoriales (SYNTRACO)</td>
</tr>
<tr>
<td>Cameroon</td>
<td>La Fédération nationale des syndicats des travailleurs des collectivités territoriales décentralisées du Cameroun (FENTEDCAM).</td>
</tr>
<tr>
<td>Côte d’Ivoire</td>
<td>Syndicat National des Personnels Communaux de Côte d’Ivoire (SYNAPECODI),</td>
</tr>
<tr>
<td></td>
<td>- Syndicat National des Agents Municipaux de Côte d’Ivoire (SYNAPECOCI)</td>
</tr>
<tr>
<td></td>
<td>- Syndicat National des Personnels des Communes et Districts Ivoiriens (SYNAMCI).</td>
</tr>
<tr>
<td>Ghana</td>
<td>Local Government Workers Union of Ghana (LGWU)</td>
</tr>
<tr>
<td></td>
<td>- Civil and Local Government Staff Association (CLOGSAG)</td>
</tr>
<tr>
<td>Mauritius</td>
<td>Local Authorities Employees Union (LAEU)</td>
</tr>
<tr>
<td>Kenya</td>
<td>Kenya Local Government Workers Union (KLGWU)</td>
</tr>
<tr>
<td>Morocco</td>
<td>Fédération Nationale des Ouvriers et Fonctionnaires des Collectivités Locales/ Union Marocaine du Travail</td>
</tr>
<tr>
<td></td>
<td>- Syndicat National des Collectivités Locales</td>
</tr>
<tr>
<td>Nigeria</td>
<td>Nigeria Union of Local Government Employees (NULGE)</td>
</tr>
<tr>
<td>Namibia</td>
<td>Namibia Local Authority Workers Union (Nalawu)</td>
</tr>
<tr>
<td>Uganda</td>
<td>Uganda Local Government Workers’ Union</td>
</tr>
<tr>
<td>Senegal</td>
<td>Intersyndicale des Travailleurs des Collectivités locales (ITCL)</td>
</tr>
<tr>
<td></td>
<td>- Association des travailleurs des Collectivités Territoriales</td>
</tr>
</tbody>
</table>

*Source: Results of the questionnaires and Internet searches*
3.4. The Professional Networks of the Staff of the Local and Subnational Governments

Networking has become, in recent decades, one of the ways for the professionalization, training and capacity building of staff in organizations. Being networked makes it possible to access information, to better communicate, to reinforce each other, to train, to gain visibility and to broaden one's horizons.

The staff of the Local Governments, in addition to being organized into unions to defend their interests, they also have the opportunity to join professional networks or create such networks (which can also take the form of associations).

These are meeting places for professionals to exchange experiences, share good practices and even failures, build capacity, promote and enhance their various functions, as well as share the same code of conduct or code of ethics.

Networks or Associations of Local Government agents may be open to all agents of these entities, regardless of grade, profession or professional stream. This is the example of the Namibian Association of Local Authorities (NALAO). They may be limited to specific professional sectors, such as the networks created by UCLG-Africa in recent years, the Association of Directors General and Directors of Municipalities and Districts ("Arrondissements") of Morocco or the Network of Chief Administrative Officers (CAOs) of Local Governments in Uganda.

### Networking at UCLG Africa: A Tradition....

As part of the strengthening of its Members and the professionalization of territorial managers, UCLG-Africa has identified networking as one of its pillars of reform. This is how she supported the creation of the following Networks:
- REFELA, Network of Local Elected Women of Africa, in Tangier, Morocco in March 2011;
- Africa FiNet, Network of Chief Financial Officer, in Rabat, Morocco in 2013;
- LEDNA, African Network of Local Economic Development, in 2013;
- Africa Magnet, Network of Secretaries General of Local Government, Casablanca, Morocco, in November 2016;
- Africa TechNet, Network of Chief Technical Officers, in Abidjan, Côte d'Ivoire, in 2017;
- Local Africa HR Net, Network of HR Managers of Local Governments, in Saida, Morocco, in April 2018.

3.5. The HR Net Local Africa Network

The Local Government's Network of Human Resources Managers (Local Africa RH-net / Local Africa HR-Net) was created on the sidelines of the 2nd edition of the African Forum of Territorial Managers and Training Institutes targeting Local Governments, organized by UCLG. -Africa, in partnership with the Moroccan Government Authorities, the Oriental Region Council, and the Oriental Agency, in Saida, from 25 to 26 April 2018, on the theme "Mobilizing for the Human Capital Development of Local Governments: a Key Requirement for Achieving the Sustainable Development Goals ". During the works of this Forum, took place the Constitutive General Assembly of this Network and this, Thursday, April 26, 2018.
The meeting was attended by 28 HR Managers from 25 cities and 3 provinces, from 20 countries.

The Network of Human Resources Managers of the Local Authorities of Africa (called Local Africa HR Net) gathers, as its name indicates, the professional sector of the Human Resources Managers of the Local and Subnational Governments in order to valorize this trade, to make of it a strategic lever in the decentralization process and the anchoring of good local governance at the Local Government level. Local Africa RH-Net is part of the Professional Networks set up and supported by UCLG Africa.

Its mandate is to promote the rational and professional management of Human Resources of the Local Governments of the Continent in order to continuously improve their performance in the service of the populations.

The Network aims to serve as a strategic lever for:

1. Contribute to the development and enhancement of the Human Capital of ALGs;
2. To anchor the culture of performance, efficiency and effectiveness at the level of Territorial Administrations of Africa;
3. Work to modernize HRM in the Territorial Administrations of Africa, particularly through the adoption of innovative approaches and tools.

To this end, the Network has set itself the following objectives:

1. to be a professional space of solidarity, contact, exchange of experiences, consultation, synergy and dialogue between the members of the Network;
2. to bring the common voice of the HR Managers of the Local Governments at the local, national, regional and continental level;
3. to identify, capitalize and disseminate good HRM practices within Local Governments and share these experiences;
4. to strengthen professional capacities in order to make the members of the Network more efficient;
5. to establish, develop and consolidate cooperative and partnership relations with similar networks existing in Africa or elsewhere in the world;
6. to mobilize and contribute to the activities of the Observatory of Human Resources of the Local Governments of Africa, and more particularly to the production of the Report on "The State of the Human Resources of the Local and Subnational Governments of Africa that UCLG-Africa to be published every three years on the occasion of the Africities Summit;
7. to make proposals for reforms to modernize HRM at the local level;
8. to promote the values of ethics and deontology among Network members.
1st African Forum of Territorial Managers and Training Institutes targeting Local and Subnational Governments, held in the city of Salé, at the International University of Rabat (IUR), in Morocco On September 18-21, 2017

Recommendations on Networking

- Increase opportunities for exchange and Peer learning;
- Work to promote synergies between Political Actors and Territorial Managers;
- Work for the development and anchoring of a Citizen-oriented Decentralization process;
- Professional Networks should focus on promoting ethics and deontology, advocacy, governance, coaching, personal development, information sharing, sharing of experiences and good practices, essential management tool, a source of permanent enrichment, an unparalleled source of information, mediation and conflict resolution, etc.
- Guarantee the respect of the mandates and missions of professional networks;
- Design and prepare Codes of Ethics to be made available to professional networks;
- Work to create synergies between existing professional networks.

IV- The issue of the Statutes: the predominance of two models

The issue of statutes is of paramount importance in the field of HRM in any administration, be it public, semi-public or private, central, territorial or local. Indeed, the statute is the legal base on which the entire working relationship with the administration rests. It sets the conditions and benefits of work with the main goal of guaranteeing staff rights and ensuring the efficiency and effectiveness of services. It is in this respect that a good statute is an effective way to increase the attractiveness, motivation and retention of talent to ensure the performance and quality of services.

The staff of African Local & Subnational Governments forms a special category of public officials because of its reporting line to public administrations. The statutes that apply to them vary widely according to the countries and categories of staff. In fact, the staff of Local Governments in most African countries is made up of three categories of staff: government officials, Local or Subnational Government officials and contract staff for a short or long term. The category of civil servants of the Central and Local Governments is governed by a so-called career system, while the category of contract agents, which continues to constitute a large part of the staff of the African Local or Subnational Governments, is subject to a so-called employment system. Between these two main systems, it must be recognized that the status of staff of Local or Subnational Governments is sometimes difficult to classify or categorize.

If one refers to the French model, this country has opted for three public functions that are clearly distinct from each other, and as attractive as the others: these are the Public Service of the Central Government, the Territorial Public Service, and the Public Hospital Service.
1. The career systems

In practically all African countries, the majority of public administration personnel are governed by a career system, embodied by the public service. The principle of the career system is to recruit a person and put that person in the service of the administration until his or her retirement. It is therefore essentially characterized by permanence and the guarantee of employment. This is the official status of the official. In the Anglophone regions, people speak of "Permanent and pensionable Officer". This means that the official, once recruited, is established in a body or framework of employment of the public administration, in which his whole career takes place, that is to say, his professional career up to his retirement.

It is therefore not necessarily linked to a specific job or job, because it can be assigned to different departments of the Administration according to its framework, its rank and professional level, or according to the requirements of the administration. Thus, the abolition of a job has no real impact on him in relation to his status. This is the big difference with the employment system that will be analyzed below.

The career system allows the administration to have permanent staff that are easy to deploy according to the needs and the context in which the administration is located. The purpose of this choice lies in the desire to take into account one of the fundamental principles of public services which is the need for the continuity of public service.

In the public service career system, the employee is placed in a so-called "legal and regulatory statutory position with respect to the administration" as can be read in most of the statutes governing the status of civil servants of the Central Government or of the Local and Subnational Governments in the various countries. This means that the employee's relationship with the administration is not a contractual relationship governed by the wishes of each party, but rather, a relationship determined by the laws and regulations so that this relationship can be changed at any time by the sole will of the lawmakers.

The Law establishing the public service status generally sets the rules for access to the public service, positions, organization and career development, the rights and obligations of civil servants, the sanctions and rewards, the compensation and other benefits, as well as retirement.

The Career System in the French Public Service

"The career system predates the first status of the public service (1946) since its origin dates back to a law of 1834 which concerned only the officers of the army, but distinguished for the first time the rank, which belongs to the agent, of the function, of the job, which is left to the discretion of the administration.

"This system, to which the French system is attached (in each of its three components: State Public Service, Territorial Public Service, Public Service Hospital, all three born in 1983), and more broadly a good part of the Western system is located at the other pole.

"The career system is opposed to employment systems that select the best candidate for each job, through external recruitment, promotion or internal mobility.

"On the merits, it must be understood that these two systems, concurrently within the public service, leave the public official the freedom to carry out his own career, in a statutory and regulatory legal framework preserving the protective system of the public.
career, but whose field would be reduced over time, either in a conventional system (contracts and collective agreements), established in the framework of a renewed social dialogue, more conducive to the flexibility of employment."

Source: https://www.superprof.fr/.../droit/

At the Local or Subnational Governments level, there are two categories of civil servants: State officials and officials of the Local or Subnational Governments. They are governed by the General Statute of the Public Service or in certain cases – not so many by the way - by the Statute of the Territorial Public Service. These two statutes are sometimes supplemented by specific statutes governing each employment framework or body.

1.1. The State Public Service or Civil Service

As part of the process of decentralization in Africa as elsewhere, the first principle concerning the management of the civil servants of the Local & Subnational Governments (LSGs) was to subject them to the same status as that of the Central Government civil servants, that is to say the General Statute of the Public Service. It should be noted, however, that this principle has evolved for some countries that have subsequently adopted and implemented an effective territorial public service or have opted for a special status that does not necessarily constitute a local public service. Currently, the application of the General Statute of the Public Service of the Central Government to the civil servants of the LSGs generally takes three major forms:

- **A general application**: For some countries, the civil servants of Local and Subnational Governments are directly and wholly governed by the General Code of the Central Government’s Public Service. This is particularly the case for South Africa, Botswana, Cameroon, Ethiopia, Gabon, Ghana, The Gambia, Malawi, Mozambique, Namibia, Uganda, and Tunisia. In Tunisia, for example, the General Statute of the Public Service carries the symbolic title of "General Statute of the staff of the Central Government, of the Local Public Authorities and Public Entities having an Administrative Nature".

- **Selective application**: In practically all African countries, the Central Government continues to make available to the Local or Subnational Governments (LSGs) officials whose status falls under the Central Government’s Public Service. These are civil servants of the Central Government made available or seconded to the LSGs. While they are part of the LSGs staff, they remain civil servants of the Central Government and are subject to the General Statute of the Central Government’s Public Service. This possibility of having within the Local or Subnational Governments some Central Government personnel is provided for by most legislations governing the status of staff of LSGs. The presence of Central Government personnel within African local governments is also provided for in Burundi through Article 3 of Decree No. 100/067 of 21-04-1996 establishing the Staff Regulations of the Communes which states that "communal or municipal personnel includes: the civil servants seconded to a commune or municipality and the persons hired under the conditions provided for by this statute".

Very often, these are the senior executives of the Territorial Administration, such as General Secretaries / Directors of Services, Directors or Administrators of Financial and Accounting  

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14 Decree N° 100/067 of 21-04-1996 concerning the status of communal staff.
Services, Administrative Assistants. This is particularly the case in Cameroon, Côte d'Ivoire, Ghana, Mauritania, Mozambique and Uganda, where the Secretary General is appointed by the Minister in charge of Local and Subnational Governments. Article 82 of Law 2012-1128 of 13 December 2012 on the organization of Local and Subnational Governments in Côte d'Ivoire states that "The Director General of Administration and the City Manager ("Secretary General of the Municipality") referred to in the preceding article are respectively made available to the Region and the Commune by the supervisory authority".

The same situation applies in Cameroon where Article 80 of Law No. 2004/018 of July 22, 2004 laying down the rules applicable to municipalities at paragraph 3, states that "the Minister in charge of Local and Subnational Governments appoints and terminates by order, to the functions of the City Manager ("Secretary General of the Municipality")", while the Secretary General of the Urban Communities is appointed by the President of the Republic.

- **A partial application:** In other countries, the civil servants of Local and Subnational Governments (LSGs) are governed in part by the General Statute of the Public Service because of the fact that these countries have specific statutes governing the civil servants of LSGs. The General Statute of the Public Service governs general aspects, such as the rights and the obligations, the conditions of recruitment, the organization of the careers, etc. This is for example the case of Morocco, Mali, Guinea, Guinea Bissau, Togo, Ghana, Sierra Leone, and Benin. If one refers to the case of Mali, which is one of the first countries to have adopted a special Statute governing the staff of the LSGs, several articles of the Staff Regulations of the Local or Subnational Governments refer to the General Statute of the Public Service. Thus, it can be seen in Article 7 that "The internal structure of the bodies of the Staff Regulations of the Local Governments is the one determined by the Public Service State of the Central Government ". In Art. 39, it is also noted that "the provisions governing the staff of the Central Government in terms of leaves are applicable to the civil servants referred to at Article 1 of this Law". The status of the staff of the Local and Subnational Governments (LSGs) of Togo specifies for example in its Article 10 that "the category and the step are also the same as those applied to bodies of equivalent level in the public service of the State for the access to these bodies".

In Morocco, as shown in the box below, the Organic Acts on LSGs, adopted in 2015, provide for the adoption of specific statutes for local government administration officials for the three levels of the LSGs (Regions, Prefectures / Provinces and Communes). These statutes, to be determined by a law, determine, in particular, taking into account the specificities of the functions in the LSGs, the rights and obligations of the officials of the administration of the Local or Subnational Government concerned, as well as the rules applicable to their statutory situation and their compensation system, as is the case in the Statute of the Public Service.

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15 In Benin, the third part of the General Statute deals with the territorial civil service from Article 309 onwards.
16 The Statute was adopted in 1995 by Law 95-022 of March 14, 1995 on the General Statute of the Civil Servants of Local and Subnational Governments.
Royal Decree ("Dahir") No. 1-15-83 of 20 Ramadan 1436 (July 07, 2015) enacting Organic Law No. 111-14 concerning the regions
Title IV:
“About the Administration of the region, the project executing agencies and the cooperation and partnership mechanisms”

Chapter 1: About the Administration of the Region

Article 127: The human resources exercising in the administration of the regions, of their groupings, and of the groupings of the local and subnational governments (LSGs) are governed by the provisions of a special statute of the civil servants of the administration of the LSGs. This statute is set by law. In particular, the Statute establishes, in view of the specificities of the functions within the LSGs, the rights and obligations of civil servants of the administration of the region, of the groups of regions, and of the groups of LSGs, as well as the rules applicable to their statutory status and their compensation system, as is the case in the Statute on Public Service.

Royal Decree ("Dahir") No. 1-15-85 of 20 Ramadan 1436 (July 7th, 2015) enacting the organic law No. 113-14 relating to the communes
Title IV:
"About the administration of communes, the project implementation bodies, and the cooperation and partnership mechanisms"

Chapter 1: About the administration of the communes

Article 129: The human resources exercising in the administration of the communes, the institutions of intercommunal co-operation, and the groupings of the Local and Subnational Governments (LSGs) are governed by the provisions of a special statute of the civil servants of the administration of LSGs. This statute is set by law. The said statute, which takes into account the specificities of the functions in the LSGs, sets in particular, the rights and obligations of the officials of the administration of the municipality, of the institutions of intercommunal cooperation, and of the groupings of the LSGs, as well as the rules applicable to their statutory situation and to their compensation system, as is the case in the Public Service Statute.

The use of special statutes to govern the officials of the Local and Subnational Governments in Africa reflects a form of tension towards the establishment of a local public service.
1.2. The Territorial Public Service

One of the major projects of decentralization in Africa, particularly in terms of HRM and investment in human capital, seems to be that of the effective establishment of a Territorial public service\(^\text{17}\). Based on the idea that this model would better meet the needs and specificities of Local Governments, many countries have provided for it in the Laws of Decentralization, while very few are actually implemented.

The Territorial Public Service (TPS) consists of creating a special status for civil servants in Local Government administrations, distinct from the General Statute of the State Public Service. It aims to give Local Government, as autonomous public administration, a staff whose management corresponds to the requirements and needs of local public services. In this sense, it goes without saying that the TPS draws heavily on the model of the public service of the State, particularly with regard to recruitment, organization and career development, evaluation, retirement... References or references to the General Statute of the Public Service are very frequent in texts that already exist.

The transition to a career system through the TPS would on the other hand be an additional guarantee for Local Government staff who are public officials on the same footing as the Central governments’ public servants. This transition would give local officials a better guarantee of employment, career, remuneration, the right to a good retirement, and above all, it would make it possible to base local public employment on the specific trades practiced at the local level... Indeed, it is important to remember that the majority of Local Government agents in Africa remain governed by an employment system. Another dimension of the TPS is that it is supposed to provide, on the basis of the principle of free administration, more power and autonomy to Local Government in the management of their staff\(^\text{18}\). The TPS model is embodied by the French example that served as a source of inspiration for several Francophone African countries.

The Territorial Public Service in France since 1984

The establishment of the TPS in France: The Territorial Public Service (TPS) is part of the great reform of the Decentralization undertaken in France from 1982 with the Law of March 02, 1982 on the rights and freedoms of municipalities, departments and regions. The French TPS will be instituted from 1984 by Law No. 84-53 of January 26, 1984 laying down statutory provisions relating to the Public Service with the goal of devoting the statute of civil servant of the communal, departmental and regional staffs.

The Main TPS Management Bodies in France: Several bodies participate in the management of the TPS in France, namely: The Higher Council of the Territorial Public Service, the National Center of the Territorial Public Service (CNFPT), the

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\(^{17}\) The establishment of a TPS is part of the advocacy guidance of the International Association of Francophone Mayors (AIMF) in its partnership with the European Union (EU). See in this regard the Partnership project under the title "Advocacy for the status of the local elected officials of the and territorial civil service", 2016, « Plaidoyer en faveur du statut de l’élu local et fonction publique territoriale », 2016, www.aimf.asso.fr

Centers of Management, the Joint Administrative Commissions, the Technical
Committees and the Committees on Health, Safety and Working Conditions.
- According to Art 8 of the Law, the **Superior Council of the Territorial Public
Service** is composed of representatives of the trade unions of territorial civil servants
and representatives of Local Government. It is chaired by a representative of Local
Government, elected in its midst. The council intervenes on all matters relating to the
organization and operation of the TPS. To this end, he is consulted by the Minister
for all reforms concerning the status and organization of the TPS. It also makes
proposals to improve the TPS.
- **The CNFPT** is a Public Administrative Establishment in charge of the national
management of the TPS. Its decision-making body, which is the Board of Directors,
is made up of representatives of Local Government and representatives of territorial
officials. According to art 12-1 of the TPS Statute, its main tasks are: training and
capacity building, management of Category A+ officials, management of the
Observatory of Jobs, Professions, and Competencies of the TPS, as well as of the
National Directory of Jobs and Directorates, Recruitment Management.
- **The TPS Management Centers** are local public institutions, created at the
departamental level, with a board of directors made up of 15 to 30 elected
representatives of Local Governments and affiliated public institutions. They are
primarily responsible for the management of Categories A, B and C (Recruitment,
Career Management and Staff Record Keeping).

**Organization of the TPS in France:** It gathers all the jobs of the Local
Governments (the commune, the department, the region), of their public entities,
of the intermunicipal entities (communities of municipalities and agglomeration),
and of the various public offices housing (low-rent housing). As of December 31,
2014, there were 1.98 million paid TPS employees. This figure represents about
23% of the total number of civil servants in France. The TPS is distributed
among some 275 professions, spread over 55 employment frameworks and 8
sectors. These are administrative, technical, cultural, sports, medico-social, an
entertainment sectors, as well as the municipal police and fire departments. They
 correspond to the main areas of intervention of the Local Governments and
include the employment frameworks of the same family. Job Frameworks are
divided into 3 Categories A (Management and Design Functions, B (Application
and Project Management Functions) and C (Execution Functions).

In practice, the TPS is both difficult to implement and very costly for African countries. There
are also a variety of situations. It is a local public service that is more in the making than an
effective one. In this approach, countries can be grouped into two groups according to their
level of advancement.

- **The most advanced models of Territorial Public Service**

The first category is made up of countries whose committed reforms clearly show the will to
establish a Local Public Service, notably through the development of specific statutes and the
implementation of institutional reforms at the national level. These include Algeria, Burkina
Faso, Mali, Togo, and Senegal. Among these countries, apart from Mali, which has
implemented the TPS since 1995 through Law No. 95-022 of 14 March 1995 on the General
Statute of Local Government Officials, the other countries have adopted this reform only very
recently from 2008 onwards for Togo, 2011 for Senegal\textsuperscript{19} and Algeria, and 2017 for Burkina\textsuperscript{20}.

In all these countries, the Territorial Public Service is managed from the central government by the state, through intermediary collegiate bodies in which local government and staff participate. Nevertheless, these reforms are not yet effective in all countries. The territorial officer belongs to a framework and not to a specific community. In Mali, there is a National Director of Local Public Service who deals with the management of all Local Government personnel. It is the same in Senegal where the Directorate of Local and Subnational Governments ensures the implementation and operation of the LSGs. The great challenge in the management of the TPS remains for these countries to highlight the local actors and their responsibility in this area.

\begin{table}[h]
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\begin{tabular}{|l|}
\hline
\textbf{Overview of the Local Public Service in Mali} \\
\hline
\textbf{Legal Framework} \\
Local Government officials in Mali are governed by Law No. 95-022 of 14 March 1995 on the General Statute of Local or Subnational Government Officials. Article 1 of this law provides: \textit{The provisions of this law apply to staff appointed in a job that is permanent and established in a grade of the administrative hierarchy of the Local and Subnational Governments. They apply to the City managers ("General Secretaries"), the heads of the Local Governments’ own services and to their deputies, subject to the provisions on secondment. They do not apply to elected Members of the deliberative bodies, or to those of the Working Committees, or to contract or seasonal staff. However, contracts may be entered into for a fixed period and renewed by express renewal to fill permanent positions."} Article 2 states: \textit{"Officials are, in relation to the administration, in a legal and regulatory situation."} \\
In addition to this statute, several complementary decrees were issued for the application of this General Statute as well as for setting the organization and modalities of the various institutions related to the operation of Local Government, in particular, Decree No. 03-583 / p-rm of 30 December 2003 laying down common provisions for the application of the Staff Regulations of the Local and Subnational Governments concerning recruitment and direct recruitment competitions; Decree No. 03-544 / p-rm of December 23, 2003 establishing the organization and operating procedures of the Higher Council of Public Service of Local and Subnational Governments and Decree No. 03-545 / p-rm of December 23, 2003 setting the organization and operating procedures of the joint administrative commissions of the Public Service of Local and Subnational Governments. \\
\textbf{Institutional framework} \\
At the institutional level, the TPS in Mali is organized around several bodies: the Technical Commission, the Higher Council of Public Service of Local and Subnational Governments, and the Joint Administrative Commissions. The Technical Commission is governed by Decree No. 03-583 of December 30, 2003 and has the task, according to its article 12, to ensure the regularity of the tests and conduct in a sovereign manner, after proofreading, the classification of candidates according to the test regulations. The Technical Commission is made up of the
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\end{tabular}
\end{table}

\textsuperscript{19} Law 2011-08 of March 30, 2011 on the status of the Civil Servants of Local and Subnational Governments.

\textsuperscript{20} Law 003-2017 on the Statute of the Territorial Public Service.
National Director of Local and Subnational Governments or his Representative who is the President, a representative of the Minister in charge of Education, a representative of each of the ministers concerned, two representatives of the Superior Council of the Public Service of the Local and Subnational Governments including one (1) representative of the communities and a representative of the civil servants.

Apart from the Technical Commission, there is a Higher Council of the Territorial Public Service which is organized by the decree No. 03-544 / p-rm of December 23, 2003. This Council’s opinion is requested by the minister in charge of Local Government on draft laws relating to the statute of local government officials, and on all other issues related to the situation of territorial civil servants. It also examines all matters referred to it by the Minister of Local Government, or at the written request of a third of its members; it carries out all studies on the organization and improvement of the management of Local Government personnel; also hears, on the initiative of its chairman or at the request of one of its members, any person likely to enlighten him in his debates and rules of procedure. This Council is made up of representatives of Local Government and representatives of the civil servants. It is chaired by a representative of Local Government, elected in its midst.

Finally, Joint Administrative Commissions organized by Decree No. 03-545 / p-rm of 23 December 2003, are established at the level of each region of Morocco and the District of Bamako. They are entered for individual questions of interest to any member of a Local Government staff corps. They give their opinion on the acts of administration and management of the personnel and can sit in matters of discipline. They are composed of eight (08) members including four (04) representatives of local government officials and four (04) members representing Local Government in the region.

Implementation

The TPS in Mali is still much dominated in its implementation and management by the State, through the Directorate General of Local and Subnational Governments (DGCT) and the Support Unit for the Management of Local and Subnational Governments Officials within the DGCT, which organizes for example competitions and recruitment as well as career management. Local actors are for the moment very little involved despite all the participatory bodies that are set up.

Mali currently has 2627 Local Government officials, divided into three (3) professional sectors:

- **The Administration Sector**: 346 Territorial Administrators, 63 Secretaries of Territorial Administration, 185 Territorial Administration Attachés, 348 Territorial Administration Deputies
- **The Accounting-Finance Sector**: 46 Local Finance Inspectors, 62 Territorial Accountants-Managers, 542 Local Finance Controllers, 647 Local Finance Assistants;
- **The Technical Sector**: 57 Territorial Engineers, 63 Territorial Superior Technicians, 30 Territorial Technicians, 73 Technical Assistants.²¹

²¹ Mr. Oumar Baba KANE, Civil Administrator, Head of the Support Unit for the Management of the Civil Servants of the Local & Subnational Governments (LSGs) / National Directorate of LSGs of Mali: “La Fonction
Overview of the Territorial Public Service in Senegal

Legal framework
The Territorial Public Service (TPS) was established in Senegal by Law No. 2011-08 of 30 March 2011 on the General Statute of Local Government Officials.

Law No. 2011-08 of 30 March 2011 on the General Statute of Local Government Officials

Reason
"The General Statute of the Communal Public Service is established by Law No. 69-54 of 16 July 1969, which was largely inspired by the General Statute of State Employees, in a context marked by the existence of only one level of local authorities: the municipality.

According to article 10, paragraph 1 of the Code of Local Authorities "local authorities have personnel whose status is determined by law".

It is in response to such a concern that this draft law on the general status of local government officials is undertaken, the main articulation of which is as follows:

Title One - General provisions
Title II - Recruitment
Title III - Compensation
Title IV - Evaluation and progress
Title V - Discipline
Title VI - Positions
Title VII - Permanent Termination of Function
Title VIII - Final Provisions.

The current institutional framework, characterized by the emergence of two other levels of local government, the rural community and the region, leads to an overall rethink of the local authority's personnel system, taking into account the main principles underlying the reform from 1996:

- the free administration of local authorities;
- the introduction of a legal review adapted and close;
- the transfer of skills and the establishment of mechanisms for strengthening the financial, human and material resources of local authorities.

In its conceptual approach, the bill sought to address the following three concerns:
- unity: it gives the agents concerned the opportunity to pursue a career successively in several local authorities, whatever the level, while maintaining their rank. Unity is reflected by the creation of bodies common to all local authorities and by a homogeneity in the rules of management of these bodies;
- mobility between the State Public Service and the local Public Service: the draft law provides, under certain conditions, for local government employees to be able to practice in the public service of the State by detachment;
- respect for the principle of the free administration of local authorities: the task of entrusting the administration and management of personnel to the local executive body, by setting up a framework which sets out the rights and obligations of local

Publique des collectivités territoriales (expérience du mal), Observatoire de la Fonction Publique en Afrique (OFPA), (The Public Service of Local Authorities (Mali Experience), Observatory of the Public Service in Africa), 2008.
authority staff local authorities and their employers. This is the purpose of this bill ".

3. Institutional Framework

The main institutional actors of the Territorial Public Service in Senegal are: The General Direction of Local and Subnational Governments, the Superior Council of the Local Public Service, the Joint Administrative Commissions and the Disciplinary Council. The Superior Council of Local Public Service, as stipulated in Article 18 of Law N° 2011-08, gives its opinion on all matters of interest to local government officials or the local public service as well as to draft legislative or regulatory provisions relating to the special status of local government officials. It is also established Joint Administrative Commissions having an advisory character and sitting as advancement commission.

4. Implementation

The Territorial Public Service is still in the process of operationalization for the case of Senegal. The various implementing decrees of the law 2011-008 have practically been adopted. It now remains to implement all these decisions in the field. A phase of identification and retraining of staff is underway. Pending the effective implementation of the various bodies planned, the DGCL remains the only player. A phase of identification and retraining of staff is underway. According to the Director General of Local and Subnational Governments more than 11,000 officials of Local and Subnational Governments have been integrated into the new status of territorial civil servants.

- The limited models of Territorial Public Service

There are countries that have set up special Statutes for local government staff, generally applicable to communal staff. This is the case for some Francophone countries such as Burundi, Côte d'Ivoire, Morocco and Mauritania. Thus, in the case of Morocco, Article 2 of Decree No. 2-77-738 of 13 Chaoual 1397 (September 27, 1977) on the special Status of the communal staff, refers to "municipal civil servant" who would be "vis-à-vis the municipality in a statutory and regulatory situation". However, the new Organic Law on Municipalities, adopted in 2015, provides in Articles 280 and 281 for the revision of this Decree within a maximum period of 30 months from the entry into force of the Organic Law.

This is also the case for many African countries in the Anglophone regions where the status of local staff is determined by the Local Government laws (Local Governments Acts) and the specific laws establishing the Commissions of Local and Subnational Governments. This is the case of the “Local Government Service Act” in Ghana, or the “Local Government Service Commission Act” in Malawi, Namibia, and Seychelles. While establishing these different bodies, these different texts try to govern the status of local government staff. Other texts applied at the level of State officials complete these texts. This is the case in Malawi with the “Malawi Public Service Regulations” (MPSR) and in Uganda with the “Public Services Standings Orders 2010” to name a few. In Sierra Leone, even though the legislation is not
clear on the status of the personnel, there is however a text governing the Human Resources of the Local and Subnational Governments which is "The Human Resource Management Guidelines of Local Government". In Ghana, the Human Resources Management Policy Framework for the Ghana Public Services has been adapted for the Local Government (Municipal, Metropolitan and District Assembly). In the case of Kenya, the decentralization law encourages each county to set up its own public service. In Malawi, Local Government is responsible for organizing the conditions of service.

What characterizes the situation of the Local Government staff in these countries is the precarious status of the local or regional official who is attached to only the commune or collectivity that recruited him. If there is a problem in this community, often for purely political or partisan reasons, it automatically loses its job, not to mention the terse nature of the texts governing these statutes. This makes it difficult to consider these countries as having a local public service.

2. The employment systems

The employment system is the second main model that applies to the staff of African Local or Subnational Governments. It concerns the situation of non-civil servants in local administrations and is generally determined by legislation regulating work in the private sector, in other words the Labor Code and Collective Agreements. In some countries, such as Benin, Cameroon, Gabon, Morocco, Mauritania or Senegal, there are special statutes governing non-public administration staff, often referred to as "public officials" or "auxiliaries" of the public administration.

At this level, it is important to distinguish between non-civil servant occupying permanent posts in the administration and those said to be casual. In some countries, like those mentioned above, staff in permanent positions is subject to special status, while casual staff are governed by the Labor Code.

- **In Cameroon**, the personnel of the Local and Subnational Governments is governed by Decree No. 78-484 of November 09, 1978 laying down common provisions relating to State agents covered by the Labor Code.

- **In Mauritania**, the permanent staff is governed by Law No. 74-71 of April 02, 1974 laying down the conditions of recruitment and employment of auxiliary staff of the State, local authorities and certain public establishments, while non-permanent, they are subject to the Labor Code.

- **In Senegal**, this is Decree No. 74-347 of 12 April 1974 setting the special regime applicable to non-civil servants of the State which was extended to the staff of the Local and Subnational Governments from 1975.

In this system of employment, the agent is attached to the local administration only through the employment for which he was recruited, without any guarantee of career. The main element in the employment system is the contract, that is to say, the agreement of will between the administration and the agent on the conditions and obligations of employment.

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22 A collective agreement is an agreement between an employer (or group of employers) and one (or more) union organizations representing employees. It supplements the labor legislation by provisions specific to a given field of application or sector.
Thais why some people prefer much more to talk about the contract system or about the practice of contracting.

2.1. The use of contracting

The contract plays a very important role in labor law in the employment system. It allows the administration and the employee to agree and agree on the objectives, the conditions, the progress of the mission and the end of the contract. To avoid abuses on the part of employers and to give workers better protection, Central governments have set up Labor Codes to regulate and regulate the employment contract. The Labor Code in practically all African countries contains supplementary provisions and other public policy provisions that are required. In other cases, the contract is governed supplemented by a special status for non-civil servants.

In almost all African countries, governments, whether of the Central Government or the Local Government employ contract staff, mostly for execution business (garbage collection, street maintenance, postal clerks, etc.). There are clear provisions to this effect in the various laws relating to the status of the staff of the Central or the Local Governments.

In the majority of countries that have not adopted a local public service, most Local Government staff is subject to the contract system, as is the practice in the private sector. This is the case of Cameroon, the Central African Republic, Côte d'Ivoire, Djibouti, Malawi, Mauritania and Uganda. In countries that have adopted the local public service, the use of contract agents is still possible, but it remains very limited, especially for permanent posts. In Burkina Faso, for example, Article 208 of the Law 003-17 states that "as of the effective date of this law, it will no longer process the recruitment of permanent contract staff." In Gabon, the use of non-permanent staff in public administrations is severely limited. In principle, contract agents are recruited from public administrations to take on non-permanent or casual jobs. However, in the absence of a clear status for local government officials and sometimes for professional needs, many permanent positions in local government are filled by contract agents.

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23 See above
The recourse to contracting at the level of public administrations, provided for in the General Statute of the Staff of the Public Service (1958, as amended) and in the Statute of the Communal Staff (1977, as amended), is now governed by Decree No. 2-15-770 of 5 kaada 1437 (August 09, 2016) setting the terms and conditions of recruitment by contracts in the general government. The implementing texts of this Decree have been published in the Official Bulletin No. 6591 dated August 21, 2017, namely:

- Order of the Head of the Government No. 3.95.17 dated August 04, 2017 setting the thresholds of the monthly fixed salaries and the thresholds of the transport allowances for the benefit of the experts and the agents recruited by contract in the public administrations.
- Joint Order of the Minister of Economy and Finance and the Minister Delegate to the Head of the Government in Charge of the Reform of the Administration and Public Service No. 1761 of July 10, 2017 setting the standard contracts for recruitment by contract of experts and agents in public administrations.
- Decree of the Minister Delegate to the Head of the Government in charge of the Reform of the Administration and the Public Service No. 1394.17 dated June 09, 2017 setting the conditions and procedures for the organization of the recruitment competition by contract of agents in Public administrations.

For the staff of LSGs in some African countries, in view of the many advantages enjoyed by civil servants in the public service of the Central Government, the contract appears as a form of discrimination and a challenge to their acquired rights. This justifies the many demonstrations organized by the unions of LSG staff to ask for the revaluation of their statutes in countries such as Burkina Faso, Cameroon or Côte d'Ivoire, before the establishment of the TPS.

### 2.2. The use of outsourcing

Outsourcing consists in entrusting part of the services of an administration to specialized (public or private) external service providers. There is a gradual increase in this practice within local African public administrations for the performance of certain services that previously required the recruitment of staff. This practice is therefore rightly seen as a strategy for staff management. The main areas concerned are, among others, the security services, computer science, communication, catering, maintenance of administrative premises, HRM, including recruitment, payroll or transportation of personnel.

The use of contracting or outsourcing has several advantages for the public administration. These processes enable it to focus on its "core business", to be open to its environment, particularly in the private sector, to entrust tasks or assignments to providers who can better ensure them, in terms of time, quality and cost, to have the opportunity to compare the two delivery channels (public or private). In addition, outsourcing gives the opportunity to an administration to be relieved from the administrative and financial burden and from the complexity of recruiting and personnel management operations. Similarly, the use of contract
agents is not a disadvantage for local public administrations. It is even very suitable for certain tasks which are specific or which are very demanding in terms of results.

Morocco's experience in terms of outsourcing at the local level

The legal texts governing Decentralization in Morocco allow municipalities to create Local Development Corporations (LDCs) as a new instrument used to guarantee better governance in the management of local government services in Morocco. LDCs must be public limited companies (SA) and an LDC project must be the subject of a deliberation by the council of the local authority and an approval by the supervisory authorities. Subsequently, its constitution is based on the statutes of the corporation and a mandate agreement for the realization of public projects (project management) or for the management of public facilities.

Best practices of the Commune of Agadir, Morocco

On the basis of the possibilities offered by the legal texts governing Decentralization in Morocco, at the level of the municipality of Agadir, several outsourcing projects exist. Thus, the municipality has entered into an agreement with the National School of Applied Sciences (ENSA) in terms of training and organization of recruitment competitions and examinations of professional aptitude especially for the technical and engineering professions. All accounting management of the staff of the municipality is done by a private company. The municipality has also signed agreements with several other partners including the Ministry of Modernization of the Reform of the Administration and the Public Service, the Office of Vocational Training and Promotion of Labor (OFPPT) and the Ibn Zohr University to support the municipality in achieving its strategic vision. The municipality also has the possibility of creating local development corporations to manage and monitor all the city's transformational projects.
V. Main characteristics of the Local Public Administration Staff

H.E. Mr. Ruffin Bayambudila Mvibudulu
Provincial Minister in charge of the Public Service, Employment and Energy
Kinshasa
Democratic Republic of Congo (DRC)

"Public Administration personnel in the Democratic Republic of Congo, in Kinshasa in particular, must be renewed, rejuvenated and trained!"

To highlight the main characteristics of the Staff of Local Public Administrations, ALGA’s Observatory of the Human Resources African Local and Subnational Governments carried out a survey, between 2017 and 2018, through a questionnaire distributed in the various African countries, targeting the staff of the local public administrations of LSGs.

The purpose of this survey was to highlight the general profile of local human resources in Africa in order to identify their strengths and weaknesses as well as to gather their views on some aspects of HRM. The survey collected responses from 555 people in 45 countries, 82% of whom were men and 17% women.

The results of this survey are presented below, while taking care to underline that they are only valid for the sample group that answered the questions. Their extrapolation requires the use of other more diversified sources.

The analysis is divided into two parts: personal data and professional data.

1. Personal data

1.1. Age

The average age is between 31 and 50 years and over. The most dominant age group is between 41 to 50 years old. The 18-30 age group is the weakest, which could mean that young people are not very interested in working at the local level.
As for the tranche over 50, it represents 27%, almost one third of the workforce. It is concluded that Local Public Administration is in the process of aging, which represents two major constraints for HRM. On the one hand, the need to prepare for retirement, on the other, to prepare for succession and fill vacancies, especially if they cover the sharp profiles needed by Local Governments.

The same observation was made during the events organized by UCLG-Africa and its Academy, in particular the two editions of the African Forum of Territorial Managers and Training Institutes targeting Territorial Governments by UCLG-Africa, the two focus groups organized in the region within the framework of data collection for this report.

1.2. The level of education

![Education Level](image)

42% of those who answered the questionnaire have a Master's degree and they are the most numerous. They are followed by those having a 2-year University Degree or a Bachelor's (28%), versus 5% of people with a doctoral level, which allows us to confirm the good level of education of the people surveyed.
1.3. Domains of Expertises

The most salient areas of expertise cover, by professional branches:
- administration and public management,
- economics, finance and accounting,
- local governance,
- Human resources management,
- Project management, marketing and logistics,
- Legal affairs and law.

It should be noted, however, that most respondents to the questionnaire still have taken some more or less diverse training.

Very few people seem to be interested in online training, with just 16%, which can be explained by a number of factors, including the digital divide that can be observed at the level of intermediate cities and small towns, the lack of IT infrastructure and equipment, as well as the difficulties in connecting to information and communication technologies. Online courses are often only in English, limiting access to those who do not speak this language.
1.4. Computer skills

The survey shows a good command of computer tools in general, including Microsoft Word, Internet, Excel and PowerPoint. It should be emphasized that computer training needs are still very significant.

1.5. The languages spoken

Interviewees master the official working languages of the different African countries (Arabic, English, French, Spanish, and Portuguese). Most staff members speak at least two languages. Those who speak English and French at the same time are the most numerous. They are found mainly in Francophone countries. In fact, it has been observed that 95% of Francophones speak English, compared to 33% of English speakers who speak French.
2. Professional Data

2.1. Former line of business

Most people (52%) made their careers in Public Administrations, many of them at the level of Local Authorities, of which 31% worked in the Central Administrations. This often indicates mobility between the two public sectors of Local Government and Headquarters, where, of course, the legislation permits such mobility. As for the rate of people coming from the Private Sector, it represents 17%.

2.2. Number of years of experience

One can easily see that the majority of respondents in the survey have more than 10 years of professional experience (68%), including 31% of whom have more than 20 years of
experience. Those with less than 5 years of experience are very much in the minority, representing only 8%.

2.3. The Grades
Given the diversity of grade systems that exist in each country of the hemisphere, it would be difficult to address this issue in detail. The fact remains that the survey revealed that the majority of the people concerned are senior managers in view of the few answers received on the question and also at the level of study levels.

2.4. Monetary incentives: the salary
Satisfaction with the salary
People who say they are dissatisfied with their wages are twice as likely as those who say they are satisfied. Indeed, as was highlighted during the focus groups organized by the Observatory, there is a great disparity in salary between the people paid on the State Budget and the people paid from Local Government budgets. This observation shows the lack of attractiveness of Local Government for people with special talents and profiles who prefer to make their careers in the Administrations of the State, whether at the central level, the territorial level (devolved or “deconcentrated” services) or within Public Entities.

It should be noted that in the Anglophone Local Governments, wages are most often paid from the Budgets of the decentralized entities (68%) whereas among Francophone LGs, more than half of people are paid from the Central Government's Budget.

2.5. Promotion and advancement
In Anglophone Local Governments, the main criterion for promotion and advancement in terms of grade, is the test (or the examination of professional aptitude (29%), preceding the academic qualifications (27%). In Francophone Local Governments, on the other hand, the predominant criterion is that of seniority (28%), in addition to the acquisition of a higher diploma (25%).
For more than 44% of the respondents, they said they had been promoted several times. One can also note that about 24% of people say they have not been promoted, even though they met the prescribed conditions.

2.6. The benefit of practical training
Very few people had to do one or more internships during their career, since they represent only 26%. Most of the courses took place at the respective country level (50%) or at the international level outside Africa (28%). Internships in another African country are not frequent enough.
In order to carry out their internships, most of the agents mainly benefited from the support of their Local Government, then of the Donors, of the Central Administration, and of the host institutions. About 11% of people say they have borne the costs and expenses of their internships themselves.

**2.7. The Networking**

56% of those surveyed claim to be members of professional networks or of local government personnel associations.
2.8. Training and Capacity-building

More than half of the interviewees said they benefited from training or capacity-building programs, given that training topics are very diverse. The main organizers of the trainings are in the first place the Central Government, the Local Government and the Donors.

2.9. The existence of a Local Expertise

The questionnaire addressed the question of whether there is expertise at the local government level, through assistance missions carried by local staff to other Local Governments, or training and capacity building missions. It was noted that a good number said to have already carried out training missions or assistance. 38% of people who administered the questionnaire served as trainers.
2.10. Motivation and pride of working within the Local & Subnational Governments
Most people who have answered this point, say they are motivated and proud to work in a local administration.
The motivation and pride to work and serve in a Local Government, lie first in the importance of the mission and then in the work environment and work status.

As for the main elements of demotivation cited by the interviewees, they are: the lack of recognition of efforts by superiors, the very difficult work environment, an unattractive status and career plan, the lack of consideration for human resources, insufficient compensation, the lack of innovation in the public administration, the lack of physical means, etc.
2.11. Principles and mechanisms of evaluation

The evaluation seems to be done on a regular basis, and in the majority of cases, it is done once a year.

The main consequences as well as the impact of evaluation on most people are: promotion, improvement of salary/ bonuses, training, as well as penalties. It can be observed, however, that 21% of people feel that there are no consequences following the evaluation.
2.12. Improvement of performance

The chart below shows the main elements that allow staff to improve their performance. One can note that training and capacity building are of paramount importance, as is the case elsewhere around the world.

3. Analysis of the professional profile of 51 HR Managers / Directors in African Local Authorities

In the answers to the questionnaire received by the Observatory, data were collected on 51 human resources managers from different countries. This analysis gives an overview of the professional profile of these HR Managers (or HR Officers or HR Directors). We focused the analysis on four key points: level of education, areas of competence, work experience and continuing education.

3.1. Level of education

Most of the HR Managers who answered the questionnaire have a fairly high level of education. Half of them have at least the undergraduate level, that is, a 2-year university degree or a Bachelors'. 14 people out of 51 hold a Master's degree, which corresponds to 27% of the interviewees.

![Level of study chart]

3.2. Area of expertise

Almost all of the 51 HR Managers surveyed say they have skills in the area of human resources management. A large number of them also say they are competent in the following areas: public management, administrations, economy, finance, accounting, social development, and leadership.
3.3. Professional experience

Work experience has been analyzed through three variables: the number of years in the position or function, the number of years of professional experience in general, and the previous sectors of activity.

- **Seniority in the HRM position**: one can note that most HRMs have held this position for less than 5 years (57%), compared to about 8% who have accumulated more than 20 years of experience in this field.

- **Professional experience in general**: the persons concerned have professional experience in general, as some 40% have more than 20 years of experience in this field.
Regarding the previous sectors of activity, one can note that the work at the level of the Local & Subnational Governments comes first, followed by the work within the structures of the Central Government, the Private Sector and the Civil Society. Some have also worked in international organizations.

Training and capacity building in HRM

It shows that very few have benefited from continuing training or capacity-building activities in terms of human resource management (only 7 of the 51 HR Managers).
VI. The Human Resources of Local & Subnational Governments in Figures

Statistical data are indispensable sources of information for strategic management and decision-making. Thanks to the current growth of information and communication technologies (ICT), they cover all areas of life, in particular the social field. These data are as important for HRM as in any other area. Indeed, HRM, as a strategic activity, quite often involves forecasting and anticipating activities, diagnosis, planning, monitoring, regulation and control, periodic updates, etc. It is in this perspective that statistical data and databases are of paramount importance for a strategic, modern and professional HRM. They make it possible to better know the reality of the human resources and the manpower of the personnel, they are tools of decision support, planning, forecast management and regulation.

Unlike the situation at the state level, where practically all African countries have a quasi-systematic production of statistical data on human resources at the national level, local government human resources are very seldom regular statistical studies at both local and national levels. It is quite difficult, even difficult, to obtain at the level of the various African countries, precise, reliable and up-to-date statistics on the local government’s human resources. Data on human resources are much more collected at the local than at the national level, although this collection at the local level is not always systematic, reliable or subject to periodic updates. At the national level, there is no framework or mechanism for the systematic collection and centralization of data. In addition, the data is dispersed among several institutions, including the Ministry of Finance, the Ministry of Decentralization, the Ministry of Public Service, Local Government, Decentralized or Territorial Services, Social Welfare retirement, the unions, to name but a few. In other cases, the data are collected spontaneously and updating them is a difficult exercise.

In any case, the lack of accurate, reliable and up-to-date statistical data and databases on local government human resources in Africa is a clear indication of the lack of interest they have received so far.

Given the need for statistical data to better reflect the state of Local Government human resources in Africa, the African Local or Subnational Governments Human Resources Observatory has sent a questionnaire to the various African countries. Of the 54 countries, the Observatory was able to receive responses from 29 countries, including 16 French and 13 English speakers. Statistical data questions have had few answers, with an average response of 8/12 for Anglophones and 4/16 for Francophones.

On the basis of the data collected by the Observatory, this Report will give a summary overview of Local Government staffing levels, the rate of supervision, the coverage rate, the rate of feminization, the rate of persons with reduced mobility (or with disabilities), the illiteracy rate, the size of the wage bill, the budget allocated to training and capacity building.

1. Overview of local government staff

Staffing is one of the most important data in human resource management. Its management is one of the main roles of the HR function. This data should also interest the different authorities in charge of Local Governments (the local executive, the local administration and

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24 The Questionnaire can be found in the Appendices to this Report.
the central administration) with regard to the many implications that it gives rise to or that it impacts. Indeed, the number of staff makes it possible to highlight the work force of an administration, to evaluate the quality and the quantity of available human resources, to ensure an optimal functioning of the administrative machinery, to face deficiencies, to prevent the plethora, to anticipate the crises, etc..., in short to ensure a good governance at the local level which meets, at the best, with the needs and expectations of the populations. Moreover, given the financial impact of the staff, good monitoring and effective staff management enables the organization to balance its objectives, resources and human resources needs.

The graph below gives us an idea of the number of countries that filled in the questionnaire:
Staff of Local & Subnational Governments in Morocco

With a staff of 147,637 civil servants (in 2014), the staff of the local authorities is concentrated mainly at the level of the municipalities with more than 82%, followed by the prefectures and provinces which gather 25,668 civil servants, that is to say 17.4% of the workforce. As for the 12 regions, they comprise 414 officials, or 0.3% of the total. Like state employees, the territorial public service has disparities in the regional distribution of the workforce and a high weight of the wage bill.

Disparities in the regional distribution of the workforce
For the territorial public service, the national average of the administration rate is 4.4 ‰. The southern regions recorded the highest rates with respectively 8.4 and 7.2 in the regions of Laayoune Sakia El Hamra and Dakhla-Oued Eddahab. On the other hand, in the regions of Draa-Tafilalet and Souss-Massa, these rates are 3.3 ‰ and 3.4 ‰ respectively. There is therefore a lack of economic or demographic logic in the distribution of the staff of local and subnational governments.

A high weight of payroll
In terms of payroll, staff costs in 2016 amounted to almost 11.2 billion Dirhams, representing 49.9% of the operating expenses of local authorities. These expenses absorb the equivalent of 59.7% of their share in the product of the Value Added Tax (VAT). Hence the relative narrowness of local government budget room for maneuver to free up more resources for covering the equipment and development needs of the territories. Between 2009 and 2015, personnel costs increased by 34.2% with an average annual growth rate of 4.29%. The payroll has evolved even though the number of employees has decreased (from 151,610 in 2008 to 147,637 in 2014). This situation is due to a quasi-automatic promotion system which leads to a quasi-systematic evolution of the agents and which therefore mobilizes large amounts. It would also be due to oversized staff compared to the actual needs of Local Government. In this respect, the reports of the regional courts of accounts often conclude that the number of staff is excessive, especially at the municipal level. Recruitments within these entities do not systematically respond to real needs.

Impacts on the local public service
The territorial public service does not always have qualified human resources to carry out the missions assigned to it, and is not in the same position as the human resources at its disposal and the missions assigned to it. With a structure dominated by executing staff, the question arises as to the ability of these communities to carry out the tasks that might be entrusted to them in the future.

Source: www.courdescomptes.ma

These different aspects of workforce management at the local level were highlighted in the Cities Alliances Report on "Human Resources Capacity Benchmarking" which resulted in the implementation of a workforce management tool in local governments.. This tool would make it possible, among other things, to highlight the insufficiencies in terms of staffing at both the functional and the physical levels, as well as in terms of the distribution of staff between the
different services. The study conducted in four countries (Ethiopia, Ghana, Mozambique and Uganda) reveals that the 16 cities in the sample selected, operate with less than half of their ideal capacity (between 27 and 29%). Of the four countries, Mozambique would be the least endowed with 20% of required capacity, followed by Uganda (22%), Ghana (25%) and Ethiopia (55%).

2. The rate of staff coverage rate or density

The staff coverage rate, also known as "staff density", is also a measure of the capacity of local administrations. This is a rate that is widely used in other areas such as health to assess the performance of health systems in countries. For the public administrations, and more particularly the local administrations, it is rarely taken into account by the different actors. There is no established standard for this. However, some studies have addressed the issue as those conducted by Cities Alliances. The report states that developed countries employ an average of 36 civil servants per 1,000 inhabitants, while in India the figure is 8 persons per 1,000 inhabitants. In a sample of 16 cities in the four African countries mentioned above, the highest rate is 1.4 per 1000 people. The results obtained are illustrated in the graph below:

For the purposes of this Report, the general staff numbers of certain municipalities have been considered in relation to their population. Rates vary between 0.02% and 0.72%, giving a ratio of less than one person per 1000 population to 7.2 persons per 1000 population. The average rate in the 14 cities studied is 0.2 people per 100 inhabitants. The city of Djibouti has the lowest rate of 0.2 per 1000 inhabitants, while the city of Swakopmund (Namibia) has the highest rate with 7 people per 1000 inhabitants.

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26 Ibid. p. 12.
27 For example, the WHO World Health Report 2006 estimates that countries with a density of less than 2.28 doctors, nurses and midwives per 1000 population generally do not meet the target of 80. % coverage for deliveries in the presence of qualified staff and child immunization.
28 Human Resources Capacity Benchmarking..., op. cit, page 4.
It can be seen that African local governments operate with less than one person per 1000 inhabitants. Although this ratio is decisive for assessing the capacity of Local Governments in terms of human resources, it remains insufficient to assess the performance of local governments, because the quality of human resources is at this level also important.

3. The supervision rate

The supervision rate is the ratio that translates the number of managers or supervisors in an administration to the total number of staff. It makes it possible to highlight the quality of the personnel and also the level of the supervision or the supervision in the functioning of the workings of an administration. This is important to evaluate both the capacity and performance of administrations. This is a rate that needs to be nuanced. When there are too many executives who play the role of supervisor, this has an impact on the operational efficiency of the administration. On the other hand, a low rate of supervision slows the functioning of the administration and may negatively impact the general efficiency of the administration. The ideal rate of supervision would be between 20% and 25% for optimal and balanced operation.

In local governments in African countries, the rate of supervision varies greatly depending on the specific contexts of each country. The average is 15% for the 12 countries that administered and transmitted the questionnaire. The highest rates are around 25 to 30% and are mainly registered in Anglophone countries, such as Mauritius (30%), Sierra Leone (30%), South Africa (25%), and South Africa (25%). Malawi (25%). The lowest rate of supervision is found in Mauritania, with barely 1% of supervision rate.
4. The feminization rate
The place of women in the staff of local government staff in Africa remains low overall. Of the 15 African countries that are the subject of this analysis, the average feminization rate is around 30%. One can also note that in some countries there are more women than men, like Algeria, Botswana and Ghana, where this rate varies between 55 to 60%. The lowest rates are observed in Mauritania (8.16%), Comoros, and Mauritius (10%).
If one takes the data at the level of some LGs taken in isolation, the trend is almost identical. Thus, the rate of feminization is 43% in the city of Accra, 39% in the commune of Casablanca, and 32% in that of Rabat, to name only these three cases.

Nonetheless, these rates do not reveal the place of women in the senior public service at the local level, where this rate is probably much lower. In South Africa, for example, women hold about 31.5 per cent of supervisory positions and 29.4 per cent of senior management positions in local administrations.

Many efforts remain to be made to strengthen the participation and representation of women in local government, particularly in decision-making and leadership positions, hence the need to recall that in the roadmap adopted at the end of the 1st African Forum of Territorial Managers in the city of Salé, Morocco, on September 18-21, 2017, the participants called for the strengthening of women's place both in the political and administrative bodies of Local and Subnational Governments.

5. The percentage of people with reduced mobility in the staff of Local or Subnational Governments

In the context of building both inclusive and open societies "that leave no one behind" and taking into account all the components of society, a special interest must be given in place of people with reduced mobility (or with a disability) in public administrations and in professional circles.

The table below presents data from a few countries that show that the number of people with disabilities rarely exceeds 5% of the population. Nevertheless, the question that one is entitled to ask is whether these people benefit from the treatments and conditions due to their specific situations.

The New Urban Agenda adopted in Quito, Ecuador, 2016

"36. We are committed to promoting, in cities and human settlements, appropriate measures that facilitate the equal access of persons with disabilities to the physical environment and, in particular, to public spaces and public transport, housing, educational and health institutions, as well as to information and communication, including information and communication systems and technologies, and to other equipment and services that are open or provided to the public, in both urban and rural areas ". 
6. The illiteracy rate

Despite the commendable efforts made over the last few decades leading to a sharp decline in the illiteracy rate in Africa, this rate remains quite high in comparison with other continents. In the local public administration, the problem of illiteracy is still present, especially among staff dedicated to executive functions. The illiteracy rate reached in some countries, 30% of the workforce (Sierra Leone), as shown in the graph below:

7. The wage bill in the budget of the African Local Governments

Like all organizations, local governments must include in their budgets the share of expenditure related to the remuneration of their staff (salaries, allowances and various bonuses). This part of the budget devoted to remuneration (payroll) is generally the main expense in the operating budget of African Local or Subnational Governments. It is an indicator that allows the administration to balance its workforce according to its means and
objectives. Too large a payroll (generally exceeding 15%) indicates a large number of employees or an inadequate salary policy.

Local Governments in France takes aim at the wage bill

"To cope with the decline in endowments applied by the previous government and the control of the increase in their operating expenses proposed by the current government, the territorial authorities clearly intend to cut corners on their staff costs, which have nevertheless increased of 0.9% in 2016. This is their priority concern, for 88% of them, according to the annual barometer of local authorities published Monday, September 25 by “Villes de France” and the “Assembly of Communities of France” (study conducted by Randstad between June 07 and July 20, 2017 with 523 community human resources managers). In order to reduce the wage bill, they favor "the revision of working hours and the organization of services" (50%), "the control of recruitment" (46%) and "action plans to limit absenteeism "(34%). Nonetheless, the local governments intend to act on other levers, notably by promoting internal mobility and by pooling services between the inter-municipal authorities and the member municipalities.”

Source: https://www.lemonde.fr

In the countries for which data are collected, it is generally found that the share of the wage bill in the local government budget varies between 25 and 35%. In several countries, it should be noted, however, that the fiscal and tax rules applicable to Local Governments impose a limit of 30 to 35%.

Thus, the wage bill represents less than 20% of the Local Government budget in only two countries: Central African Republic (14%) and Sierra Leone (4%). In the other countries, this share ranges between 25 and 35% (South Africa, Algeria, Botswana, Burkina, The Gambia, Namibia, Togo, and Uganda). In Morocco, according to the report of the Court of Auditors published in 2017 on the Public Service System: "Staff costs were standing in 2016 at nearly 11.2 billion Moroccan Dirhams, representing 49.9% of the operating expenses of local and subnational governments". The share of the wage bill is even higher for the following three countries: Djibouti (75%), Tunisia (80%), and Mauritius (85%).

Training and skills development is a strategic lever to modernize a local public administration and improve its professionalism and performance, without systematically recruiting new people. In most legislations, training is a duty of the administration to its staff. For this purpose, all administrations devote, in principle, part of their annual budgets to training and skills development.

In France, for example, since 1984, part of the Local Government wage bill has been allocated to training, skills development and capacity building, which is managed by the National Center for the Territorial Public Service (CNFPT).

The graph below presents the situation in different countries studied. It varies between 15% and 0%. The highest rate is observed in Botswana (15%). In some countries, such as Djibouti and Comoros, the questionnaires do not show that part of the budget allocated to training.

It is important to remember that in the Roadmap adopted at the end of the 1st African Forum of Territorial Managers, held in Salé, Morocco, on September 18-21, 2017, the participants called for the establishment of "a regular funding mechanism, earmarking at least 1% of the total salaries paid to local government staff, as a contribution to the funding of training and capacity building activities".
PART II: EVALUATION OF THE HRM FUNCTION WITHIN AFRICAN LOCAL & SUBNATIONAL GOVERNMENTS

The Human Resources Management (HRM) has, over the past few decades, witnessed important developments that have led organizations and human resources managers to make a real "Copernican" revolution, by introducing in the HRM fundamental innovations, by defining new modes of human resources management, by significantly strengthening and modernizing the conditions and working methods, tools and fields of action of human resources managers. Many of these innovations, developed within and by the private sector, have inspired the public sector and public administrations.

It is agreed that the priority tasks of the HR function are expressed through the accompaniment of the transformations of the organization, by taking into account transformations associated with the promotion and respect of human rights, demographic changes and socio-economic and the digital revolution.

HRM in African public administrations, and even more so in local public administrations, has been criticized for its lack of professionalism, efficiency, effectiveness and attractiveness. In most countries, human resources are viewed as a burden and not a strategic investment. However, it is now clearly recognized that the performance of a government depends to a large extent on the performance of its human resources and that the quality of the management of these human resources is a fundamental lever for improving the performance of the organization and of its human capital\(^{30}\). Local public administrations in Africa are now forced to revisit their methods of managing human resources in order to cope more effectively with the needs and expectations of the population and their own staff.

Nevertheless, any reform to be undertaken in the field of HRM would require a holistic, participatory and inclusive approach, involving all the actors and stakeholders mentioned in the first part of this Report, and taking into account the specific contexts and specificities of each country. HRM is a domain, indeed, involving shared responsibilities, whether at national, central, territorial or local level.

In recent years, several countries have initiated reforms of the HRM system in local public administrations, taking the form, in particular, of the adoption of a Territorial Public Service and the reinforcement of staff management methods and procedures.

In this part of the Report, the main functions of HRM in local governments in Africa will be analyzed - bearing in mind that these functions are as numerous as they are varied - with a focus on Staff Administration and on Human Resources Development.

I- Personnel administration

Personnel administration is seen by all authors as the primary form of the HR function and the basis of HRM. It mainly concerns all the administrative formalities related to the employment of an agent within the administration with regard to the laws and regulations in force. The personnel administration now takes into account many activities and uses several management tools. Personnel administration is often the only HR function practiced in public administrations in Africa31.

The main activities of the personnel administration are: recruitment, career management, follow-up of administrative files, payroll management, management of working time, leave and absence management, code of conduct and discipline at work, social service, as well as relations with the social partners.

1. Recruitment

To acquire new skills, fill vacancies or meet the needs of its services, public administrations are called upon to recruit staff. Recruitment can be considered as the first act of management or administration of personnel and can be considered as "a challenge" whose success requires taking certain precautions. Indeed, a good recruitment brings to the administration an additional competence, whereas a bad recruitment can be a source of many problems in the functioning of the administration. Recruitment must be organized to find the person with the right profile, for the right place, and at the right time.

To prevent the recruitment from being fanciful, or be made for political reasons, without taking in account the budgetary means, the actual staffing requirements and the skills sought, recruitment should normally take into account the legal standards and administrative procedures in force at a given moment. It must follow steps and obey conditions that differ from one country to another and from one status to another. Its good regulation also prevents the administration from bearing claims and litigation that can seriously impact both its image and its budget.

A recruitment process that is both modern and efficient requires taking into account a number of management actions, mainly identifying the staffing requirements, recruitment procedures, and finally the question of the appointment.

1.1. The identification of staffing needs

The need for recruitment comes either from the existence of a vacant position, the creation of a new position, or the satisfaction of a need emanating from the workings of the administration. The recruitment decision is taken after an identification of the staffing needs made by the HRM Officer who informs the competent authority. This crucial phase is

sometimes too neglected in local public administrations. However, it is addressed in the various regulations on personnel management in African local governments.

a- The autonomy in terms of staff recruitment

In most African countries, local governments do not often have the autonomy to recruit, especially when it comes to creating new budget items. Such a constraint is even more important when it comes to positions governed by the public service, as is generally the case in Francophone countries (Algeria, Benin, Burkina Faso, Côte d'Ivoire, Mali, Morocco, and Mauritania) where the vacant positions are to be determined each year, according to the organic frameworks of the jobs set and included in the Local Government Budget. Here are some illustrations:

- **Article 324 of the General Statute of the Public Service of Benin** provides that "The vacancies to be filled are determined, each year, by each municipality, according to the jobs organically planned and authorized by the vote of the budget of each commune";

- **Article 17 of the Statute of the Territorial Public Service of Burkina Faso** also provides that "all recruitment must, on pain of nullity, be aimed at providing for an existing job whose need has been expressed and developed in the attached explanatory note" in the budget at the time of its examination by the council of the local or Subnational Government."

- **in Mali**, Article 12 of the TPS Statute provides: "the positions to be filled are determined each year by regulation according to the jobs that are organically planned and budget authorized"

- **in Burkina Faso**, Article 8 of the new TPS Statute stipulates that "The jobs of the Territorial Public Service are provided in a provisional table which determines the number and the quality as well as the evolution of the workforce in the medium term. The projected medium-term staffing table provided for in the previous paragraph is proposed by the presidents of local authority councils, centralized at regional level and authorized by decree issued by the Council of Ministers on the proposal of the Minister in charge of Local Government, after Arbitration of the Advisory Council of the Territorial Public Service.

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**Organic Employment Framework (COE)**

*In some African countries, the allocation of personnel is based on a previously adopted Organic Employment Framework (COE), which is a strategic tool for programming and managing human resources. It summarizes the permanent positions of the organization chart of the local administration. Once adopted, the COE is appended to the annual budgets of the Local Government (LG), as part of the staff summary table. It may be modified in the same forms and conditions as those provided for its establishment. This framework therefore raises the problem of the rigorous planning of human resources, the practice of which is unfortunately not common in African Local and Subnational Governments (LSGs).*
**Template of an Organic Framework of Jobs**

<table>
<thead>
<tr>
<th>CPTES FONCT.</th>
<th>ACCOUNT NAME</th>
<th>FUNCTION OR WORKSTATION</th>
<th>DIPLOMA OR LEVEL OF EDUCATION OR TRAINING</th>
<th>CATEGORIES</th>
<th>Set ORGANIC WORKFORCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>6344</td>
<td>MARKET</td>
<td>CHIEF OF THE HOUSEHOLD GARBAGE OFFICE</td>
<td>End-of-high school level</td>
<td>B2</td>
<td>To be defined</td>
</tr>
<tr>
<td></td>
<td></td>
<td>OFFICE AGENT</td>
<td>LEVEL of 7th grade (year 8) (« 5ème »)</td>
<td>D2</td>
<td>To be defined</td>
</tr>
<tr>
<td></td>
<td></td>
<td>OFFICE AGENT</td>
<td>LEVEL of 7th grade (year 8) (« 5ème »)</td>
<td>D2</td>
<td>To be defined</td>
</tr>
</tbody>
</table>

**SUBTOTAL 6344 =** To be defined

**ORGANIC GENERAL TOTAL OF JOBS =** To be defined

In the case of Anglophone countries, positions of power are determined at the level of each Local Government and their status is transmitted to Local Government Services. This is the case in Botswana, Ghana, Mauritius, Malawi, and Sierra Leone. It should be noted that the different human resource regulation manuals in these countries are very rigorous on this stage.

In countries where Local Governments enjoy autonomy in the recruitment of their staff, the determination of the positions to be filled is the responsibility of the local authority. These include the case of South Africa, Kenya, and Namibia, among others. Thus, in Kenya, each County manages its staff through an internal public service. In Côte d'Ivoire, the law specifies that jobs are created by the deliberative body (Article 30 of the Staff Regulations).

**b- The actors responsible for recruitment**

Recruitment involves several actors depending on the country and according to the legal frameworks in force. At the local level, these include the local executive, who may be the mayor or president of the council in the francophone countries. In Anglophone countries, the main local player in staff recruitment is either the Council (South Africa, Namibia, Sierra Leone) or the Chief Administrative Officer, Chief Executive Officer or Director (Botswana, Ghana, Mauritius, Kenya), Malawi, Nigeria, Uganda). Between these two models, one can also mention the « Local Government Services » in some Anglophone countries.

The central administration plays a more important role in Francophone countries through the General Directorate of Local Governments (DGCT or DGCL) than in the Anglophones countries which usually intervene within the framework of the local government management staff.
### The main stakeholders involved in the recruitment process

<table>
<thead>
<tr>
<th>Country</th>
<th>Main stakeholders</th>
</tr>
</thead>
</table>
| South Africa       | The Council  
The Chief Administrative Officer |
| Algeria            | The Central Government through the devolved (« deconcentrated ») Administration                                                                   |
| Benin              | The Central Government through the Ministry in charge of the process of recruiting human resources                                               |
| Botswana           | Local Government service                                                                                                                        |
| Burkina Faso       | The President of the Council of the Local or Subnational Government is responsible for recruitment, subject to a decree issued by the Council of Ministers |
| Central Africa     | The Minister of Civil Service for State Officials and the Mayor for Municipal Agents                                                              |
| Côte d'Ivoire      | The executive branch of the Local or Subnational Government carried out the recruitment, in accordance with article 9 of the Law No. 2002-04 of January 03, 2002 relating to the Staff Regulations of Local and Subnational Governments. |
| Djibouti           | The Budget Ministry                                                                                                                           |
| Ghana              | The "Local Government Service » recruits and appoints people for categories from B to F. Categories A are appointed by the Head of State.    |
| Kenya              | Each County, through the County Public Service Board.                                                                                           |
| Malawi             | The Local Government Service                                                                                                                    |
| Mali               | The Minister For Local Governments is responsible for the recruitment process through the DGCT Directorate, in accordance with Article 10 of Law No. 95-022 of March 14, 1995 relating to the General Statute of Civil Servants of Local and Subnational Governments. |
| Morocco            | - By the President of the Communal Council at the Commune level  
                      - By the President of the Prefectural / Provincial Council at the level of the Prefecture / Province, Local or Subnational Government.  
                      - By the President of the Regional Council at the level of the Region |
| Mauritania         | The Central Government through the Ministry of the Interior and Decentralization and each Local or Subnational Government.                      |
| Mauritius          | The Local Government Service and the Chief Administrative Officer (CEO) of each Local or Subnational Government                                      |
| Uganda             | District Service Commission                                                                                                                     |
| DRC                | At the level of the Central Administration                                                                                                       |
| Senegal            | At the level of each Local or Subnational Government                                                                                             |
| Sierra Leone       | A Commission consisting of the Administration Chief, the Human Resources Officer, the members of the Council, and the members of the "Local Government Commission", in function of the grade. |
| Seychelles         | At the central government level                                                                                                                  |
| Chad               | At the level of each Local or Subnational Government                                                                                             |
| Tunisia            | The Central Government through the Ministry of Local Affairs and Environment and the Governorate [Prefecture or Department] for technicians.     |
1.2. Selection methods

Advertising, transparency and equal opportunities are the basic principles to be respected when it comes to recruitment at the local government level. Job vacancies must be published and treated with the utmost transparency, equality and non-discrimination.

In Morocco, the constitutional reform of 2011 even made it a constitutional principle in its article 31 which states: "The Central Government, public institutions and local governments work to mobilize all available means to facilitate equal access citizens to the conditions allowing them to enjoy the rights:
- to work and to benefit from the support of the public authorities in terms of job search or self-employment;
- to access to public service positions based on merit...".

In the General Statute of the Public Service of Algeria, for example, one can read: "the recruitment of civil servants is subject to the principle of equal access to public employment". Indeed, the principle of equal access to public employment is recognized in all countries as a fundamental principle of the right to work.

a- The publication of job offers

In some countries, this publication must be made in newspapers most consulted by citizens (Burkina Faso, Côte d’Ivoire, Mali, and Uganda). In other countries, this obligation is limited to the bulletin boards of the Local or Subnational Government (Burundi, Morocco). In the era of information and communication technologies, one can see that more and more Local Government uses websites to disseminate their job offers. As an illustration, some Kenya Counties have developed websites specifically dedicated to recruiting.

Example of a recruitment webpage of the Public Service Committee of Nairobi, Kenya
AN INNOVATIVE PRACTICE IN MOROCCO
THE WEB PORTAL OF PUBLIC EMPLOYMENT IN MOROCCO

"The public employment website www.emploi-public.ma aims to achieve the following goals:

• The establishment of the principles of equity, equal opportunities and merit in the access to the public service provided for by the Kingdom's Constitution, in particular by Article 31, by making available to job candidates all information relating to the conditions, dates and venues of the recruitment competitions;

• Ensuring transparency by posting lists of successful candidates, final results and waiting lists.

In addition, this site provides access to information and data relating to the competitive recruitment process, the components of public service salaries, the provisions of the general public service statute and the special statutes, in addition to a section dedicated to the most frequent questions asked by future candidates for the public service.

The website has implemented the provisions of Decree No. 2.11.621 of 28 Hija 1423 (November 25, 2011) and Circular of the Head of Government No. 14/2012 of June 19, 2012 laying down the terms and conditions of organization of recruitment competitions for public positions which aim at simplifying the procedure of management of the competitions and the guarantee of their transparency ".

Source: www.mmsp.gov.ma

At the level of African Local or Subnational Governments, there are different types of recruitment depending on the targeted categories, the most popular of which are competition, promotion, recruitment on file or title and direct recruitment.

b- Recourse to competition

Competition remains the general rule for access to public employment in all public administrations, whether central or local, particularly for civil servants.

- Characteristics of the contests: The Contest can be open to all citizens who meet the requirements for the job at hand. We will speak in some legislation of Direct Competition (Benin, Burkina Faso, and Mali). It can also be closed or restricted within a given administration or employment framework. This form corresponds to professional competitions (Burkina Faso) or internal competitions (Benin). In some countries, the contest may be geographically limited. This is the case of Mauritius, through the Local Government Service Commission.

- The organization of the competitions: the competitions can be organized in the form of a written and / or oral exam. They can be organized at the level of each Local Government or at the national level. Among the countries in which each Local Government organizes its competitions are South Africa, Burkina Faso, Burundi, Kenya, Morocco, Namibia and Senegal. Thus, according to art 10 of the Decree N ° 100/067 of April 21, 1990 on the Statute of the communal and municipal staffs of Burundi: "In case of recruitment by competition, the Administrator or the Mayor, for technical reasons, designates a commission responsible for
organizing and correcting the selection tests'. In Morocco, Article 7 of the Royal Decree on the Staff Regulations Communal (1977) provides that "Competitions and examinations are organized by the municipalities under the conditions laid down in Royal Decree No 401-67 of 13 December I 1387 (22 June 1967). The orders opening these competitions and examinations and their results shall be published by posting at the seat of the municipality concerned and of the province by means of a broadcast notice and by insertion in the press ". In Burkina Faso, the competitions are organized at the level of each Local Government as well.

In countries that have adopted a territorial Public Service (except Burkina Faso), the competitions are organized at the national level. This is particularly the case in Mali, where Article 10 of the TPS Statute provides that "recruitment is by national competition. The competition for vacant positions occurs on a recurring basis for all vacant positions in all communities. It is obligatorily the object, by the Minister in charge of the Local and Subnational Governments, of an announcement in the form of an official notice of appeal to the candidates".

- **Dossiers and application fees for public competitions**

In some countries, the issue of application files and fees is a major obstacle for many citizens. Indeed, it can be seen in some countries that the parts to be supplied are sometimes difficult to obtain and expensive. In addition, the cost of participating in competitions is also a deterrent, especially for young people seeking their first job. In the majority of cases, applications are composed of supporting documents of identity, residence, criminal record, diplomas, professional experience and medical certificates. In most Francophone countries, the list of these documents may contain other documents, making the procedure even more complex and costly for citizens.

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**Excerpt from Law N° 2011-08 of March 30, 2011 on the Status of Local Public Service in Senegal**

**Article 21.** - The candidate must also produce for the constitution of his file, the following documents:
1- a certificate of Senegalese nationality,
2- a certificate of birth less than six months old or, as a transitional measure, an authorization to register a late declaration of birth certificate,
3- a bulletin No. 3 extracted from the criminal record dating from less than three months,
4- a certificate of good life and morals,
5- a statement of military services or any other document establishing that the person concerned is in good standing with regard to the laws and regulations on the recruitment of army
6- the diplomas and qualifications required or certified copies of these diplomas and titles,
7- a certificate of medical examination and counter-examination issued by the approved medical authorities dating from less than three months and indicating that the candidate: (a) is fit for the administrative service for the postulated employment taking into account the rules enacted by the special status of the body to which the position belongs, (b) is free from any condition giving entitlement to long-term leave.

When recruitment to one of the body subject to this General Statute takes place by way of
a special school or a school of application, the medical examinations listed above must be submitted before admission to this school.
Local government officials who change their body after an examination or competition are exempted from the visit and the medical check-up, provided that the body to which they are accessing does not require special physical fitness. They are also exempt from the production of the items listed in paragraphs 1, 2, 3 and 5 of this article.

1.3 The organization of competitions

In some English-speaking countries where there are Local Government Services, such as Botswana, Ghana, Malawi, Nigeria, Sierra Leone and Uganda, competitions are organized either at the national level by the National Commission, at the local level by the District Service Commission.

a- Internal promotion

Promotion is a means of internal recruitment that allows the administration to appoint to a vacant post agents already in post in the administration. This change of position is a promotion for the selected agent in the majority of cases. In some countries, the promotion may lead to an internal competition with examination or title, depending on the nature of the posts to be filled. In Ghana, internal recruitment is often preferred for several reasons mentioned in item 2.6.2 of the "Operational Manual of Resources for Metropolitan, Municipal and District Assemblies", which are: saving time, reducing the costs of recruitment, building loyalty and reducing departures (the Turn over). The promotion is subject to quota restrictions. This procedure is often the cause of conflicts between staff and supervisors.

b- Recruitment on title or on file

Recruitment on title or on file is a method of recruitment also based on competition through a call for tenders. Unlike the competitions, recruitment on title or on file is not done on the basis of tests, even if in some cases, it can be subjected to a test or a preliminary interview. The selection of candidates is limited to a study of the application files which present the level of training and competence of each candidate. The use of title recruitment is limited in most countries under certain grade conditions or when there are not enough candidates. As an example, Benin, where according to the law, recruitment on title occurs "when the number of candidates with the required professional qualifications is less than or equal to the number of places available; however, the administration reserves the right to submit the candidates concerned to a proficiency check before being recruited. "Recruitment by title is widely practiced for non-civil servants subject to the Labor Code, as it is the case in Côte d'Ivoire, Mauritania and some English-speaking countries (South Africa, Namibia). Recruitment on title also concerns the winners of certain Schools or Training Institutes, like the National Schools of Administration (ENA), which do not necessarily need to pass the

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32 Lorsqu’une entreprise ou organisation connaît un turnover important (calculé en pourcentage sur une période généralement annuelle), cela signifie que le rythme de renouvellement des effectifs est important et qu’elle connaît beaucoup de départs qui se sont suivis par des recrutements. C’est donc le rythme de renouvellement des employés.
competitions. In Algeria, for example, the executives of the territorial administrators can be recruited by title from the ENA laureates.

c- Direct recruitment

Direct recruitment, without competition, is provided for in some legislations on an exceptional basis for certain positions or for the laureates of certain Schools or Institutes for the training of civil servants, as is the case in Tunisia. In the majority of countries, direct recruitment is restricted to certain categories of management positions or for the senior public service. Most of the time, it involves public servants or agents of the State placed at the disposal of Local Government to assume managerial positions, such as chief administrators, secretaries general, service directors, or financial and accounting directors. This mode of recruitment is thus generally done by the central administration. In this case it is a decision of the minister, the head of government or the head of state. In Ghana, for example, Local Government Executives are appointed by the Head of State. In Botswana, Côte d'Ivoire, Mauritania and Uganda, secretaries-general are directly appointed by the Ministry of Local Government. However, there are some countries, like Burundi, where the possibility is offered to Local Executives to make direct recruitments.

1.4. Recruitment conditions

There are two categories of conditions: general conditions for all recruitments and special conditions for each type of recruitment.

- There are four general conditions: nationality, age, physical ability and morality. Access to Local Government employment in all countries is restricted to nationals. In some legislations, however, the possibility is open to non-nationals to access public employment at the local level, when there are no nationals who qualify. Candidates for Local Government jobs must also meet minimum and maximum age requirements. In general, the minimum age is 18 years old. In Ghana, the minimum age is 16. The maximum age varies from country to country and is between 35 and 40 years old. In Senegal, the maximum age is 35 (Article 20 of the Local Civil Service Statute), while in the Central African Republic or Côte d'Ivoire, it is 40 years and 45 years. In Uganda and other English-speaking countries, a person cannot be recruited for a pensionable job, that is, a career job, unless he or she can exercise another 10 years before age. mandatory retirement. Physical and moral aptitudes come back in almost every text. Thus, cannot claim to the function in a local administration, a person having been the subject of serious sentence.

- There are also special conditions for each type of recruitment. Essentially, these are the diplomas and professional experience that are often required in terms of the grades corresponding to positions in power.

1.5 The nomination

The recruitment process is sanctioned by the appointment which consists of the act of confirmation of a person in a position. The appointment is notified to the agent in the form of a letter signed by the competent authority.

- The powers of local authorities as regards appointment.

In some countries it is general, that is, it applies to the entire recruitment process within the local administration. This is particularly the case in Burundi, Côte d'Ivoire, Mali, Senegal and many other English-speaking countries, such as South Africa, The Gambia, Ghana, Mauritius,

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33 HR Policy Framework and Manual, Ghana, Section 4.3.1.2.
Namibia, Nigeria or Seychelles. In Morocco, the new reforms introduced by the Organic Acts adopted in 2015 have broadened the appointment powers of the Presidents of the 3 categories of Local Government, including the appointment to higher positions subject, however, to the "visa of the governmental authority in charge of the Interior ". In other countries, the appointment powers of local authorities are limited to one category of staff, such as Botswana where Senior Staffs are appointed by the Administration.

The appointment may be signed by the Mayor or the President of the Council in the case of French-speaking countries, or by the Chief Administrative Officer in certain English-speaking countries, or by the Council (Case of Namibia and Sierra Leone). Appointment is final only when accepted by the candidate for the position by written letter.

<table>
<thead>
<tr>
<th>At the level of the Region</th>
<th>At the level of the Prefectural or Provincial Council</th>
<th>At the level of the Commune</th>
</tr>
</thead>
<tbody>
<tr>
<td>Article 124</td>
<td>Article 118</td>
<td>Article 127</td>
</tr>
<tr>
<td>Appointments to all positions within the administration of the region are made by an order of the president of the council of the region. However, the orders of appointments to the higher functions are subjected to the signoff (visa) of the governmental authority in charge of the Interior.</td>
<td>Appointment to all functions within the administration of the prefecture or province shall be made by order of the president of the prefecture council or -42- Organic Law relating to the prefectures and provinces - 43- of the province based on the principles of merit and competence, after the opening of the applications to apply for these positions. However, the orders of appointments to the higher functions are subjected to the signoff (visa) of the governmental authority in charge of the Interior.</td>
<td>The appointment to all functions within the administration of the municipality is made by order of the chairman of the council of the municipality. However, the orders of appointments to the higher functions are subjected to the signing off (visa) of the governmental authority in charge of the Interior.</td>
</tr>
</tbody>
</table>

**HR Policy Framework and Manual, Ghana**

A letter of appointment must contain at least the following characteristics: a reference number, the date of issue of the letter, the appointing authority, the post to be filled, the duration of the appointment (if applicable), the effective date of the appointment, the probationary period, the duties and responsibilities (attach a detailed job description), the salary scale attached to the position and the point of entry of the salary, the annual leave, benefits and entitlements, exit notification, social security contributions, if any, asset declaration (if any), reference to the rules and relevant regulations of the organization, a medical report, the controls (security, previous place of work and arbitrators), the other conditions associated with the position, the deadline for accepting the offer of appointment, as well as the offices in which the letter of appointment is copied.
1.6. The probationary, testing, and internship period
In all legislations, depending on the position and the type of recruitment, the recruited staff member is required to complete a probationary period as a trainee, under the supervision of a master (or guardian) of training before being definitively established in his post. The purpose of the probationary period is to test the new employee’s professional and moral skills. The duration of the probationary period must be determined according to the time required for the new employee to master the basics and responsibilities of his / her position. The duration of the probationary period varies according to the country between three (3) months and two (2) years. However, the majority of countries adopt one year, like Algeria, the Central African Republic, Mali and Senegal. In Burundi as in Côte d’Ivoire, the probationary period is three (3) months. In some English-speaking countries such as Ghana, Nigeria and Uganda, the probationary period is six (6) months. Government-appointed officials at Local Government level are not subject to the internship, as is the case for candidates recruited by promotion (e.g. Mali).

During the probationary period, the trainee is entitled, in principle, to remuneration. In general, this remuneration corresponds to the salary index of the scale and the grade in which it is intended to be tenured. After the probationary period, the recruited person is confirmed and established within the administration. If the internship period has not been satisfactory, the internship may be extended or renewed (in the case of Algeria and Benin) or the dismissal is pronounced against the intern, without notice or compensation. The probationary period in most cases is taken into account in the calculation of seniority.

1.7. Tenure
The tenure for civil servants corresponds to the integration into the body or framework of employment for which they were recruited with the award of a grade. For persons subject to the Labor Code or other types of contract, the tenure reflects the end of the probationary period and confirmation in the position. The tenure can only take place after the validation of the probationary period on the basis of an evaluation report presented by the supervisor or supervisor. Tenure, depending on the country, is decided directly by the competent authority, which may be the President of the Council (the Francophone countries: Burundi, Cameroon, Côte d’Ivoire, Mali, Senegal, Togo), the Chief Administrative Officer (Africa South, Botswana, Ghana, Malawi, Nigeria, Uganda), or the central administration for state-appointed agents. In some cases the decision is made through a deliberation within the council (Namibia, Sierra Leone). In some cases, tenure requires the opinion of the Joint Administrative Commission, as is the case in Togo or the Management Committee, as in Namibia.

2. Management of the staff’s administrative records
The administration creates on behalf of the recruited person an administrative record made up of various personal and professional information which will be updated during the progression of his career within the administration and which will be used for the follow-up and the management of this career. In some countries, such as Uganda, the administration has the form fill in and sign a form containing the main personal and professional information.

35 See Templates in Appendices to this Report.
In addition, the administration is responsible for providing the recruited person with other information related to his integration into the service among which: the registration number, his references to the social security structures, the professional card, etc.

Management of the staff’s administrative records in Côte d'Ivoire

This record usually consists of seven (7) subfolders each containing the following elements:

**Subfolder 1:** The application for employment, the civil status record card and the family situation, the recruitment decision and the agent's hiring file.

**Subfolder 2:** Acts relating to administrative leave of the officer (leave applications and decisions, certificates of cessation and resumption of service).

**Subfolder 3:** Advancement decisions, officer's rating bulletins.

Subfolder 4: The requests and copies of the work and attendance certificates, the absences of the agent.

**Subfolder 5:** Correspondence concerning the agent (Service Notes, information notes and other administrative documents either from the local executive cabinet or from the hierarchy.

**Subfolder 6:** Possible requests for explanations and sanction decisions received by the agent.

**Subfolder 7:** Disease Records.

3. Career management

Career management starts from recruitment. It is quite important in attracting, maintaining and retaining agents. It mainly consists of monitoring and applying the statutory or contractual rules related to the evolution of the professional career of the employee within the administration. To do this, it requires well-defined statutes that map the career plans of each category of agent. In some countries, such as France, each Employment Framework has a special status that defines and organizes the career. The absence of well-defined statutes makes the career system very precarious in many local African public administrations, and in particular for certain categories of agents. That said, career management is organized around four main elements: career organization, positions, mobility and career development.

3.1. The organization of the career

The organization of the career depends on the status of each staff member. For civil servants, the statutes are indeed clearer in terms of the organization of the career, while it seems more difficult to grasp for people subject to the Labor Code.

The career is organized around sectors, managers, job classes, hierarchical categories, grades and scales. Terminologies sometimes differ from country to country. The advantage of these different distributions is to facilitate and optimize the planning of the tasks according to the skills of each agent. These forms of career organizations, which are set by regulation, are inspired or often modeled on the Central government model.

- The sectors or (employment groups) generally correspond to the areas of competence and major business sectors of Local Government. In Algeria, there are about eight branches: general administration, translation and interpreting, documentation and archives, computer
science, statistics, technical and urban management, hygiene, public health and environment, socio-cultural, educational and sports. In Ghana, the Scheme of Services contains sectors called groups).\textsuperscript{36} The same channels are found in most other countries.

- **The employment groups** include all the civil servants subject to the same conditions of recruitment and having vocation to the same ranks. It is found in Burkina Faso, Mali and Senegal.

- **The employment frameworks** include jobs requiring a professional qualification of the same kind and which are governed by the same status. The jobs are thus distributed among different frameworks subdivided into different grades. For example, in Ghana there are 26 employment frameworks (Classes) in local public administrations. In Mali, there are about 13.

- **The employment frameworks** include jobs requiring a professional qualification of the same nature and which are governed by the same status. The jobs are thus distributed among different frameworks subdivided into different grades. For example, in Ghana there are 26 employment frameworks (Classes) in local public administrations. In Mali, there are about 13.

\begin{center}
\textbf{Presentation of the Framework of the Managers Human Resources in the Local Authorities in Ghana}

(Source: Human Resources Operational Manual for MMDAs, LGS)
\end{center}

**Objectives of the Human Resources Managers Framework (HRM)**
The HRM framework is primarily responsible for the management, capacity building and skills of each staff, as well as the coordination of HRM programs, to effectively deliver public services.

**Framework Structure**
Professional cadre
- Human Resources Director
- Senior Director of Human Resources
- Senior Human Resources Officer
- Human Resources Officer
- Assistant in charge of human resources

Sub-professional class
- Chief Personnel Officer
- Senior Staff Manager
- Senior Staff Manager

- **Hierarchical categories**: Jobs at local government level are further divided into the functions of the minimum professional qualifications and degrees required to occupy them. There are usually three levels of subdivision:
  - **The design and leadership level** requiring at least a Bachelor's degree or equivalent;
  - **The intermediate level of supervision**, application, project management, collaboration. Requiring a minimum level of Junior High School Degree (UK: A-LEVEL / US: G.E.D./ France: Baccalauréat);

\textsuperscript{36} Local Government services, Scheme of Service, Revised 2014.
In most French-speaking countries, these hierarchical categories are designated by letters (A, B, C) except in countries such as Algeria, Benin, Burkina Faso, Côte d’Ivoire and Senegal, where there are four, five or even six hierarchical categories (A, B, C, D, E and P). In Senegal, Article 2 of the new GST statute provides for the extinction of categories D and E, like Mali, which only maintains the 3 categories A, B and C. As such, Article 4 of Law No. 95-022 of 14 March 1995 on the General Statute of Local Government Officials of this country stipulates that "The bodies are divided into three (3) categories A, B and C which are defined by the minimum training conditions required to access them”.

**Classification of agent categories in Côte d’Ivoire**

<table>
<thead>
<tr>
<th>Categories</th>
<th>Level or diploma of higher education (master's degree - Bachelor's degree – Second-year university degree (Deug II or BTS-DUT))</th>
<th>Junior High School Degree (UK : A-LEVEL / US : G.E.D./ France : Baccalauréat) or equivalent, namely a secondary school diploma</th>
<th>Undergraduate study certificate or equivalent diploma (BEPC)</th>
<th>Elementary Primary School Certificate (CEPE)</th>
<th>This category corresponds to the class of agents without particular qualifications</th>
</tr>
</thead>
</table>

In English-speaking countries, the assignment of letters to the three hierarchical levels is different.

**Example from Kenya with 19 categories ranked from A to U**
- the A - B - C - D jobs are reserved for junior and non-specialized officers,
- the E - F - G - H positions are those reserved for agents and technicians with secondary education,
- J - K - L - M jobs include middle managers at the university level,
- N - P - Q - R jobs are those reserved for senior and experienced managers,
- S and T jobs are permanent Secretaries of Ministries,
- and U jobs are those of executives who combine the functions of Permanent Secretary with those of Chief of Staff or Director of Central Administration. 

**The grade** is the title which confers on its holder, in particular the civil servant, the potential to occupy the corresponding positions within the same framework. It is the indicator of the hierarchical level of jobs belonging to this framework. The number of grades varies according to the nature of the cadre in most countries. In some countries,

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such as Benin, the General Statute of the Civil Service (Article 87) distinguishes 5 Grades (initial grade, intermediate grade, normal final grade, exceptional grade, out of grade). Grades may be designated by titles, as is the case in many countries. One can thus have the rank of director of human resources, of principal administrator, of main territorial attaché, of higher technician ... In Burkina Faso, people use the notion of class (1st class, 2nd class, 3rd class ...), while in Mali, it is translated by other formulas (1st level, 2nd level ...).

<table>
<thead>
<tr>
<th>Categories</th>
<th>Staff Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1</td>
<td>Head of Service, Deputy Head of Service</td>
</tr>
<tr>
<td>A2</td>
<td>National Directors, Regional / District Coordinating Directors</td>
</tr>
<tr>
<td>B</td>
<td>Deputy Directors and Analyst at the National Headquarters, Regional and District levels</td>
</tr>
<tr>
<td>C</td>
<td>Middle level professionals and support</td>
</tr>
<tr>
<td>D</td>
<td>Junior Professional and Junior support staff</td>
</tr>
<tr>
<td>E</td>
<td>Sub-technical / auxiliary grades</td>
</tr>
<tr>
<td>F</td>
<td>Utility grades</td>
</tr>
</tbody>
</table>

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<table>
<thead>
<tr>
<th>Categories</th>
<th>Grade of Personnel</th>
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<td>A1</td>
<td>Head of Service, Deputy Head of Service</td>
</tr>
<tr>
<td>A2</td>
<td>National Directors, Regional/District Coordinating Directors</td>
</tr>
<tr>
<td>B</td>
<td>Deputy Directors and analogous grades at the National Headquarters, Regional and District levels</td>
</tr>
<tr>
<td>C</td>
<td>Middle level professionals and support grades</td>
</tr>
<tr>
<td>D</td>
<td>Junior Professional and Junior support service staff</td>
</tr>
<tr>
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</tbody>
</table>

-Scales and subscales are the subdivisions of grades. They allow the same grade to distinguish people according to their professional level and seniority. The ladder is also an index of enumeration for fixing basic wages. In Morocco, each scale has 10 to 11 subscales and sometimes one exceptional subscale. According to the website of the Ministry of Public Service of Morocco "the latest special statuses no longer refer to the general index grid of the public service and no longer provide for the attachment of jobs and grades to salary scales. The positions constituting a framework are attached to a specific grade, each grade includes a
set of subscales, and each subscale has a salary index (Remuneration grids specific to each particular status) ".

3.2. **Statutory positions and mobility**

Local Government agents may occupy different positions during their career and benefit from mobility. Five to four main positions exist at Local Government level in general. These are positions of activity, provision, detachment, lay-off or call-up (to serve in the military).

- The activity is the normal position of the agent who holds a job within his framework and his original rank within the Local Government that employs him. Leave periods and other legal absence authorizations are considered in the activity position.

- **Provision of staff** is a form of activity that reflects the situation of an agent who, while remaining attached to his administration and his original executive, performs his duties with another administration. It is a form of mobility that in some countries is limited like Burkina Faso. Indeed, Article 120 of Law 003 on the Staff Regulations of Local Governments provides that "with the exception of trade union organizations and local authority structures, the provision of a local authority official to a structure with an autonomous budget is not allowed". In some countries, such as Central Africa, it is not even planned. For a long time, before it was stopped in recent years, de facto provision has been practiced in Morocco, either at the level of state or local government administrations.

- **Secondment** is the situation of an agent who exercises outside his original framework while continuing to benefit from his rights to promotion and retirement. Secondment is limited in time. Secondment is equally limited for Local Government staff in almost all the countries studied. In Senegal, secondment is not allowed in the following cases: secondment to a public institution, a national majority-owned company or an executing agency; secondment to a Local Government to perform the duties different from those he performed in his original service; secondment to a State administration; secondment to an organization of local or inter-local interest; secondment to a foreign state, foreign local government or international agencies; secondment to perform the duties of a member of the Government or an elective office; secondment to fulfill a trade union mandate when the mandate contains obligations preventing the public servant from performing the normal duties of his office. (Article 63, Act 2011 of 30/03/2011).

- **Lay-off** is the situation of an agent who ceases to benefit from his rights to promotion and retirement. Lay-off is provided for in cases of long absence for various reasons (illness, education, and family reunion). In Mali, it is granted only at the request of the person concerned after supporting evidence is provided.

- **Mobility**: it makes it possible to promote movements of staff within the same administration or to other administrations. The different positions outside the activity position are forms of mobility for Local Government agents. Other forms of mobility are provided for by the different legislations. It is mainly about mutation and transfer. These forms of mobility are made at the request of the agent, for the purposes of service or as a disciplinary measure. It
should be emphasized, however, that the mobility of the staff of African Local Governments is rather limited or remains subject to dissuasive conditions, given the many difficulties that most Local Governments face in terms of staffing and the lack of a Territorial Public Service (TPS) that promotes such mobility. They are limited within departments of the same community or between Local Governments (Burkina, Ghana Senegal, Sierra Leone)

3.3. Career Development

Career development or advancement is one of the most important aspects of a career after appointment. It is one of the main means of motivating and retaining staff in public administrations. In addition, it is one of the major rights of agents. All the laws seem to make it a point. Indeed, advancement appears in all legislations as an important point being the subject of title or chapter that is clearly visible. Despite this, it is clear that career advancement at the local government level remains one of the main problems of HRM at the local level. Advancement is the subject of a real exploitation most of the time by the hierarchical superiors, as it can be affected by considerations that purely political or partisan. About 25% of those who participated in the Observatory’s survey believe that they have not been promoted whereas they met all the requirements. Non-application or misapplication of the rules is the source of the problem. It should be noted, however, that in some countries there is no real career plan for certain categories of agents.

The main actors involved in career advancement are the local executive, the superiors, the council, the joint administrative commissions and the Local Government Service Commission, in the case of the Anglophone countries.

In local public administrations in Africa, there are two main types of career advancement: advancement in terms of scales and subscales and advancement in terms of rank and framework (the promotion).

In most Francophone countries, the advancement of scales or subscales corresponds to an increase in the wage index. This type of advancement is based on seniority. It is for this reason that it is qualified in certain legislations as being "automatic" or on the basis of seniority. In Benin, step advancement occurs automatically every two years. In some cases, step advancement may be conditioned by scoring, as is the practice in Burkina Faso, Mali and Morocco. This is close to the Anglophone model, which provides for an annual increase in the salary linked to the agent's performance (Annual Salary Increment)\(^ {38}\).

The advancement of Grade or of Framework in all countries is done on the basis of merit after the agent has been added to the promotion board and after evaluation. Various methods are applied for advancement of rank or frame. It can consist of an examination of professional aptitude as it is the case in Morocco since 2005, or an evaluation by the joint administrative commission, as is the case in Burkina Faso.

In some countries, the acquisition of a new diploma gives the right to advancement in terms of grade or framework. This approach is often criticized insofar as the acquisition of a new

\(^{38}\)Annual salary increase.
diploma does not necessarily translate a particular merit related to the exercise of the function. Also, it is better to allow the officer in this situation to highlight his new skills or knowledge acquired. It also happens that obtaining a higher diploma does not in any way affect the advancement of the career of the person concerned, well to the contrary.

4. Management of vacations and leaves of absence

Every civil servant, regardless of his status, is entitled to leave, that is to say, legal stoppages of services during a given period. It is a fundamental right in the field of labor law recognized by all legislations. The rights to rest \(^{39}\) and to paid leave are the mechanisms that ensure a balance between personal and professional life (work life balance) which is presented today as a key factor in HRM and in the management of performance.\(^{40}\)

Most legislations apply two categories of leave. The so-called compulsory holidays which are paid. Other leaves granted at the request of the agent and not paid.

**In the first category** are compulsory annual holidays, which were the subject of the International Labor Organization (ILO) Convention No. 132 on Holidays with Pay (Revised), adopted in 1970. For example, in most African countries, Local Government staff members usually receive an annual administrative leave of 30 consecutive days for one year of service with pay or salary. Some countries, such as Burkina Faso, go so far as to qualify annual holidays as compulsory and as "a right which no sanction incurred by the civil servant can call into question". The duration of the annual leave seems almost identical in most Francophone countries for all categories and grades.

Unlike Francophone countries, in Anglophone countries, the duration of annual leave seems to be longer and depends on grade and seniority. The duration of administrative leave for a senior executive is generally greater than that of a junior executive. For example, a director who has five years of seniority in his position has more days off than one who accumulates only one year. The average duration of leave is 35 to 36 working days for senior management and 24 to 28 working days for all others. This is the case in countries like The Gambia, Uganda and Sierra Leone. In addition, leave of absence permits employees to be absent from time to time for various reasons. In the same way, exceptional paid holidays are granted to the agents because of illness and convalescence, maternity or to take part in examinations or contests.

**In Côte d'Ivoire**, for example, the maximum duration of sick leave is six (06) months, for a period of twelve consecutive months. The employee on sick leave is entitled to the integrity of his remuneration for six months and if, after the six-month period, the state of health of the agent requires the continuation of care on the proposal of the Health Board, he is on long-term sick leave and receives full pay for six months. At the end of this period, the remuneration is reduced by half. If, at the end of thirty-six (36) months, including the first six months of sick leave, the employee's health status still does not allow him to resume his service, he is declared invalid, after receiving the Health Board, and admitted to retirement.

**In Benin**, the maximum duration of sick leave is also six months for a period of 12 consecutive months. However, it is only during the first three months of sick leave that the

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\(^{39}\) Le repos hebdomadaire.

employee retains his entire salary, which is reduced by half during the following three (03) months. He also retains his complementary rights for family expenses.

In Anglophone countries, things are different. For exceptional leaves such as sick leave, salaries take into account the seniority of employees. For example, in Ghana, employees with five or more years of continuous service receive full pay for twelve (12) months, after which they receive half of their salary for a period of twelve months. The employee loses his right to pay only after a period of 24 months. Agents who have served less than 5 years or more than 3 years are entitled to full pay for twelve (12) months. Then, a half reduction is performed after eight (8) months of sick leave. After twenty (20) months for a period of four years, they lose their right to salary or salary.

- **Maternity leaves**

The duration of maternity leave is 14 weeks in Francophone countries such as Benin, Burkina Faso, Central Africa and Morocco, as well as in Anglophone countries such as Ghana and Sierra Leone, which represents in European countries, a minimum standard imposed by the Council of Europe.\(^{41}\) It is 3 months in Kenya and Uganda. In Ghana, women are entitled to a break of 2 hours of breastfeeding a day. In Kenya, there is also maternity leave of five days. Some legislation, like that of Sierra Leone, still has some constraints on maternity leave. In fact, a woman who has not completed more than one year of service in a local government may not benefit from her rights to paid maternity leave.

5. **Payroll Management**

Remuneration remains a fundamental element in HRM, since it is the counterpart of work after the service is done. As the saying goes: "For it is the hope of the reward that softens the toil".

Payroll management consists in ensuring, on the one hand, that each agent receives, on time, all of his salary and other benefits after the various deductions (taxes, pensions, social security, etc.) have been applied, and on the other hand, the update of the situation of each agent taking into account the many forms of modification of the statutes that exist. In Uganda, for example, the law imposes a monthly check for the updating and verification of the salary situation of the agents.

Good compensation management, a source of attractiveness, motivation and retention of staff, requires a salary policy based on merit and performance and to motivate the most efficient agents\(^{42}\). Very few African Local or Subnational Governments actually base their pay systems on a defined wage policy.

It would therefore be interesting to highlight the different modes and structures of fixing and payment of wages for the benefit of local agents, while elucidating the constitutive elements of remuneration in African Local or Subnational Governments (ALSGs). The remuneration of African LSGs staff varies according to whether they are Central Government civil servants and agents (directly run by the Central Government) or agents recruited by the Local Governments.

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\(^{41}\) *In the Council of Europe countries, apart from England, there is also the right to parental leave of at least 3 months, Council of Europe Center of Excellence, Toolkit on Modern and Effective Human Resources Management, 2016, pages 89-90.*

\(^{42}\) *ICMA, Human Resources Management in Local Government, op. cit. page 35.*
In most Francophone countries in general, wage setting is done by mutual agreement between the Central and the Local Government. This is the example of countries such as Cameroon, Côte d'Ivoire, and Gabon. In other countries, especially the Anglophone countries, we note that wages are set by the central government directly or through a public agency. This is the case of Ghana, Mauritius, Kenya, Liberia, Malawi, Nigeria, and Seychelles. Exceptions exist, however, in Benin, Morocco, Senegal and many Anglophone countries (South Africa, Namibia), where the responsibility for setting and paying the salaries of local government agents rests exclusively with local authorities, including the elected council. This, of course, reflects the state of decentralization in each of these countries and even the place occupied by the institution of the territorial public service. As for the payment of wages, it is done in almost all countries, within the Local Government budget.

Disparities are more significant in terms of the components of Local Government staff salaries. Indeed, in each country, there is a different way of determining the index value on which one bases oneself to define the salary. That said, the salaries of local agents are everywhere composed of two main elements: on the one hand, the base salary (or base salary or, in Benin, pensionable treatment also called salary or index treatment) and on the other hand, the different allowances constituted of a set of advantages.

The base salary is usually based on an index. This is why we also talk about treatment in Benin or index system in Gabon. This index is mainly based on a scale (hierarchy) and the level (seniority) of the permanent local agents. But the basic salary is not only indicative. It may also be a lump sum, particularly when it concerns local contractual agents whose function is governed by the provisions of the Labor Code.

On the other hand, in most countries, allowances and other benefits constitute the largest share of wages. In Côte d'Ivoire, Article 2 of Decree No. 2013-478 of July 2, 2013 establishing benefits and allowances for certain officials and agents practicing in Local Government lists all these allowances which cover a certain number of job allowance, housing allowance, hardship and inducement allowance, housing allowance, a company car or, failing that, a transportation allowance and a home phone line. In Morocco, three types of allowances make up the totality of the benefits of the civil servants of the Central Government: residence allowances, grade-related allowances and family allowances, the latter being governed by the provisions of decree no. 58-1381 of November 27, 1958 setting the conditions of attribution of the family benefits to the civil servants, military personnel and agents of the Central Government, municipalities and public entities, as it was modified and completed on November 23, 2017. In Cameroon, the compensation system is governed by the provisions of Decree No. 2000/211 of July 27, 2000 setting the remuneration of State employees covered by the Labor Code. In Anglophone countries, practically the same forms of benefits and allowances are found. In Uganda, for example, there are more than a dozen allowances and allowances due to certain conditions, including housing allowance, health allowance, night allowance, disturbance allowance, and the allowance of the duty.

One could multiply the examples, but it remains that these different components of the salary well illustrate the diversity of the remuneration systems of local public officials. Moreover, within each compensation system, there are differences in treatment according to whether one is a permanent civil servant or not, in other words, according to whether the status is governed by a regulation relating to public officials (General statute of the function public or Personal
Statute of local governments) or by the provisions of the Labor Code as is the case in some countries. In Gabon, for example, there are two modes in the determination of the remuneration system for civil servants of the Central Government: a system index and a flat system. The first system applies primarily to permanent public officials and consists of basic pay and balance accessories (or benefits). Whereas the flat-rate system relates to the method of remuneration specific to non-permanent public officials. Regardless of their level, the salaries allocated in most African Local or Subnational Governments are considered insufficient by the staff. So they constitute a source of demotivation that is propitious, on the one hand to lack of interest to work in a Local Government, and especially to the practice of corruption and other unethical behavior that undermine the credibility of local governments.

In addition to this low level of pay, there is the precariousness of the job, which is not likely to make the local administration attractive enough to attract and above all retain talent and retain them.

6. Code of Conduct and Workplace Discipline

The public service embodied by public administrations, whatever their level (national, central, territorial, semi-public or local) must be characterized and distinguished by strong ethics and an attachment to values and principles in view of the greatness of its mission which is to serve the general interest.

In the general introduction to this Report reference was made to the fundamental principles of the African Charter on Values and Principles of Public Service and Administration adopted in 2011.

Thus, in all countries, these values and codes of ethics are regulated by the Staff Regulations or other documents under the title of Code of Conduct and Discipline. These codes are developed at the national or local level, in the form of rules of procedure or procedures manual. These different codes and regulations set the standards in terms of ethics and behavior that public officials must respect. It can be read in the Human Resources Manual for the Counties of Kenya, prepared by the National Commission of Public Service (2013, page 21), that "the public official must ensure that his conduct as well in private as 'in public brings no discredit to its service (...). It must demonstrate respect for people, promote integrity and trust, stipulated in chapter 6 of the Kenyan Constitution of 2010, to avoid all forms of conflict of interest, and to observe confidentiality".

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**Article One of the African Charter on Values and Principles of Public Service and Administration**

**Article One: Purpose**
The Charter of Public Service in Africa:
- Defines the principles and general rules governing African public services in terms of transparency, professionalism and ethics;
- Constitutes a means to realize the commitment of African States to promote these values within the administration;
- Represents a reference tool for all African countries, making it possible to guide the
Title II - Code of Conduct of the Public Official

Part I - Reference Values for the Public Official

The fundamental values of a public official are based on the public service and are articulated around professionalism and ethics.

Article 21: Professionalism

Professionalism lies in the mastery and the proper performance of his duties and tasks by the Public Official. Professionalism manifests itself in the officer's behavior at work and the constant effort he provides to develop, deepen and update his knowledge, and fine-tune the skills necessary to accomplish his tasks and improve his performance and productivity.

Article 22: Ethics

Ethics refers to a healthy culture, based on ethical values and principles. The Public Official must ensure the respect of the rules of law and the execution of court decisions. The Public Official is required to carry out his duties properly and effectively and to exercise rigor, responsibility, dignity, integrity, fairness, impartiality, loyalty, civility and courtesy in the fulfillment of his duties, particularly in his relations with his superiors, colleagues and subordinates, as well as with the general public. The public agent must at all times ensure that the public property for which he is responsible is managed in accordance with the legislation in force, in the most useful and efficient manner.

Part II - Rules of Conduct of the Public Official

The rules of conduct of the Public Official must be part of an integrated anti-corruption system. The conduct of a Public Official is regular when he behaves in such a way as to enhance public confidence and improve the image of the administration.

Article 23: Integrity and Moral Probity

The Public Official must refrain from any unethical or moral activity, such as misappropriation of public funds, favoritism, nepotism, discrimination, trading in influence, or administrative indiscretion. The public official shall not solicit, accept, claim or receive, directly or indirectly, any payment, donation, gift or other benefit in kind, to perform or refrain from performing his duties or obligations. It is reprehensible for a public official to offer a gift or other benefit likely to be in his favor or on behalf of family members or friends, an influence on the judgment or actions of a person. Under no circumstances should the public official use the public property or request the services of a subordinate for activities other than those falling within his functions or mandate.

Article 24: Conflicts of Interest

The public official shall not assume any function or position, engage in any transaction or have any financial, commercial or material interest that is incompatible with his functions, responsibilities, or duties.

Without prejudice to incompatibilities already defined by law or regulations, the public
official shall, to the extent required by his official position, declare his financial and commercial interests or the activities undertaken for profit, by himself or by members of his family, if this could give rise to a conflict of interest.

In the event of a possible or apparent conflict of interest between his professional position and his particular interest, he must put an end to activities likely to give rise to such a conflict. A public official appointed to a position of responsibility and trust must not, after having left his employment, for a period set by law or regulation, take unfair advantage of the functions previously occupied by engaging in certain gainful activities or by accepting a paid job in relation to his previous duties.

7. The sanctions and disciplinary measures

According to the legal and regulatory provisions in force, "any fault committed by an officer of local authorities in the exercise or on the occasion of the exercise of his duties, exposes him to a disciplinary penalty, without prejudice to legal proceedings".

Workplace disciplinary sanctions at the level of the LGs are governed by the General Statute of the Civil Service, the Staff Regulations of local governments, or the Labor Code in order to protect civil servants against any abuse of powers by their superiors. These rules therefore apply in all LGs.

Since the right to defense is a general principle of law, no decision of sanction is taken without the agent having had the opportunity to explain and defend himself.

The penalty applicable to a public official is often determined by the degree of the fault, the circumstances in which it was committed, on the regularity and on the proper functioning of the service. As a result, a list of disciplinary sanctions based on the level of misconduct, which is of three levels in most Francophone countries, is provided for: first degree, second degree, and third degree. One of the main sanctions and disciplinary measures planned in different countries could be: warning, blame, dismissal with no pay for a fixed period, reassignment, blocking advancement in terms of scales for a fixed term, the reduction of seniority for a specified period, the striking off from the promotion board, the temporary exclusion of duties, the reduction of grade, the demotion, the automatic retirement, the revocation without suspension of pension rights, revocation with loss of pension rights, and breach of contract for contract staff.

In addition, the authority that is competent to pronounce and apply the sanction depends on the seriousness of the fault. As a result, in many Francophone countries, the sanction is applied by the direct supervisor for first-degree sanctions, the Mayor or the President of the Council for some first- and second-degree sanctions. However, serious sanctions are dealt with by the Disciplinary Board in some countries or the Joint Committee sitting in Disciplinary Board, in others. For example in Benin, the disciplinary power belongs to the directors of the municipal services in the communes with special status and to the general City manager (secretary of the municipality) in the ordinary communes, for the sanctions of first degree, and the Mayor for those of the second degree. In Senegal, on the other hand, the disciplinary power belongs to the Appointing Authority.
In Anglophone countries with a *Local Government Service*, the sanction lies in the hands of the latter. In the other countries, the sanction is directly pronounced and applied either by the CEO / CAO or by the Council.

Despite this set of laws, it is clear that the conduct and discipline of African local governments is far from meeting the required standards. Thus it happens that one observes the existence of agents almost untouchable, which will never be the subject of any well deserved sanction and this, for various reasons, in particular political, of dealings with the local executive, clientelism, or cronyism. Thus, neither the City Manager (“Secretary-General”) nor the Head of Human Resources, let alone their immediate superiors, have any authority over such agents. It should be noted that the management of human resources, in many African Local Governments, is often dependent on the local executive’s perception of his function and the nature of the leadership he assumes and displays. This justifies, moreover, the fact that some local executives make of their chief of staff the linchpin of the local administration, to the detriment of the City Manager or of the Director General who are legally endowed with these attributions.

Other constraints faced by African Local Governments and the place and influence of trade unions and social partners. In the absence of an institutionalized and sustainable social dialogue, a well-deserved disciplinary measure is sometimes transformed into conflicts, even strikes and stoppages of service, greatly affecting the functioning of the service as well as the interests of the population and of the citizens.

8. **Working hours**

In accordance with the legal provisions in force and the internal regulations of each Local Government (LG) within which it operates, the staff of these entities is also required to respect working hours.

Although this is not the case, with regard to certain staff, for the reasons mentioned above, it must be emphasized that the working hours of a good number of LG officers exceed the legal duration that is scheduled for some categories of agents. This is the case, in particular, with members of the cabinet of the local executive branch, of the supervisory staff, of the municipal police, of the garbage collection services, of the wedding service agents, some of whom work on Saturdays or holidays, without these extra hours being paid. Most services of local public administrations also suffer from a lack of discipline in respect of the working hours, a lack of respect of which the population, the citizens and the users of these services are suffering.

It also happens that the arrangement of working hours is not motivating, especially for mothers.

It is rare for local governments to have continuous scheduling (uninterrupted work hours) for the agents.

9. **The Social Service**

This service is unfortunately not sufficiently developed in African local governments, as it should be. This is a strategic service because in charge of the treatment of cases relating to the social protection of staff or for the promotion of social works within these administrations. As such, this Service is in contact with each of the national institutions in charge of the social protection of workers, in particular the Fund in charge of the management of social benefits,
as regards the agents covered by the Labor Code, the Pension Fund of the Agents of the Central Government (CG), with regard to the civil servants and agents of the CG made available to the Local Government and enrolled on its budget.

Thus, from the start of service of each agent recruited by the Local Government and enrolled on its budget, this service declares the agent to the competent social institution, so that the agent can benefit from the social benefits provided by this institution. These are family allowances, work accidents and occupational diseases compensation, health insurance, retirement pension, death benefit, and other benefits.

However, it is noted that these benefits are provided with some difficulty because, although the financial levies on the staff salaries are made on a regular basis and although the share of the Local Government that is the employer has been budgeted, these contributions are often not paid to the competent social institution.

In fact, in some countries, the expenses related to these headings are part of the compulsory expenditure of the Local Government and its budget cannot be targeted, nor approved, even less executed, if it does not integrate, these annual expenses. This is the case in the legal framework governing the Local Governments in Morocco.

The fact remains that a revitalization of the Social Service is required at the level of each of the African local governments, because it is part of the services that can improve the perception that local officials have their administration.

### Local Health and Safety Committees
#### The Canadian experience

A local health and safety committee must be established in workplaces with twenty (20) or more employees. At least half of the members of the committee must be employees who do not exercise managerial functions. The duties of the local health and safety committee are numerous. It must:
- investigate and resolve complaints about employee safety promptly;
- participate in the development, implementation and enforcement of the occupational risk prevention program, if there is no steering committee in the organization;
- participate in all inquiries, studies and registrations regarding the health and safety of employees;
- collaborate with health and safety officers;
- participate in the implementation of changes that may have an impact on health and safety at work.
- inspect the workplace each month, in whole or in part, so that it is thoroughly inspected at least once a year.
10. The place and role of Social Partners

According to the legal and regulatory provisions in force in each African country, the social partners generally cover national institutions in charge of the social protection of workers, insurance companies, medical centers, etc. The strategic role of these partners in the efficient management of the human resources of African Local or Subnational Governments deserves special attention.

11. The cessation of work in the Local Governments in Africa

A great diversity of situations is observed at the level of reasons for termination of work within the African Local or Subnational Governments. While all countries seem to be interested only in the case of permanent cessation, countries like Benin have provided for legal provisions to regulate situations of "unjustified temporary cessation of service". According to Article 253 of the Law No. 2015-18 on the General Statute of the Civil Service, two major reasons may lead local government staff to a situation of temporary separation, namely a lack of irregular employment and a detention for common law offense: "the temporary cessation of service is the situation of the official who is absent irregularly or in detention for an offense of common law". But, in general, most of the legislative and regulatory measures analyzed, deal with the final cessation, although in Benin always, the temporary cessation can be considered as abandonment of post (thus a final cessation) if it lasts sixty (60 ) days.

Unlike temporary cessation, permanent termination of office entails the loss of the quality of the local official in Africa in accordance with the provisions governing it. Practically, the same constituent elements of the permanent termination of the functions in the African Local or Subnational Governments for the so-called permanent civil servants are noted: cessation for cause of death and loss of the mental faculties, cessation for reasons of admission to retirement, cessation for resignation, termination for dismissal or dismissal. This is essentially the same for contract officials. For example, Article 285 of Law No. 2015-18 of Benin enumerates the reasons for the cessation of work of non-permanent civil servants: completion of the employment contract, termination of the employment contract, resignation, admission to retirement, and death of the contract agent.

But these are only the most common conditions for justifying cessation of work in most of the African countries, which it would be useful to grasp as closely as possible in order to understand the ins and outs.

For example, permanent termination of service for cause of death occurs automatically following the death of the staff member concerned. As such, a certain number of prerogatives are recognized to the rights holders of the deceased civil servant. They benefit from the death benefit, the salary from the month of death of the person concerned to the pension of the deceased or, where applicable, the survivor's pension. Kenya's County Public Service Human Resource Manual clearly states that « Upon death of an officer, the next of kin will be paid death gratuity and dependents' pension. In case of an officer who has been contributing towards the Widows and Children’s Pensions Scheme the next of kin will, in addition, be paid the accrued benefits».

What is referred to as "retirement on medical grounds" in Anglophone areas is one of the important causes of termination. Of course, it is also effective in many French-speaking countries and consists of a duly established medical report of the loss of an official's ability to
perform his duties properly. Paragraph 29 of Botswana's Public Service Act expressly states that "if it appears to the supervising staff member that an employee is unable to perform the duties of his office or perform his duties satisfactorily because of a mental or physical infirmity, he or she shall order the employee in writing to undergo a medical examination by a physician approved by the Ministry of Health or a medical board appointed for that purpose by the permanent secretary of the Ministry of Health, in to determine his suitability or not."

As far as it is concerned, the final termination of duties due to resignation consists of a unilateral decision of the official to leave office; decision which can only be endorsed by the irrevocable acceptance of the competent authority. "The resignation can only result from a written request from the person concerned stating his unequivocal desire to leave the management of his administration or service. This decision shall take effect only after acceptance by the Appointing Authority and on the date it has been fixed " (Article 86 of Law No. 2011-08 of 30 March 2011 on the General Statute of Civil Servants of local governments in Senegal). This unilateral decision to leave office can sometimes lead to grievances against the person concerned. In Mali, for example, this decision may lead to the loss of a number of rights, such as the pension: "Any unilateral termination of office is punishable by dismissal and, where appropriate, the removal of pension. In the case referred to in paragraph 2 of article 89, he is also entitled to reimbursement of the costs incurred for his training, without prejudice to possible damages". (Article 90 of Law No. 95-022 of 14 March 1995 on the General Statute of Local Government Officials).

In addition, the permanent termination of duties following a dismissal is a regulatory decision (usually made by decree) of the competent authority (the Cabinet of Ministers for example) to terminate the function of an agent. It intervenes, very often, as a result of two facts: either following the abolition of certain positions, or following the finding of the professional incapacity of the agent concerned. Other facts may give rise to the dismissal of officials. As stipulated in Article 93 of Law No. 95-022 of 14 March 1995 on the General Statute of Local Government Officials of Mali, is automatically dismissed:
- the official who comes to lose Malian nationality or his civil rights,
- an official who, having benefited from lay-off, has not requested renewal or reinstatement within three (3) months of the expiry of the above-mentioned measure or did not effectively exercise his right to reinstatement upon expiry of the period of secondment provided for in Article 52 of that Statute,
- an official who has been sentenced by a national court to a criminal sentence or to a correctional sentence expressly accompanied by a ban on public employment.

- Admission to retirement

Retirement is the most detailed cause in each termination system. It can intervene on the request of the civil servant after that he has exercised for a certain time in the public service (10 years for countries like Kenya), but it intervenes mainly as soon as the employee's retirement age is effective. At this level, it is important to emphasize a broad differentiation of systems in the determination of the age of retirement. In some countries, the age of retirement is determined by the gender (or sex) of the staff member, while in others this age is determined from the level of occupies, or it refers to no social status, but simply to age as such.

- In Burundi, retirement is at age 55 for women and at age 60 for men, who can go, exceptionally, to 5 years more for each category, that is to say, respectively at age 60 and at
age 65 (Article 46 of Decree No. 100/067 of 21 April 1990 on the status of communal and municipal personnel).

- **In the Central African Republic**, and according to Article 121 of Law No. 09-014 of 10 August 2009 on the General Statute of the Civil Service, the age of retirement is set at 62 for civil servants belonging to a body of employment of the A1 hierarchy, at age 60 for those in the A2 or A3 hierarchy, at age 57 for those in the B1 or B2 hierarchy, at age 55 for those in the C1 or C2 hierarchy, and at age 54 for those in the hierarchy D1 or D2.

- **In Kenya**, the *County Public Service Human Resource Manual* limits the condition for the retirement of territorial officers when reaching the age of 60.

**- Employee benefits during retirement (pension and other benefits)**

During their retirement, local government officials in all countries enjoy a number of benefits that determine their pension plan. The quality of the retirement plan is one of the key factors in the strategy of attractiveness and retention of talent. In most countries, the pension is the main and very often the only benefit to retired staff as it is mandatory for all workers. In some countries, however, other forms of benefits are provided. Thus in Malawi, in addition to the pension, the agent at the time of retirement, receives a lump sum allowance (*Gratuity* = ¼ full pension). An agent who is not entitled to this allowance may be granted at the discretion of the treasurer a grace allowance "Ex-gratia payment".

In other countries, the retired person, who for reasons or other reasons, should continue his service with the administration, must do so under contract. This possibility exists, for example, in the Central African Republic, Mozambique and Uganda, it being understood that the pensioner is free to undertake any other activities of his choice.

- **The pension scheme**

This is mainly compulsory pension and some bonuses. Most countries have two types of pension schemes: the public service scheme and the contract scheme. This distinction is clearly visible in some Anglophone countries which distinguish between "pensionable officer" and "non-pensionable officer", to translate civil servants, entitled to the pension and contract agents, not entitled to the pension. This does not mean that contract agents are not entitled to a pension, but rather that they are subject to a "contract gratuity" contribution system. Both pension schemes are generally managed by different structures.

The pension is a right that deserves to be granted in the strictest sense. However, the right to a pension is obtained under certain conditions, the most common of which is to have served at least ten (10) years in the public service (Ghana, Malawi, Uganda) or at least fifteen (15) years in some countries such as Burkina Faso, Côte d'Ivoire, Morocco, Mozambique and Central African Republic. Agents who have not been able to fulfill these conditions will benefit from reimbursement only of their own contributions or a lump sum bonus.

- **Determination of the amount of the pension (system of contribution versus system of years of service)**

The amount of the pension is calculated differently from one country to another. Some countries adhere to a contribution system (around 20 to 25% of the salary of the agent in the majority of cases), on the one hand, the contributions of the administration as an employer and on the other hand, contributions from agents (withholding taxes).

- **In Burkina**, the employee contributes 8% while the administration pays 13.5%.
- In the Central African Republic, the monthly contribution is 22% of the salary, of which 19% is borne by the administration and 3% deducted from the agent's salary.
- In Kenya, the share of the Administration is fixed at 15% against 7.5% for the agent.
- In Mozambique, this contribution of agents is 7%.

In some Anglophone countries, only contract agents are subject to a contribution system in Uganda of around 20% of the salary equally divided between the administration and the employee. It should be noted, however, that for determination by the staff member, in some countries the percentage of the pension deduction is applied to only a few elements of the salary. This can further reduce the amount of retirement. In Morocco, for example, the guide of the Moroccan Pension Fund (CMR) states that "the affiliate contributes as of January 01, 2006 up to 10%, on the following basic elements of his remuneration: the salary basic salary corresponding to the grade, scale and subscale held in the original framework, including, where applicable, the compensatory allowance provided for in Article 32 of the General Civil Service Regulations; the residence allowance for zone C (namely 10% of the basic salary); All fixed and permanent benefits related to the statutory situation of the affiliate. The list of these allowances is attached to Law No. 011-71 of 12 kaada1391 (December 30, 1971) instituting a civil pension scheme. In this system, the pension is function of the number of years of contributions, whether contract staff or civil servants. In some cases, age accumulation is taken into account. In this connection, some countries distinguish two types of pension for civil servants: proportional pension (15 years minimum contribution) and normal pension (30 years minimum contribution). In some Anglophone countries like Liberia, Malawi and Uganda, the public service pension is fully supported by the state. In these countries, the amount of the pension is linked to the number of years of service.

- This is well illustrated in the formula for calculating the pension in Malawi which reads as follows: "Full pension = Final salary per year x period of service (in months) / 360".
- In Uganda, the pension is calculated on the basis of 1 / 500th of the annual salary at the time of retirement, multiplied by the total number of months of service completed (Pension = Duration of Service (in months) x salary / 500 ).
- In Liberia, there are three tranches: from 25 to 29 years of service, the pension is fixed at 1/3 of the last annual salary, from 30 to 39 years, the pension is fixed at half of the last annual salary, 40 years and over, the pension is 60% of the last annual salary.

Payment of the pension

Pensions are managed by national funds which receive the contributions and make the necessary payments to the persons concerned. Payments can be made monthly as in some Anglophone, or quarterly as is the case of many Francophone and Lusophone countries. It should also be noted that the rights holders of people who die before or after their retirement may, under certain conditions that are sometimes quite complicated, benefit from the pension.

**General Retirement Scheme in the Canadian Public Service**

Although many retirement readiness measures can be taken amicably or through management policies that are not part of collective bargaining, many collective agreements contain measures specifically designed to facilitate the transition to retirement. To this end, this scheme is divided into three sections:
- Pre-retirement leave which covers various provisions on early retirement and annual leave, in particular for older workers;
- Pre-retirement programs: focused primarily on financial assistance programs offered by employers;
- phased retirement which deals with phased retirement as well as post-retirement employment.

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opportunities, including delayed retirement and post-retirement work.

Municipal Pension Plan in Canada
The retirement by-law applies to by-laws that provide for pensions for employees or a class of employees that have been adopted by municipalities or local boards.

The pension is limited to an annuity payable in periodic installments at least during the life of the employee, from the date of retirement of the employee or, in the case where the employee retires due to illness or disability, within thirty-one days of the date of retirement. The pension comes from payments from the municipality or local board and deductions from the salary, salary or remuneration of the employee and interest thereon. The pension plans are, as the case may be: established by contract in accordance with the Government Annuities Act (Canada); established by contract with an insurer licensed under the Insurance Act, or financed by agreement with a trustee who is a trust company incorporated under the laws of Canada or any other provinces and registered under the Trust and Loan Companies Act, or established by a combination of these different methods.

Other situations of cessation of the activity
In addition to these classic cases of termination of service, there are other reasons which, on the other hand, depend on the peculiarities of each country. In Botswana, in addition to all these traditional elements (see Part VII of the Public Service Act, "Termination of appointments and retirement", SS 26-29), it is stated that serious misconduct may constitute a cause for dismissal of the local staff. A very large number of points (practically 20, ranging from the letter "a" to the letter "t") carefully enumerated by the law make it possible to determine what is meant by "serious misconduct": a habitual and repeated negligence of its duties, non-compliance with the law or reasonable orders given by the employer, etc. In Burundi, two scores accompanies with the term "insufficient" to the address of the local staff are sufficient to legitimize the beginning of the redundancy process.

II- Human Resources Development

"Human resources are a capital and an investment. African governments must consider human resources as an important component in national development" 44.

The latest HRM reforms in African public administrations, in general, have focused on strengthening the strategies and tools for the development of human resources, which for a long time has proven to be the "poor relation" of the public sector reform, whether at THE national or local level. Indeed, the limited managerial practices with regard to human resources in the administration of personnel and the management of staff files, could not allow the public administrations, both central and local, to make the most of their human capital in order to cope efficiently with the rising demands of the population. On the other hand, the problem of HRM at the local government level in Africa seems to be more related to the quality of management than to the quality of the human resources themselves. This is why, increasingly, the forms of modernization of HRM in local governments in Africa are reflected in the integration of the Human Resources development function into local strategies.

44 Seminar on Human Resources Management in Africa / Challenges for the Third Millennium, organized by CAFRAD, Tangier, Morocco, from 23 to 27 October 2000, unpan1.un.org
The development of human resources involves various management activities that, on the one hand, strengthen the performance of the agents, and on the other hand, to ensure their personal well-being and their development through the development of skills and improvement of living and working conditions.

In the following section, we will highlight some of these activities or practices included in the development of human resources, and thus the modernization of HRM and its upgrading.

1- Planning and adoption of an HR Strategy

The new approach to HRM aims to ensure that "the policies and practices of people management in an organization are all geared towards achieving the missions, strategies, strategic goals and objectives of the organization »." Indeed, the effective achievement of the strategic goals of an administration is linked to the efficient use of the means at its disposal. What is possible only through a planning which, while highlighting the needs, makes it possible to put in a coherent relationship at the same time the means at the disposal of the administration and the strategic goals that it sets itself. In other words, the optimal use of human resources absolutely requires the implementation of planning and strategy in terms of Human Resources Management.

- In this respect, it is interesting to note that, increasingly, planning is emerging and taking an important place in local government procedures in the field of RM, particularly in English-speaking countries. This is because in most of these countries, Botswana, Ghana, Kenya, Liberia, Malawi, Nigeria, Uganda and many others, there are procedural manuals on HRM, which for the most part have undergone revisions during the last five years. The latest revision of the Human Resources Handbook for Local Authorities in Ghana dates from 2016. This is rather rare in local public administrations in French-speaking countries. In several English-speaking countries, the procedures impose on local governments a prior human resource planning accompanying the recruitment strategy.

- Thus, in the Review of remuneration and classification structures and conditions of service in the public sector of Mauritius, human resources planning is "the most important management function that ensures the right kind of people, in the right number, at the right time and in the right place, and who is motivated to do the right kind of work, which allows both the organization and the person to get the maximum benefit. In summary, HRP (Human Resources Planning) aims to ensure the best match between employees and jobs ".

- In Ghana, the Human Resources Management Manual for the Public Service provides the public administrations with the necessary details to enable them to plan their human resources. According to this Handbook, human resource planning should take into account the following: the constitutive text of the organization, the mandate or functions, geographical coverage, extent of control and levels, availability of resources (number and skills), the affordability of the workforce (conditions of service), roles and responsibilities (job descriptions), inter-agency collaboration and coordination, career progression and development, work processes and flow of information, standards of classification and rank,

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45 Benson A. Bana, The changing role of the Public service Human Resources: from personnel administration to Human Resources Management, in Human Resources Management in African Public Sector, pages 3-29.
46 Review of Pay and Grading Structures and Conditions of Service in the public sector (civil service, parastatal and other statutory bodies, local authorities and Rodrigues regional assembly) and the private secondary schools, Pay Research Bureau, Mauritius.
integration of organizational objectives and planning of human resources management, as well as cooperation between employers and workers.

- **In Morocco**, the National Strategy for the Modernization of Public Administration and the Public Service, which began in the 1990s, retains as a priority the modernization of HRM within the public sector.\(^47\)

Human resources planning is based on methodological approaches and tools, the most important and most popular at the present time are: Forecast Management of Jobs and Skills (GPEC), The Databases of Jobs and Competencies (REC), the Human Resources Information Systems (HRIS), and the dashboards.

### 1.1. Forecast Management of Jobs and Skills (GPEC)

The GPEC is a Human Resources planning process that has grown in recent years and has strongly contributed to strengthening the strategic position of HRM in organizations. In some countries, like France, its adoption has even been made mandatory for private companies employing more than 150 people. However, it is practiced by many public administrations in Africa. In Morocco, the Ministry of Public Service, with the support of the World Bank, developed in 2008 a GPEC Methodology Guide which should serve as a framework for all public administrations. The vast majority of African Local or Subnational Governments that have put in place a forward-looking job management strategy are located in English-speaking countries. In French-speaking countries, apart from large cities such as Abidjan, Bamako, Casablanca, Dakar and Rabat, to name just a few examples, very few local governments have adopted a planning or forecasting approach for their human resources.

However, the HRM forecasting approach, in most local governments in Africa, is limited to the recruitment level, i.e. the recruitment plans that make it possible to forecast vacancies based on the rigor in general of the laws in the matter. While an effective GPEC must take into account not only the recruitment policy but also the affections, the distribution of the tasks, the reports within the administration, the training and the development of the competences as well as the improvement of the working conditions.

For this, it is important to understand the basic principles and tools of the GPEC that sometimes exist in the legislation but remain little implemented or put to avail.

- **The foundations of the GPEC**

The GPEC is essentially based on two principles: evaluation and forecasting or programming.

- **The evaluation** consists in carrying out a double diagnosis: a general diagnosis of the administration, with regard to its missions, its objectives and its general means, and a diagnosis on the human capital. The main purpose of the diagnosis is to determine skill needs. For this purpose, the analysis of the workforce and posts play important roles in the GPEC because it allows to know the list of the workforce, the profiles of the personnel, the list and the profiles of the jobs.

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\(^47\) See the main reforms undertaken in the Portal of the Ministry of Administration and Public Service Reform, [www.mmmsp.gov.ma](http://www.mmmsp.gov.ma).
- **The forecasting or programming**, for its part, consists in formulating actions to be undertaken in order to reach the objectives set in terms of the performance of the Human Capital needed to achieve the objectives of the administration previously cleared. This may concern recruitment plans, a reorganization of services, training plans, the revision of working conditions, etc. The implementation of these principles requires the use of certain tools for the collection and analysis of information on human resources. These tools are essential for effective management of human resources. Some local governments, without fully adopting the GPEC, have, however, implemented some of these tools.

1.2. **Job and Competency Repositories (RECs)**

CERs are tools for describing and analyzing job positions. They characterize each job and determine the corresponding personnel profile. RECs are indispensable tools in recruitment, especially, but also in terms of management and evaluation of human resources. They are mandatory for vacant posts and condition the publication of the job offer in certain legislations, in particular in the Manuals of procedure of the Human Resources which apply in several English-speaking countries (South Africa, Ghana, Mauritius, Malawi, Nigeria, Uganda, and Sierra Leone) and some French-speaking countries, such as Morocco. It is therefore common to see the existence of local government directories of trades developed in most of these countries.
Template of a REC put in place by the DGCL of Morocco

FE-A.11 Secrétaire général-adjoint

<table>
<thead>
<tr>
<th>Domaine d’Activité</th>
<th>Pilotage, Planification et Contrôle interne</th>
<th>Code</th>
<th>Révision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intitulé de l’emploi</td>
<td>Secrétaire général-adjoint</td>
<td>11 A-FE</td>
<td>13/02/2012</td>
</tr>
<tr>
<td>Autres appellations</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Positionnement hiérarchique

Rattachement hiérarchique
Secrétaire général de la commune

Entités hiérarchiquement subordonnées

Finalité / mission
- Assumer les responsabilités définies par le Secrétaire général liées notamment aux activités de soutien aux responsabilités générales de pilotage opérationnel de la Commune
- Coordonner la réalisation ou coordination d'activités permettant d'accompagner le Secrétaire général dans la réalisation de ses tâches et responsabilités administratives liées, en occurrence, aux affaires courantes de la Commune : gestion du courrier, suivi des plans d'action, coordination de la planification stratégique, archives, information de gestion, etc.

Contexte et facteurs d’évolution
Cet emploi se justifie, tout particulièrement, dans les communes de grande taille

Relations fonctionnelles

<table>
<thead>
<tr>
<th>Inténe</th>
<th>Externe</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Échanges permanents avec le Secrétaire général</td>
<td>- Relations fréquentes avec les autorités de tutelle et autres services déconcentrés de l’Etat, sous la supervision du secrétaire général</td>
</tr>
<tr>
<td>- Coordination avec les élus, sous la supervision du secrétaire général</td>
<td>- Relations occasionnelles avec les organisations de la société civile (ONG et autres) et les organisations professionnelles, sous la supervision du secrétaire général</td>
</tr>
<tr>
<td>- Communication permanente avec les chefs de division et les chefs de service, qui relèvent de son périmètre d’attributions</td>
<td>- Relations fréquentes avec les usagers</td>
</tr>
<tr>
<td>- Contacts réguliers avec les autorités de la Commune</td>
<td></td>
</tr>
</tbody>
</table>

Principales activités

1. Assister le Secrétaire général dans l’exercice de ses attributions
2. Assister le Secrétaire général dans la mise en œuvre et le suivi des décisions découlant notamment des délibérations du conseil par la préparation des différents documents administratifs ou outils nécessaires au suivi de décisions
3. Préparer les projets de rencontre et les soumettre au Secrétaire général pour décision
4. Sur demande du Secrétaire général, assurer la préparation des différents documents ou actes administratifs, techniques, budgétaires et comptables nécessaires à l’élaboration, à l’exécution et au suivi des décisions du président du conseil
5. Participer, à titre consultatif et à la demande du Secrétaire général, aux assemblées du conseil et des différentes commissions de la Commune
6. Soumettre au Secrétaire général les faits et les situations requérant une intervention juridique en faisant valoir les effets sur la Commune
7. S’assurer de la conformité des différents documents préparés pour présentation du Secrétaire général
8. Conseiller et accompagner le Secrétaire général dans la définition des orientations stratégiques notamment au niveau de la démarche et des outils nécessaires à son application
9. Développer et proposer au Secrétaire général une démarche et les outils facilitant la préparation et le suivi des plans d’action
10. Participer à la mise en œuvre et au suivi du plan communal de développement (PCD)
COMMON REPOSITORY FOR HRM IN THE PUBLIC ADMINISTRATION OF MOROCCO

Through this website, the Ministry of Administration and Public Service Reform (commonly known as the MMSP) provides human resources managers from different public administrations with the first version of the "Common repository for the management of human resources of the Moroccan public administration". The components of this Repository are:

- A directory of the concepts of human resources management (HRM);
- A dictionary of data and associated nomenclatures
- A directory of procedures and associated management rules that also provide access to communication protocols and associated print templates.

Source: www.mmsp.gov.ma, Common reference for HRM
2011 Uganda Employment Repository Template

In 2011, Uganda developed a Directory of Local Government Professions, with more than one hundred positions, produced by the Ministry of Public Service. The Reference Document is called: *Description of positions and Specifications of Jobs in the Local Government, 2011, Department of the Public Service*.

**Example of a REC:**
**Position Title:** Chief Administrative Officer (CAO)
**Scale of salary:** U1SE
**Reports to:** District President
**Responsible for:** Deputy Director General, Director of Finance, District Education Officer, District Health Officer, District Planner, District Production and Marketing Officer, District Engineer, District Natural Resources Officer, and District Manager.
**Job Purpose:** To lead the district civil service and provide strategic leadership in the development, revision, monitoring and implementation of central government policies and plans, strategies and programs and the district council, and ensure appropriate use and accountability of district council resources.

**Main results**
- The tax and other resources in the district have been accounted for;
- The legal decisions of the Council have been implemented;
- Local government councils and their departments have been informed and guided in their daily activities;
- Accountability and transparency have been promoted in the district;
- The activities of the district and of the lower council staff are supervised, coordinated and their activities monitored;
- Planning in the district is complete;
- Delegated and implementing services are supervised and coordinated;
- Safe custody of property, documents and archives of the Council is ensured;
- The liaison between the district council and the central government is effective;
- Strengthening and maintaining law, order and security in the district, in conjunction with security agencies in the countryside.

**Key functions**
- Manage and guide the implementation of all legitimate Board and Central Government policies, plans and strategies, programs and by-laws;
- Guide, supervise, monitor and coordinate district and lower level staff and activities, local government councils for law enforcement and relevant policies;
- Promote accountability and transparency in the management and delivery of council services in the district and compliance with the Financial Regulations and Directives in force;
- Promote the development, review and appropriate management of district plans and strategies;
- Supervise and coordinate the activities of all delegated services and service officers in the district;
- Promote and strengthen collaborative links between the district council and the central government for the effective implementation of government policies and the achievement of national objectives.
vii. Provide technical support and advise district political leaders to facilitate the effective decision-making process of the council;
viii. Liaise with the country's security organs to ensure the maintenance of law, order and security in the neighborhoods;
ix. Promote the custody of all property, documents and archives of the local government and of the council.

Profile of the person
(i) Qualifications
• Have a Bachelor's level (Bachelor's degree or Master's degree) in social sciences, development studies and social work, social administration, or arts, or management, or law or business (management option) or business administration (management option) or business studies (management option);
• Plus a certificate in administrative law and a master's degree in public administration or management or in Human Resources Management, or in development studies, or management or finance and accounting from a recognized university or institution.

(ii) Experience
• Have at least ten (10) years of experience in the public service, of which at least three (3) at the level of deputy chief administrative officer at the government level or equivalent position / or relevant level of experience of a reputable organization.

(iii) Skills: plan, organize and coordinate; Human Resource Management; management of the organizational environment; time management, leadership and teamwork; responsibility; change management; communication; ethics and integrity.

Even though they are not very numerous, there is an increasing number of Local Governments in Francophone countries that are developing their own RECs. One example is the municipality of Agadir in Morocco. However, overall, one notes that very few Francophone African countries have generalized job referencing to all Local Government jobs. France has undertaken, through the CNFPT, to list and reference the 275 professions of the Territorial Public Service, for several decades already. The REC is indeed The CER is indeed an instrument that allows the administration to attract and target the profiles sought, and especially to adapt the demand. People looking for a job tend to adapt better to the conditions of job offers both in terms of training and skills.

It is important at this level that the central administration be involved to first harmonize the RECs in Local Government trades at the national level, and then support and support the Local Government for their ownership, their effective adoption at the level of each local administration, and their implementation. In a number of countries, similar projects have started and are now only waiting to be effectively implemented at the local government level. This is particularly the case in Morocco, where a project for the elaboration of a Directory of municipal trades was conducted by the DGCL (General Directorate of Local Governments) between 2010 and 2014. It identified more than 200 communal professions. In 2013, Chad also benefited from the support of the French cooperation for the implementation of standard guidelines for city trades, which contains fifty (50) listed and analyzed professions. Some Local Governments, convinced of the importance of these tools of modern human resources management, do not hesitate to use consulting firms to set up their REC, as is the case of

48 http://www.cnfpt.fr/evoluer/lemploi-fpt/le-repertoire-des-metiers
Agadir Municipality of Morocco which outsourced part of its resource management activities, as noted above.

1.3. The Human Resources Information Systems (HRIS)

The Human Resources Information System (HRIS) refers to the collection of tools for the collection and management of information on human resources within an administration. This is usually an information system and databases that contain all the information related to each officer's file, making it a very important strategic tool for HRM modernization and implementation of the GPEC (Prospective Management of Jobs and Skills). It is also a decision support tool, especially for planning and evaluation. Thanks to technological innovation, integrated information systems make it easier to manage all actions related to personnel management, including career management, file updates, management of payroll, leaves and absences, etc. Moreover, computerization at this level offers an additional security guarantee and reduces the problem and cost of archiving administrative records.

In the absence of human resource management in many African local governments, the HRIS either does not yet exist, or it is not very valued, as it sometimes has shortcomings sometimes leading to loss of information or records of agents. Also, to avoid such situations, more and more local governments are trying to modernize their information systems, through the use of computer software designed for this purpose. This is especially the case in most Anglophone countries, such as Botswana, Ethiopia, Ghana, Kenya, Liberia, South Africa, Uganda, Seychelles Sierra Leone, and South Africa, and many others. In Francophone countries, only a few large cities have implemented their computer-based HRIS.

1.4. The dashboards

The dashboards are also among the main modernization tools for HRM, since they make it possible to monitor the day-to-day management of the HR strategy and to collect operational data on a regular basis on the functioning of HRM within the administration, especially from previously defined indicators. This is one of the main roles of the Human Resources Manager and its use is very common in most local governments.

2. Attracting, retaining and developing talent

According to the modern definition of Human Resources Management, it also means "attracting, maintaining and developing talent". In other words, the HR strategy in an administration must allow it to recruit the people with the best and specialized profiles, through a modern policy of recruitment and career management. Human Resources Management must not only make it possible to retain the staff recruited through the implementation of quality management and staff motivation, but above all to implement skills development activities that can increase the performance of these agents.

This modern approach to HRM remains a major challenge for local public administrations, which in the vast majority of cases have difficulty attracting talent, building loyalty and developing the skills of their staff. As a result, employment at the local level is in the majority of cases, "a choice of last resort", after the attempts to the structures of the State (central and territorial or deconcentrated), the private sector, and more recently of the civil society, the
international organizations and the donors. It happens just as often that these talents migrate to the foreign countries likely to offer them better conditions of development and a more pleasant living environment. Similarly, the Local Government experiences a very important rate of "Turnover" demonstrating, if need be, the discomfort experienced by the staff who leaves local administrations as soon as an opportunity is offered to them at the national or international level.

Local Governments may also find it difficult to find candidates for fill vacancies or fill demanding positions with people with specialized profiles (accountants, engineers, architects, HR Managers, computer specialists)

The lack of resources is not the only cause of this situation. The quality of HRM in local governments is one of the main factors behind this situation. However, it should be emphasized that in some countries steps are being taken to change this negative image, perception and situation to upgrade employment at local government level. These measures are, among others, the revision and strengthening of statutes to make them more motivating, the revision of HRM procedures manuals, the professionalization and upgrading of HR managers, the raising of salaries, the improvement of living conditions and working.

The attraction and retention of talent is thus reflected in the HR strategy of local governments in a growing number of African countries. This is well illustrated by the Human Resource Management Handbook for the Ghana Public Services of Local Governments which underlines that "Recruitment, selection and retention is the most critical and important function of human resources. Unless the Local Government Service (LGS) employs the best available staff, it will not be able to grow and provide effective services to its clients. Employees must be motivated so that the Service can achieve its objectives. All stages of recruitment, selection and retention processes are also important to attract and retain good talents." 49.

49 Human Resources Management for MMDAs, Ghana, page 11.
"The implementation of a strategy of attractiveness and retention of talents in public administrations, requires answering some questions that may well be adapted to the situation of local governments:
- What talents does the current and future Public Service need?
- Does this talent exist in the environment? If not, what are the policies and strategies that can provide a talent-rich environment that the current and future public service will need?
- Who are the competitors for the same talent?
- What strategies should the public service adopt to overcome competition, attract and retain the best talent?
- And what should the human resources manager do in his daily routine to attract the best talent in the public service?";

In addition to the recruitment processes analyzed above, the strategy for attractiveness, retention and skills development mainly concerns status, career prospects, living environment, integration of employees, the modalities of motivation, training and skills development, evaluation and performance management.

2.1. Modalities and mechanisms of motivation

The question of staff motivation is fundamental in all HRM organizations and approaches, as it is well known that staff motivation is one of the main sources of performance for an organization. Indeed, the motivation and commitment of employees that results is one of the factors that make the performance and success of organizations. Also, the search for the motivation of human resources is one of the major objectives of HRM in organizations. Motivation or non-motivation of staff appears as the result of a good or bad HRM strategy.

The motivation of human resources in local public administrations is a major concern in terms of working conditions and the quality of HRM unattractive, compared with the private sector and central governments. All public administrations, whether local or central, have various motivational mechanisms for their agents. The problem sometimes lies in the effective implementation and effectiveness of these different mechanisms. Therefore, it is the responsibility of local executives and HRM managers to clearly identify the main sources of motivation for their agents before defining tools or mechanisms of motivation.

50 Dr. John Mary Kauzya, Strategies for Attracting and Retaining the Best Talent in the Public Service in Africa: Challenges and Strategies, op. cit. p
It is in this sense that in the survey of local government employees, a question was asked about the main sources of motivation and / or demotivation. It shows that the importance of the mission, in other words the feeling of being at the service of society and the general interest, seems to be the main source of motivation within local administrations.

**Main sources of motivation of the personnel of LGs:**

![Sources of Motivation]

On the other hand, the main elements of demotivation mentioned by the interviewees are: the lack of recognition of the efforts by the superiors, the very difficult and constraining work environment, the status and the unattractive career plan, the devaluation of the resources in general, insufficient remuneration, lack of innovation in the local public administration, lack of material resources, etc.

### 2.2.1. The main mechanisms for motivating human resources

The motivation of human resources in African local public administrations takes various forms. In the Human Resources manuals of some countries, these different forms are specified and the most important of these can be grouped into three categories: material motivation, professional motivation, and moral and social motivation.

**a- The material motivation**

It remains the main motivation in most administrations. It is determined by the different forms of material gains granted to the agents, namely the salary and the various allowances, even if for some agents the salary is more a condition of the work, while the motivation concerns the additional benefits which push the agent to provide more efforts and feel fulfilled. These benefits would be, for example, periodic salary increases and the payment of bonuses. An example is the annual increase in salaries received by public officials in Anglophone countries on the basis of the performance appraisal or the thirteenth month of salary (13 months), as is the case in the private sector. In Burundi, Article 31 of the Staff Regulations, mentioned above, provides that the Mayor may, under the conditions he determines, grant bonuses to agents "who have special knowledge or abilities, who perform a difficult or dangerous function, or when the missions are related to the handling of funds ".

The payment of allowances or bonuses also appears as an important means of motivation, such as overtime allowances, travel allowances or allowances for the performance of additional assignments and tasks. Among the material benefits, one can also mention company cars and other means of travel, fuel endowments, phone subscriptions, and the like.

Material motivation actions as important as they are not sufficient and are sometimes even beyond the means of some local administrations. Sometimes these administrations are even struggling to ensure the payment of the salaries of their agents or are considerably delayed in paying these emoluments. In these circumstances, it is important for them to take into account other non-material forms of motivation.

b- The professional motivation

Professional motivation is determined by a set of actions aimed at improving the working environment and the professional promotion of agents. First and foremost are the statute and the career prospects. Thus, a strengthened and rewarding status granting the necessary guarantees and a well-defined career plan are important factors for motivating and retaining talent, particularly in local public administrations.

The second factor that counts in the professional motivation is the working relationship, either with the superiors or with the colleagues. This relationship is very decisive in the motivation of human resources. This is why in many countries supervisors are involved in the HRM strategy because of their decisive role in this regard.

Professional motivation also calls for the establishment of better working conditions: clarity of missions and its objectives, mission organization, user-friendly workspaces, availability of tools and work supplies, catering spaces, mixed toilets nursery, children's room, prayer room, library and documentation center, staff transportation, etc. It remains of course, that it depends on the means available at the level of each Local Government. It is worth mentioning the example of the municipality of Tevragh-Zeina, Mauritania, which has set up within the town a catering service allowing agents to eat on site and at a lower cost.

The training and skills development activities (internships, study tours, conferences, etc.) are also sources of professional motivation.

c- The moral and social motivation

Moral motivation creates agents' sense of pride and belonging. It is reflected through actions of recognition of merit. Indeed, the recognition of work is ranked among the main motivators. It is considered by some agents to be the most important form of motivation. Recognition is about recognizing an agent's merit, seriousness, commitment, creativity, innovation, assiduity, loyalty, or congratulating the agent when he has accomplished his mission according to the expectations of his administration and of his line managers, and if he has contributed to the achievement of the goals of his organization. This recognition can be made between the superior and his collaborators or be the subject of a collective celebration.
Excerpt from the Civil Service Regulation Handbook in Uganda (2010)
Section: Recognizing and rewarding performance

19. As part of the performance management system, there must be a reward and recognition system for individuals, teams and institutions. Under this regime, public agents will be recognized and rewarded individually, in teams or as institutions for their contribution to the achievement of organizational objectives.

20. The system will be based on non-monetary decisions, centered on human needs for fulfillment, recognition, responsibility, influence and personal growth.

21. The program must foster a work environment that values employees and facilitates a workplace that motivates, excites, encourages, stimulates and rewards.

22. There will be an Employee Rewards Committee established by the Manager to receive, evaluate applications and approve awards.

23. The scheme will apply to all civil servants of ministries, of departments, and of local governments.

24. Recognition and reward of exemplary performance is used to support the development and enhancement of a productive work culture, engagement, attraction and retention of outstanding employees in the public service.

Mister Norbert Zadi Gokui
Expert-Consultant International in Local Governance, former City Manager (“Secretary General of Commune“)

“When a Local Government has a competent and dedicated staff, imbued with" Local Culture " and placing the Honor and Nobility of the Local Profession over the outward advantages of Rank and Fortune, hope is allowed. “

As far as social motivation is concerned, it consists of the implementation of social actions in favor agents (implementation and subsidy of social work, support to agents during some events (studies, marriage bonuses, baptisms, diseases, deaths… access to housing, access to a loan for the purchase of housing at preferential rates, holiday camps for the children of agents, pilgrimage, and other incentives).
The main forms of motivation granted to the civil servants of The Municipality of Kenitra in Morocco

I- The material motivations

1. Pecuniary motivation
   - Travel allowances: allocated to Division Heads, Heads of Service, Project Managers and certain officials.
   - Allowances for arduous and dirty work: allocated to all the staff of the municipality classified in scales 6 to 9.
   - Allowances for overtime: granted to municipal officials and workers and mainly those working outside the statutory hours. This mainly concerns the personnel assigned to the administrative annexes responsible for document authentication services as well as the staff responsible for the maintenance of public lighting and green spaces.
   - Allocation of an annual subsidy for the benefit of the association of the social works of the staff of the commune

2. Other Motivations
   - Service cars are available to all Division Heads and some Service Heads.
   - A fuel allocation granted to all managers, managers and project managers.
   - The telephone subscription for the benefit of the managers and project managers.
   - Motorcycles for couriers.
   - Clothing for couriers and workers.
   - In-kind support on the occasion of the holy month of Ramadan, to a category of civil servants.

II- Moral motivations
   - Ceremony in honor of retirees.
   - Ceremony of thanks for the efforts made by the civil servants and agents following the preparation of exceptional events.
   - Group meal breaking the fast during the month of Ramadan.
   - Celebration of March 8 each year in honor of female civil servants of the municipality.
   - Organization of training sessions for the benefit of the communal staff.

2.2. Evaluation and performance management

Evaluation is a critical step in any modernization approach to HRM, particularly with respect to planning. In the job and skills forecasting approach, the evaluation of staff performance is a critical phase, as it links individual contributions to the strategic objectives of the public administration. The important thing about evaluation is that it allows the administration to know the strengths and weaknesses of agents, to follow the evolution of the skills of its Human Capital in order to better guide and adapt its HR Strategy, always linked to the achievement of its strategic objectives. Performance evaluation "is a comparison of employee productivity with pre-agreed and pre-established standards and activities. The evaluation of performance therefore requires, and above all, a precise determination of the activities or work to be performed by the employee. These activities must be targeted towards the

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51 Presentation by Mrs. Leila Mellah, Chief Financial Officer of the Kenitra municipality of Morocco, during the 2nd Focus Group on HRM at the local level in North Africa, Rabat, Morocco, on July 5th, 2018.
accomplishment of the objectives of the organization. An agreement is needed between the employee and the employer on the work to be done and the manner of doing it. This is in the contract or description of the work signed by both parties" 52.

The culture of the evaluation of human resources is not completely absent in the HR practices of African local public administrations with regard to the abundant legal provisions in this area. In all countries, the evaluation of personnel is subject to precise and extensive regulation. Nevertheless, the problem lies in the effectiveness and efficiency of the devices provided.

- **In Burkina Faso**, for example, the evaluation is provided for in Article 83 of Law 003 on the TPS Statute, which provides that "except in the case of exemption provided for by decree of the Council of Ministers, any civil servant who justifies more than six months of service in active or secondment, must be subject, each year, to an evaluation expressing its performance in the service. The power of evaluation belongs to the immediate superior of the civil servant who exercises it on the basis of either a letter of mission or an indication of expectations ".

- **The Human Resources Manuals in the Anglophone countries** make it point to assess the performance of the human resources.

Before giving an overview of evaluation schemes in African public administrations, it is important to recall, albeit briefly, performance standards in local public administrations in Africa.

**a- Performance standards and indicators**

Performance management has become quite common in the discourse of public administration managers, having for a certain period been the preserve of the only private sector whose activity is mainly oriented towards quantified results. Today, some local public administrations take ownership of the concept and approach even if implementation is still embryonic. They publish quality standards in the delivery of user services and set global and individual performance indicators. In some countries, such as Ghana and Uganda, overall performance standards as well as quality standards in service delivery need to be published and made available to users in order to "enable clients and stakeholders to seize Ministry, departments, Local Governments to report on their results, services and commitments »53.

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52 Seminar on Human Resources Management in Africa / Challenges for the 3rd Millennium, op. cit.
53 Ouganda Public Services Standing Orders (2010), page 34.
b. The evaluation systems in local public administrations

The evaluation mechanisms (or even scoring mechanisms in most Francophone legislations) in the practice of African local public administrations is grasped through three elements: the actors of the evaluation, the evaluation process, and the consequences of the evaluation.

b.1 The actors of evaluation

Depending on the specific context of each country, the evaluation mainly involves: the immediate supervisor, the head of the administration (SG, CAO, CEO), the local executive (the mayor or the president of the council), a public agency (Local Government Services) and a commission (joint committee, ad hoc evaluation committee).

Responsibility for evaluation generally rests in the Francophone regions, either to an immediate superior (in the case of Benin) or to the head of the administration or a commission, who assigns every year to every public official in activity or on secondment, a score according to the criteria set by each country. In some Francophone countries, the joint committees may also sit in evaluation matters. In Algeria and Senegal, this responsibility falls to a superior ("immediate superior in Senegal" and "the approved hierarchical superior in Algeria"). In Morocco and Togo, the responsible actors are respectively the "head of the administration" and the "head of the local administration". The scoring power belongs, in the case of Mali, to the "local executive", that is to say the mayor or the president of the council.

In the vast majority of Anglophone countries, the “Local Government Services” play as important a role as supervisors in the evaluation process, especially the human resources manager who, on the contrary, has little or no most Francophone countries. In the case of a
senior executive, an *ad hoc* evaluation commission is in place, consisting of a representative of the *Local Government Service Commission*, of the Council, of the line managers and of the HR manager, similar to the practice in Sierra Leone. In Kenya, the executive committee of the county is responsible for setting up the agent performance appraisal system.

**b.2. The evaluation process**

The evaluation process takes place through two main approaches: the participatory approach that associates the agent with the evaluation process and the confidential approach that limits the process between the immediate supervisor and local government officials. However, it must be recognized that the participatory approach is the most widespread and takes the form of an interview between the officer and the evaluator or evaluators.

In most countries, especially Anglophone countries, there are evaluation interview guides. This interview generally focuses on the assignments assigned to the agent and sometimes on previously defined performance indicators. The evaluation based on previously defined performance indicators is more relevant than that which is limited to missions in general. The interview is preceded or conducted on the basis of an evaluation sheet completed by the officer and the line manager following or during the evaluation interview.

In the confidential approach, the agent's rating is based on a report presented by the supervisor. It happens, however, that the evaluation is limited to the production of this single report of appreciation of the immediate superior. The officer who has been assessed is only informed about the rating or outcome of the assessment. There is no doubt that this approach has limits or could lead to abuse, particularly by the superior. It is widely accepted that evaluation must respect the principles of fairness, impartiality and professionalism. Complacency may expose the person who evaluates and records disciplinary sanctions, if it turns out that there was abuse of power. The evaluation criteria are numerous and generally cover the following aspects: professional quality, work behavior, teamwork, creativity, performance, attendance and respect for schedules, ability to take initiatives, writing and design skills, etc.

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**The role of the evaluator according to the Human Resources Manual for Local Councils in Sierra Leone**

The evaluator must make the following preparations before proceeding with the evaluation:

1. identify a time and a suitable place to hold the evaluation meeting by ensuring that the environment is comfortable and that there will be no interruption,
2. provide the personnel with the necessary documents,
3. prepare for the meeting by referring to the assessments of previous years (if they exist) paying attention to mutually agreed goals and action plan,
4. take note of the questions that will be addressed during the meeting / dialogue / interview,
5. In conducting the evaluation session, the evaluator must ensure that the meeting is a two-way exchange by encouraging the agent to speak out, that past performance, future actions, training needs and development of the agent are fully addressed and that the achievements of the agent are known,
6. the activities and incomplete results are discussed in a cordial environment,
7. the topics in the notes are addressed,
8. he/she took notes to complete the evaluation form,
9. all agreed objectives are related to departmental/service objectives or individual skill requirements, or career development goals.

b.3. The consequences of the evaluation
It is important that the evaluation be followed by consequences in order to give it full meaning and scope. The evaluation must also be followed by recommendations for the future. It is these two dimensions that enable the evaluation to be relevant to the optimal functioning of the administration and the improvement of its performance.

In practice, and based on the survey carried out among CTA staff, the main positive consequences of the assessment for most people are: promotion, salary improvement, bonuses, training.

The evaluation can also lead to sanctions: demotion, lower wages and sometimes in some countries, such as Burundi, dismissal. It can be observed, however, that 21% of those surveyed believe that no consequences follow the evaluation in their case.

Evaluation may also lead to sanctions: demotion, lowering wages and sometimes in some countries, like Burundi, dismissal. It can be observed, however, that 21% of those surveyed believe that no consequences follow the evaluation in their case.

Extract from the Law on TPS Status in Mali

Article 90: The scoring is expressed by one of the following appreciations: "very good", "good", "fair".
The "Very good" and "Fair" appraisals must expressly be the subject of a report card, the model of which is set by regulation.
The "Good" rating corresponds to normal performance and behavior, it is granted implicitly, without the establishment of a report card.
The ratings "Very good", "Good" and "Fair" are credited respectively with three (3) points; two (2) points and one (1) point.

Article 91: In addition to the cases referred to in paragraph 3 of Article 89, the implicit note "Good" shall mean employees who, during the whole of the reference year, were in an interruptive service assimilated to the activity, or are, on the date on which the rating is established, in a secondment position.

Article 92: Any second degree sanction, other than the dismissal of a senior staff member, imposed during the reference year, automatically entails the awarding of the grade "Fair".

Article 93: The grade "Very good" is reserved for an elite of officials who have demonstrated qualities worthy of being cited as examples.
Only those employees who have been in active service for at least nine (9) months during the reference year of the rating can be considered "Very Good".
The benefit of this assessment is excluded if the staff member is subject to a disciplinary procedure at the time of the grading, or if he has been the subject of a 1st degree sanction during the scoring reference period. The granting of this ("Very Good" rating) automatically entails the registration for the reference year on the Table of elite Officials.
2.3. The integration and orientation process for new recruits

Current HRM standards include the implementation of specific mechanisms to facilitate the integration and orientation of a new employee in the administration. It is a question of helping the new agent to get acquainted with his new working environment, through a better knowledge of the missions, the organization and the operating modalities of the administration, the services, the main regulations and procedures colleagues and other officials. Integration and guidance, when properly implemented, reinforce the agent's trust as much as his loyalty and sense of belonging to the administration. This is why the welcoming, induction, and guidance for the new employee are all factors that allow the administration to attract, retain and develop talent. Unfortunately, in many countries, the integration and orientation of the new agent is sometimes neglected, which has a negative impact on the image of the administration and the successful conduct of the probationary period. It is clear from the texts on the subject that integration and orientation are practiced much more in Anglophone than in Francophone countries.

- **In Francophone countries**, integration and orientation are confused with the supervision given to the new agent during his probationary period by the immediate supervisor or the designated trainee. From this, it could be deduced that the agents exempted from the internship obligation do not benefit from integration and orientation.

- The situation is different in the majority of Anglophonic countries, where different texts related to HRM address the issue of orientation and integration. Among the main integration and orientation activities for new employees in these countries, we can note:

  ✓ **Special training for new employees called "induction training"**: In almost all English-speaking countries, this training is mandatory for all new hires into the public service. In Kenya, for example, item 1.1.4 of the County Public Service Manual, states that: "newly recruited or transferred officers must undergo integration training within three months of joining the County Public Service". These courses are often delivered by the Schools or Institutes of Public Administration like the Public Service College in Uganda, Public Service School of Mauritius, Institute of Local Government Services in Ghana, etc. The training covers the main functions of the public administration, the rules of its organization and operation, the procedures, the public service system, etc.

  - **Sharing and explaining the different procedure manuals including the Code of Conduct**: In Sierra Leone, for example, according to the Handbook of Human Resource procedures, the supervisor has the obligation to ensure that staff, particularly newly recruited, has read and approved the Code of Conduct.

  - Various other activities are possible for a successful integration of the new employee, such as the meeting of the most important people in the administration, the visit of the various services, the delivery of a kit that can contain several elements (information on the administration, the organization chart, the manuals of procedures, the Code of Conduct, small symbolic gifts...).
Integration and referral activities differ according to the quality and category of agents. A senior official who joins a new service will not be welcomed and integrated in the same way as an agent who is in his first experience working with the administration.

2.4. Integration and management of diversity and gender

Taking account of diversity and its integration within an organization goes hand in hand with the fight against all forms of discrimination, inequality or exclusion. It is also a democratic advance that has a broader positive meaning, aspiring to respect, value and integration of differences in the development dynamics of a given country, as part of a and a convergence towards a common vision that integrates all the components as well as the potential of society. It is also a strategic lever that promotes participation and inclusion.

Like society and the demographic composition, the public service in general is characterized by the diversity of its human capital, in terms of profile, career path, qualifications, gender, age, origins, place of residence, state of health, culture and religious or spiritual beliefs. Diversity is also organizational, structural and functional. Whether at the national, local or extraterritorial level, whether they are recruited, appointed or elected officials, the issue of diversity is now a critical issue for public administration, governance and performance. This raises acute issues for the public sector, faced everywhere with increasing diversity of actors, people, territories and interests.

From the outset, it must be remembered that equality, non-discrimination and respect for diversity are fundamental elements of international human rights law. Taking into account diversity is also a response to concerns for social stability, sustainable development and good governance.

A local public administration that takes into account and integrates diversity and gender, ensures the implementation of a strategy and creates a favorable and supportive environment for women, for young people, for people with disabilities or for reduced mobility, for minorities, etc. Such a strategy and environment must have a double dimension: internal, concerning its own workings, its organization and its modes of operation, and external, vis-à-vis its environment.

"Diversity is a crucial issue in the history of all societies, regardless of their level of development or their mode of political organization. In practice, the promotion of diversity includes all the measures taken to analyze, understand and manage the differences between individuals and groups, including efforts to combat all forms of discrimination based on intrinsic or extrinsic characteristics. Respect for diversity, a multifaceted issue in an increasingly complex world, poses significant practical challenges, including consideration of multiple prohibited grounds of discrimination, diverse cultural contexts and different approaches to promote diversity both within the administration and the implementation of public policies in general (...).

Equality, non-discrimination and respect for diversity are fundamental elements of human rights and a number of instruments and structures have been put in place to advance these principles, including the Sustainable Development Agenda by 2030 (... ) 54.

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2.5. Training, skills development and capacity building

Training and skills development for human resources are different activities that enhance the knowledge, skills, attitudes, and behaviors of agents to enable them to positively contribute to waiting for the development objectives of the administration. If local governments are required to recruit qualified individuals, they are required to support these new recruits through integration training, and then through training and capacity building programs throughout their careers.

Indeed, in order to provide citizens with quality services, local governments are under an obligation to continually improve their means of action and the capacities of their human resources. Training and skills development are therefore necessary and part of a modern HRM strategy for the attractiveness and retention of talent in the administration, while being a lever for promoting and anchoring local performance.

To ensure better coherence, regulation and pooling of resources, each State should, in principle, set up a National Strategy for Training, Skills Development and Capacity Building, which will be implemented at territorial and regional level. local, through participatory and inclusive approaches.

a- The duty of training, skills development and capacity building

In virtually all African countries, training and various skills development activities occupy a central place in the management of personnel in local administrations, at least theoretically, if one refers to the different statutes and other HRM procedural documents. In practice, it is difficult to make the same observation for all countries. In many legislations, the training of agents is even mandatory.

- **In South Africa**, the Local Government System Act (2000) states that "a municipality must develop the capabilities of its human resources at a level that enables it to perform its functions and exercise its powers in an economical, efficient, effective and accountable manner and must therefore comply with the 1998 Skills Development Act. 1998 (Act 81 of 1998) and the Skills Development Levies Act, 1999 (Act 9 of 1999).

- **In Mali** where it is mentioned in the Law on the Staff Regulations of Local & Subnational Governments that "professional training on the job is a duty for the civil servants". (Article 27).

- **In Benin**, Article 336 of the General Statute of the Civil Service states in the same direction that : "Every territorial official has the right and the duty during his career to improve and complete his professional training, either through further training or through on-the-job training, or through specialization ".

- Similar provisions can be read in the legislation of several other countries.

In practical terms, it must be said that situations differ from one country to another.

In some countries, we have a profusion of training offers targeting Local Government, in other countries, there is a real lack of training offers. Among the countries that take very seriously the training and capacity building of local government human resources, mainly the Anglophones countries (South Africa, Botswana, Ghana, Kenya, Namibia, Nigeria, and Uganda) and also Francophone countries (Benin, Burkina Faso, Cameroon, Mali, Morocco, Senegal, and Tunisia) as well as Portuguese-speaking countries.
Most of these countries have national Local Government human resources development and capacity-building programs and have established institutes or programs for the implementation of these training strategies. The Directorate of Training of Administrative and Technical Staff (DFCAT) of the Ministry of the Interior of Morocco is an example that can serve as a model or source of inspiration for other countries. The success of all training and skills development activities depends on good planning, which must begin with the identification of training and skills development needs.

b- Identification of training and skills development needs

Identifying training needs has become a buzzword in the design of training programs. All legislations are unanimous on the need to precede any training activity by a clear identification of training needs. Training programs based on the general skills of Local Government or simply based on what the trainers deem essential for the participants, rather than on the real needs of the participants, have had only very limited effects.

The purpose of the training needs assessment is to bridge the gap between training and practice by inventorying and analyzing the knowledge, skills and attitudes required for the tasks that the participants perform (or are expected to perform) within the framework of their missions and attributions.

The need for training is aroused by different situations:

- **Performance issues.** There may be big differences between the performance expected of a person and their actual performance: These differences can be due to new tasks (new systems, new technologies and knowledge), they can be caused by other priorities within the current tasks, highlighting certain weaknesses, as they may be caused by a change of function. In any case, many performance issues are often due to the organization and not the lack of staff skills (e.g. inadequate systems, structure, staff motivation).

- **Training can be mandatory.** Management realizes the gap between required performance and actual performance, but staff do not understand the problem, or are not willing to invest time and effort to solve the problem. Training may sometimes be required for legal reasons or under pressure from a donor or donor.

- **Training can be a habit,** by proving automatic training organized for legal reasons, for reasons of tradition or public relations, in the absence of a special problem. For example, annual training on safety regulations, annual meetings, etc.

- **Individual development:** Training can provide knowledge and skills that are more relevant to the individual development of staff than to the task at hand. To a certain extent, training may only be used to improve a CV.

- **Training can be a stimulant:** an opportunity to travel, to escape from routine, to meet other people, as there may be per diems related to training, etc.

The identification of training needs plays an important role in the development of training programs. In other words, without proper evaluation, training may not have the desired effect on the actual performance of target audiences.

The first aspect to consider in the process of identifying training needs is the content of the main performance problems of the administration. The key questions to ask are:

- What are the main performance issues of the organization?
- What training is needed to fill staff deficits and performance gaps?
• What contribution is this training supposed to make to the improvement of performances?
• Is training really the best way to improve performance, or should other organizational aspects be improved first (clarifying strategy, clarifying objectives, improving means of transport or information, clarifying responsibilities, etc.)?

c- Programming and implementation of training

Once the training needs have been identified, it is the responsibility of the administration, including the human resources unit, to plan the various training and skills development activities taking into account the following aspects:

- **Harmonization between service needs and training periods**: Some laws are clear on this subject, stating that training should align with the needs of the service. The aim is to ensure that training programs do not seriously and needlessly interfere with the proper functioning of services.

- **The harmonization between the many training offers that** can come from the State, National Associations of Local & Subnational Governments, Local Administrations, Technical and Financial Partners, Public or Private Training Institutes, NGOs...

- **Selection of candidates for training**: It is important that all staff receive training. In this respect, it is generally observed that the beneficiaries of the training courses are often the same, regardless of the place of the training, its date or the chosen theme of the training. It is therefore at this important level that the people who benefit from the training are really those who need it the most and especially that the subject of the training corresponds to the job performed by the agent.

- **The adequacy between the contents of the training activities and the identified needs**: Among the main training and capacity-building activities, two pillars are underscored:

  - Training, skills development and capacity building targeting the "core business" within the local governments, hence the value of having repositories of jobs and skills (REC);

  - Training, skills development and capacity building at the level of support professions such as HRM, information and communication technologies, information systems, local finances (budget, accounting, public procurement, audit, management control), communication, the car fleet, reception and management of complaints, reception of citizens, protocol, and other items.

- The right choice of training structures;
- The choice of training methods and skills development that will be adopted.

d- Financing training activities

The question of financing training seems to be the main stumbling block in realizing the interest that the various legislations seem to be giving to training, skills development and capacity building of local governments. Indeed, this sector has a cost and requires very significant resources. This is the weakness of the budget allocated to training and capacity building in local government budgets, or the large budgets listed in this section by Local Government, but used in ways far from impact the professionalism of agents, or local...
performance. It also happens that these important budgets are recorded but not consumed during the budget year.

In all cases, the local administration, through the HRD, must take care to diversify the investment opportunities in its Human Capital, in the form of integration training, peer learning, short-term or long-term training courses, mandatory continuing education, advanced training, practical training, distance education study tours, conferences, and other training opportunities.

e- The obligation to allocate a budget to training

As part of the implementation of the training obligation or duty, in some countries, local governments are required to include in their budgets sufficient resources to carry out training programs, skills development or capacity-building programs. Outside major cities, this share remains very poor in the majority of local government budgets. It is often bridged by the recourse or the benefit of the training activities offered by other stakeholders and characterized by both their inflation and their lack of impact (International organizations, State, other Local Governments, devolved (“deconcentrated”) services, decentralized cooperation projects / programs, donors, components of civil society, private sector, embassies...).

In some countries, such as South Africa, special arrangements are made to facilitate the financing of training for municipal officials. The Local Government System Act provides that a "Municipality may, in addition to any provision relating to the training levy within the meaning of the Skills Development Levies Act of 1999, provide in its budget for the development and implementation of training programs. A municipality that does not have the means to fund training programs in addition to the levy payable under the Skills Development Levies Act of 1999 may apply to the Education and Training Sector Authority for Local & Subnational Governments established by the 1998 Skills Development Act, to obtain these funds" (Section 68)

The Salé Roadmap, adopted at the end of the 1st Territorial Managers Forum 2017, encourages African local governments to devote the equivalent of at least 1% of the wage bill to training, skills development and capacity building. In France, the Local & Subnational Governments grant the equivalent of 1 to 2% of the payroll as a mandatory contribution to the CNFPT for the training of their agents.

Kenya’s experience

In Kenya, responsibility for coordinating vocational training rests with the Public Service Board of each county and the Department of Human Resources Management and Development, established in each county. The County Public Service Manual specifically states that local officials have at least five (5) days of training during the year. It also states in point 1.1.4 that: "all training must be based on the identification of training needs". Forms of training needs assessments are required every two years. Local Government staff can benefit from different types of training: long-term and short-term training, local and international training. Whatever the case, all training should correspond to specific and previously identified needs to correspond to tailor-made training specific to each department ("in-house training programs"). Training for local agents takes place on several levels: induction training for new employees, advanced training, and specialization training.
f- Evaluation of the training

Evaluation of training is an important step which unfortunately is very often neglected. Indeed, it is important to evaluate after the fact, the effectiveness of training and in which dies these operations were able to achieve the objectives in terms of improvement of the performance as well individual as collective.
In many cases, the evaluation of training is limited to a “hot” evaluation and to an expression of satisfaction at the end of the training. The officer is not evaluated once back in his administration to find out if he has really acquired new skills and to what extent these new skills have brought about a positive change for him as an individual, and for his local Government (LG) as an organization. Thus, despite the many training programs targeting LGs, these continue to perform poorly.

2.6. Social Dialogue

In African countries where freedom of association is recognized, protected, respected and assumed, in accordance with international and continental commitments, world agendas, constitutions and national laws specific to each country, trade unions and social partners can play a significant role in the dynamics of development and transition in Africa.

Similarly, in countries that have created an enabling environment for freedom of association and developed a culture of social dialogue, the role of trade unions and social partners is no longer limited to defending the social and economic rights and interest of their members or the improvement of working conditions. On the contrary, trade unions and social partners are increasingly involve, in the modernization of the Public Service, in the dynamics of sustainable development, in the fight against climate change, in the programming and monitoring of economic and social cohesion policies, or in the generation of value added through partnerships. This role will be accentuated because in all the Sustainable Development Agendas, the international community is committed to the establishment of institutional, political, legal and financial mechanisms in order to put in place, in agreement with the national policies, inclusive platforms for effective participation of all in the decision-making, planning and monitoring mechanisms, as well as enhanced citizen participation.

In order to position trade unions and social partners as a major player in HRM, it is first of all necessary to create favorable conditions for institutionalizing a frequent, credible, high-quality and sustainable social dialogue between employers and the representatives of public officials.

His Majesty King Mohammed VI, Speech from the Throne of July 29, 2018

"Social dialogue is a duty and a necessity; it should be introduced and maintained over time without interruption. And I also tell him that he has to meet regularly with the unions and communicate with them constantly, regardless of the outcome of this dialogue."

In any process of HRM modernization, social dialogue must become an asset to foster social relations within the Local Government, which can contribute to adaptation and skills development in relation to the changes and reforms that the Local Government is experiencing, be it on the legal, institutional, managerial, technological, working methods or
in relation to its environment. These relationships can also foster and encourage innovation and creativity, attract and retain talent in local government, engage and motivate agents, and foster a sense of belonging and entrepreneurship.

The unions and the social partners thus make it possible to inform the political leadership of the expectations, the satisfactions, the difficulties and the interrogations of the agents, as well as to promote their understanding of the political, organizational, technical, social or economic local government and the decisions that result that flow from it.
CONCLUSION

ADVOCACY FOR A FAVORABLE, ATTRACTIVE AND MOTIVATING ENVIRONMENT FOR HUMAN CAPITAL AT LOCAL LEVEL IN AFRICA

Call for the implementation of the Salé Roadmap

On the occasion of the holding of the 1st edition of the African Forum of Territorial Managers and Training Institutes targeting Local Governments, the Kingdom of Morocco, at the International University of Rabat, in the city of Salé, on September 18-21, 2017 attended by some 450 participants representing 58 countries, including 38 African countries, the participants, representing all actors and stakeholders involved in the management of human resources adopted the Salé Declaration. It is a real roadmap aiming at upgrading the local public administration in Africa, at modernizing the management of human resources and, above all, at establishing an African Local Governance that invests first and foremost in its Human Capital.

First Forum of the Territorial Managers and the Training Institutes targeting Local Governments in Africa

Salé, Morocco, 18-20 September 2017

Salé Declaration

We, the participants in the first Forum of Local Government Managers and Training institutions targeting the Local Level, met from 18 to 20 September 2017 in the City of Salé, Morocco, including Ministers; Presidents and Councillors of Regions, Counties, Provinces, Districts; Mayors and Local Elected Officials; Directors of Training Institutions; Representatives of Professional Networks, Leaders from Civil Society Organizations, and Citizen at large;

- Conscious of the structural change in the settlement patterns of Africa from a majority rural Continent 30 years ago towards a Continent that will become majority of urban dwellers within 30 years;

- Knowing that the urban population of Africa is distributed nearly equally between: 56 metropolitan areas with a population of more than 1 million inhabitants, totaling 174 million people or 37% of the urban population of the Continent; 1,100 intermediary cities from 0.1 to 1 million inhabitants totaling 175 million people or 37% of the urban population of the Continent; and over 10,000 small cities with a population between 10,000 and 100,000 inhabitants totaling 125 million people or 26% of the urban population of the Continent;
- Considering the fact that by the year 2030, in less than 20 years from now, African cities will host 1.2 billion inhabitants, the equivalent of the population of the Continent to date, 3 times the population of the USA, 4 times the population of the European Union;

- Given the political will expressed at the highest level in favor of decentralization through the adoption in June 2014 by the Heads of State and Government of the African Union of the African Charter on Decentralization, Local Governance and Local Development and the creation of the High Council of Local Authority as a Consultative organ of the African Union;

- Taking into account the pivotal role of African Local Governments in managing the challenge of rapid urbanization and sustainable development, ensuring that shelter, basic services, infrastructure and equipment, but also jobs and economic activities are provided to the citizen, and rooting democracy, and the rule of law at the local level;

- Whereas the Local Governments’ Elected Officials and officers of Africa are challenged to perform their mandates in an environment characterized by uncertainty in the devolution of powers, financial resources limitations, and low attractiveness of Local Governments careers;

- Concerned by the weakness of Local Government Administration in terms of availability of skilled human resources, in particular, in medium size and small cities, compared to the new responsibilities they should take pertaining to the localization and implementation of the global Agendas adopted by the International Community, namely the 2030 Agenda on Sustainable Development Goals, the Climate Change Agenda, and the New Urban Agenda; and also by the continuing gender imbalance at the detriment of women;

- confirming our attachment to south/south and international cooperation as a way to share experiences and learn from practices of the different Local Governments across Africa and other regions of the world; and to networking and promote team work for benchmarking purposes and comparison of performance in local governance;

- adhering to the sense of urgency and call for action expressed during this Forum in Sale, Morocco, and appreciative of the fact that we have a window of opportunity of only 10 years before the management of Local Governments goes out of control;

Declare the following:

1. We reaffirm our commitment to people-centered, human rights and service-oriented Local Governments, equipped with skilled and dedicated local elected officials and officers, working hand in hand with citizens and all stakeholders for the benefit of the citizens;

2. To this end, we call on all African Countries to implement effective decentralization policies, with a real devolution of powers and resources to Local Governments, in compliance with the provisions of the African Charter on Values and Principles of Decentralization, Local Governance and Local Development adopted by the Heads of
State and Government of the African Union. In that regard, we urge African countries that have not yet done so to sign and ratify this African Charter;

3. We affirm that no real and effective progress will be realized in the management of African Local Governments if the situation of inequalities affecting women in Local Government is not adjusted, including through the adoption of gender sensitive policies and budgetary processes, affirmative action for gender equality at both the political and administrative levels, empowerment of and support to the Network of Female Mayors and women elected councilors (REFELA);

4. We appreciate the added value of setting up and developing Pan-African networks and national chapters of senior staff of African Local Governments, and encourage the respective senior staff to adhere to the Networks of City Managers (Africa MAGNET), City Chief Financial Officers (Africa FINET), and Chief Technical Officers (Africa TECHNET). We further request UCLG Africa to consider setting up the network of chief human resource officers (Africa HRNET). These Networks should be considered as the professional and technical arms of the National Associations of Local Governments. Every effort should be made to ensure that these Networks develop relations and conclude partnership agreements with their counterparts in the other regions of the world;

5. We strongly support the launching and development of the African Local Government Academy (ALGA), which we consider as the key Pan-African Center of Excellence for the improvement of Training Institutions dedicated to Local Government capacity building; and for the supply and implementation of innovative approaches and curricula development for modernizing and professionalizing Local Government Administration;

6. We encourage African and other Training Institutions dedicated to Local Governments capacity building to submit their candidacy to become members of ALGA and be part of the ALGA’s accreditation and labeling mechanism, in order for them to be recognized as qualified providers of training courses for Local Governments elected officials and officers, and to benefit from ALGA’s peer-learning, study tours and support programs;

7. We request UCLG Africa-ALGA to strengthen and develop the Observatory on Human Resources of Local Governments for it to be a repository of good practices in the management of local and subnational administrations, a platform for exchanging experiences on ethical behavior, benchmarking, and performances comparison in the management of local administrations. The Observatory shall publish a Report on the state of human resources of Local Governments in Africa to be released at the Africities Summit, starting with the 8th edition scheduled in Brazzaville, Congo, on 4 to 8 December 2018. The Observatory should also be used to organize peer-to-peer learning and mentoring programs;
8. We stress the urgent need to tackle the issue of sustainable financing of training and capacity building for the benefit of Local Governments' Elected officials and officers. We urge African National and Local Governments to put in place a regular financing mechanism by devoting at least 1% of the total amount of wages paid to Local Government staff as a contribution to the financing of training and capacity building activities. We further recall that the magnitude of the demand in that regard is in favor of mobilizing additional financial resources from National Governments, Development Partners and the Private Sector companies in the framework of their social responsibility;

9. We mandate UCLG Africa-ALGA to sensitize all interested parties on the need to engage in a strong Local Governments capacity building, peer learning and technical assistance endeavor in Africa for them to be up to the promise to effectively and efficiently contribute to the structural transformation of the Continent and to the implementation of the Sustainable Development Goals, the Climate Change Agenda and the New Urban Agenda;

10. We congratulate the National Government and the Local Governments Associations of the Kingdom of Morocco, as well as the International University of Rabat (IUR) for their welcoming and the competent organization of this first Forum; we further recommend that this Forum is organized on an annual basis here at the IUR under the leadership of UCLG Africa-ALGA.

Done in Salé, Morocco, 20 September 2017

The Participants in the First Forum of the Territorial Managers and the Training Institutes targeting local governments in Africa
de différents documents et de manuels de procédures (Manuel de la GRH, Conditions de services, stratégie d'évaluation, code de conduite…).

Le modèle des pays francophones est caractérisé par une plus large autonomie et flexibilité en termes de régulation et de normalisation. En effet, dans la majorité des pays francophones, la GRH relève directement de l’administration locale, dans le cadre des attributions propres du Président du conseil (le Maire) ou de celles du Conseil communal. Ce qui se traduit en général par une grande variété de situations, de modes de gestion et de niveaux de professionnalisation de la GRH, dans la mesure où chaque administration est responsable des règles et procédures à suivre en matière de gestion du personnel, en tenant compte des grands principes posés par les différents statuts. Dans certains pays, l’administration centrale intervient soit pour pallier aux difficultés rencontrées par certaines administrations locales, soit pour réguler et contrôler l’exercice des attributions ou les pratiques. Qu’ils s’agissent des pays qui ont adopté une fonction publique territoriale ou des autres, la GRH est très peu règlementée sur le plan national à l’instar des pays anglophones.

ANNEXES
LIST OF THE ANNEXES

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2) REPORTS OF THE TWO FOCUS GROUP OF ACCRA AND RABAT
   2.1. Report of the focus group organized in Accra
   2.2. Report of the focus group organized in Rabat
3) THE QUESTIONNAIRES ELABORATED FOR THE DATA COLLECTION
   3.1. Questionnaire targeting public Institutions
   3.2. Questionnaire targeting staff of African local government
4) INTERVIEW GUIDE
5) COMPARATIVE TABLES AND FIGURES
   5.1. Table of the various collegiate bodies involved in HRM at the level of some Francophones African countries
   5.2. Comparative Table of Local Governments Staff Leave in Some African Countries
   5.3. Organizational Chart of Territorial in Cameroun
   5.4. Organizational Chart of Territorial Communities in Burkina Faso
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   5.7. Table of the Salary Grid of local government staff in Cameroon
   5.8. Training needs of the people surveyed
   5.9. The main obstacles met by the agents carrying out their missions
   5.10 Consequences of post suppression on the employment of local government officer in some countries.
6) RESULTS OF THE CITIZENS SATISFACTION SURVEY
7) REFERENCES
8) DEFINITION OF SOME KEY CONCEPTS RELATED TO HRM
ANNEX 1
COUNTRY FACT-FILES
LIST OF THE COUNTRIES

Algeria
Benin
Botswana
Burkina Faso
Cameroon
Central Africa Republic
Comoros
Côte d’Ivoire
Democratic Republic of Congo
Djibouti
Ethiopia
Gambia
Ghana
Kenya
Liberia
Malawi
Morocco
Mauritania
Mauritius
Namibia
Senegal
Seychelles
Sierra Leone
South Africa
Uganda
Tchad
Togo
Tunisia
ALGERIA

1. Status:
The status of local government staff is governed both by the public service act (l’Ordonnance n°06 03 du 19 du 15 juillet 2006 portant Statut général de la fonction publique en ses articles 3 et 11, notamment), the Special Statute for Local Government staff (Décret exécutif n° 11-334 du 20 septembre 2011 portant statut particulier des fonctionnaires de l’administration des collectivités territoriales) and the Labor code.

2. Local Civil Service:
There is a Local Civil Service. It is structured in several bodies organized in eight main sectors which are: general Administration; translation and interpretation; documentation and record keeping; computer science; statistics; technical and urban management; hygiene, public health and environment; Sociocultural, Educational and Sports.

3. The organizational chart of Local Governments:
The organizational chart of Local Government is designed by the State via the Ministry of the Interior and Local Government.

4. Human Resource Management:
   ➢ The Human Resources Management within each Local Government:
The Secretary General is responsible for the management of staff.
   ➢ Job and skills Forecast Management/Human resource planning at Local Government level:
Job and Skills Forecast Management/Human resource planning at Local Government level do exist only at some Local Government levels.
   ➢ Jobs and Skills Template at Local Government level:
There is no Jobs and Skills Template at Local Government level. And the responsible for jobs and skills or job descriptions and specifications is the Central Government.
   ➢ Recruitment of Local Government Human Resource:
State through deconcentrated administration is responsible for recruiting local Government Human Resource-staff.
   ➢ Salaries of Local Government staff:
State is responsible for setting salaries of local Government staff.
   ➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
The Local Government through a Council is responsible for managing careers.
   ➢ Human Resources dashboard at the level of Local Government:
There is no Human Resources dashboard at the level of Local Governments.
   ➢ Human Resources Information System (HRIS) at Local Government level:
There is no Human Information System (HRIS) at Local Government level.
5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is no National Strategy/ Policy clearly defined for Training, Skills Development and Human Resources Capacity Building for Local Governments.

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government :**
There are Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government

7. **Statistic Data**

<table>
<thead>
<tr>
<th>Total number of civil servants</th>
<th>Share of the civil servants’ wage bill ratio to GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff as compare to all civil servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
<th>Percentage of illiteracy in Local Government Human Resources</th>
<th>The share of the Local Government Budget dedicated to training</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 095 459</td>
<td>20%</td>
<td>311 149</td>
<td>14,84%</td>
<td>30%</td>
<td>10%</td>
<td>55% female compared to male</td>
<td>5%</td>
<td>3%</td>
<td>3%</td>
</tr>
</tbody>
</table>
BENIN

8. Status:
The status of local government staff is governed by the public service act “Loi n°2015-18 portant Code général de la fonction publique” which contains a title dedicated specifically to the status of the Local Government services (Part Three) and the labor code.

9. Local Civil Service:
There is a Local Civil Service that is managed by the Ministry of Decentralization, Local Governance, Administration and Regional Planning through a Directorate General of Decentralization and Local Governance. There is instituted a territorial administration which is ensured by the authorities and deconcentrated State services and decentralized territorial communities.

10. The organizational chart of Local Governments:
The responsibility to elaborate the organizational chart of the local Government is to the State via the directorate of local Government and each local government

11. Human Resource Management:
➢ The Human Resources Management within each Local Government:
The actors involved in Human Resources management are: the Secretary General, the Director of Human Resource, the Director of Administrative and Financial Affairs
➢ Job and skills Forecast Management/Human resource planning at Local Government:
There is no Job and Skills Forecast Management/Human resource planning at Local Government.
➢ Jobs and Skills Template at Local Government:
There are Jobs and Skills Template at Local Government levels. But only some communities apply them.
➢ Recruitment of Local Government Human Resource:
The State through relevant Ministry is responsible for the recruitment of local Government Human Resource staff.
➢ Salaries of Local Government staff:
Each Local Government is responsible for the setting and payment of salaries to local Government staff.
➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
Each Local Government through a Mayor is responsible for managing careers.
➢ Human Resources dashboard at the level of Local Government:
There is no Human Resources dashboard at the level of Local Governments.
➢ Human Resources Information System (HRIS) at Local Government level:
There is no the Human Information System (HRIS) at Local Government level.

There is a National Strategy/ Policy for Training, Skills Development and Human Resource Capacity Building for Local Government Implementation via the CeFAL (Training Center for Local Actors)

13. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There are Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government

14. National/ Regional or Local Networks for Managers of Local Government:
There is no National/ Regional or Local Networks for Managers of Local Government.
1. **Status:**
The status of Local Government staff is governed by the Public Service Act 2010 and the Local Government Act 2012.

2. **Local Civil Service:**
There is a Local Civil Service.

3. **Human Resource management:**
   - **Job and Skills Forecast Management/Human resource planning at Local Government:**
     There is Job and Skills Forecast Management/Human resource planning at Local Government level.
   - **Jobs and Skills Template at Local Government:**
     There is Jobs and Skills Template at Local Government. And it is the Central Government and the Local Government that are in charge of developing the Jobs and Skills Template.
   - **Recruitment of Local Government Human Resource:**
     The Central Government and the Local Government are responsible for recruitment of local Government Human Resource.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The Central Government is responsible for managing the career development of Local Government’s Managers.

4. **The total number of public servants:**
The total number of public servants is (+_ ) 30 000.

5. **The staff wage bill in the Local Governments Budget:**
The staff wage bill takes in the Budget for Local Governments is from 16 % to 30 %.

6. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government through the National Strategy Office in conjunction with the Human Resource Development Council.
1. **Status:**
The status of local government staff is governed both by the public service act (Loi 081-2015/CNT portant statut général de la fonction publique de l’Etat) and the Special Statute for Local Government staff (Loi n° 003-2017/AN statut particulier de la fonction publique territoriale).

2. **Local Civil Service:**
There is a Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart of Local Government is designed by the Local Government. In 2012, the State drew up standard organizational charts from which each local authority should build its mode

4. **Human Resources management:**
   - **The Human Resources Management within each Local Government:**
     The Secretary General and the Director of Human Resources deal with the management of human resources.
   
   - **Job and skills Forecast Management/Human resource planning at Local Government:**
     It does not exist Job and Skills Forecast Management/Human resource planning at Local Government level. However Jobs and Skills Template project has been developed and is pending implementation.
   
   - **Recruitment of Local Government Human Resource:**
     The President of the Council is in charge of recruitment.
   
   - **Salaries of Local Government staff:**
     The Local Governments is responsible for fixing and paying the salaries of Local Government staff.
   
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The Local Governments through the Mayor is responsible for managing the career.
   
   - **Human Resources dashboard at the level of Local Government:**
     There is Human Resources dashboard at the level of Local Government.
   
   - **Human Resources Information System (HRIS) at Local Government:**
     Human Resources Information System (HRIS) at Local Government level exists just at the level of some Local Governments.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government which is implemented by ENAM and IRAs. However, it is limited to only a few communities.

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There are different Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local among which, the National Union of Local Government Agents (SYNTRACO)
### 7. Statistic data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>134,383</td>
<td>12% à 25%</td>
<td>7,326</td>
<td>5.7%</td>
<td>24.5%</td>
<td>1.62%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed by the labor Code, and the various regulations relating to State personnel covered by the Labor Code, in particular “Décret N° 78-484 du 9 novembre 1978 portant dispositions communes relatives aux agents de l'Etat relevant du code de travail”.

2. **Local Civil Service:**
There is no Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart of Local Government is designed by each Local Government and State through the Ministry of Decentralization and Local Development. Decree n°1306/A/MINATD/DCTD of 24 August 2009 sets three model organizational charts for Urban Communities, Communes and Borough Communes.

4. **Human Resources management:**
   - **The Human Resources Management within each Local Government:**
     The Director of Services and the Director of Human Resources deal with the management of Human Resources.
   - **Job and skills Forecast Management/Human resource planning at Local Government:**
     Job and Skills Forecast Management/Human resource planning at Local Government level exist just at the level of some Local Governments. There is also a framework of Employment and Skills at the level of local authorities developed by the State.
   - **Recruitment of Local Government Human Resource:**
     The State through the Ministry of Decentralization and Local Development and each Local Government is in charge of recruitment.
   - **Salaries of Local Government staff:**
     State and Local Governments is responsible for fixing the salaries of staff. However each Local Government is responsible for payment.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The Local Governments through the Council is responsible for managing the career.
   - **Human Resources dashboard at the level of Local Government:**
     There is no Human Resources dashboard at the level of Local Government.
   - **Human Resources Information System (HRIS) at Local Government:**
     There is no Human Resources Information System (HRIS) at Local Government.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government and the responsibility of her establishing is managed of the Ministry of Decentralization and Local Development via Directorate of Human Resources. It has been implemented by the Training Center for Local Administration created since 1997 (CEFAM) and the PNFMV (National Training Program for City Trades).

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**

There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government through the National Federation of Trade Unions of Workers of Decentralized Territorial Communities of Cameroon (FENTEDCAM).

7. **Statistic data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
</tr>
</thead>
<tbody>
<tr>
<td>300 000</td>
<td>98 milliards CFA (2017) sur 4378 milliards FCFA (2017)</td>
<td>200 000</td>
<td>7,33%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed both by the public service act (Loi n°09-014 du 10 août 2009 portant statut général de la fonction publique centrafricaine) and the Labor Code.

8. **Local Civil Service:**
There is no a Local Civil Service.

9. **Human Resources management:**
   - **Job and skills Forecast Management/Human resource planning at Local Government:**
     Job and Skills Forecast Management/Human resource planning at Local Government level exits just at the level of some Local Governments.
   - **Recruitment of Local Government Human Resource:**
     Apart from the positions of Secretaries General, Directors of Communal Affairs and Public Accountants who are officials of the Ministry of the Interior and Finance, the mayors recruit the agents of their communes and submit their draft decree to the Minister of Public Service and Employment for signature in order to confirm them.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The management of the career is ensured by the State and each Local Government.

**National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.

10. **Reforms in progress:**
    The main reforms planned by the draft law on decentralization
    - The first major reform is the election of municipal councilors who are at the base of local government management
    - The second reform provided for in the draft law is the transfer of powers from the state to local Government
    - As the third major reform, there is the empowerment of communities in management. They will have a budget that they will execute completely independently
    - One of the reforms is also the creation of the local civil service.

11. **Statistic data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
</tr>
</thead>
<tbody>
<tr>
<td>22 000</td>
<td>4000</td>
<td>18%</td>
<td>14%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed both by the public service act (Loi n°04-006 du 10 novembre 2004 portant Statut général des fonctionnaires) and the Special Statute for Local Government staff and the Labor Code (Loi n°84-108).

2. **Local Civil Service:**
There is no Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart of Local Government is designed by State through the Department of Social Affairs.

4. **Human Resources management:**
   - **The Human Resources Management within each Local Government:**
The Director of Human Resources deal with the management of human resources.
   - **Job and skills Forecast Management/Human resource planning at Local Government:**
There is Job and Skills Forecast Management/Human resource planning at Local Government level which designed by State.
   - **Recruitment of Local Government Human Resource:**
The Local Governments is in charge of recruitment.
   - **Salaries of Local Government staff:**
The Local Governments is responsible for fixing the salaries of Local Government staff. However another organ is responsible for payment.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
The Local Governments through the Mayor is responsible for managing the career.
   - **Human Resources dashboard at the level of Local Government:**
There is Human Resources dashboard at the level of Local Government.
   - **Human Resources Information System (HRIS) at Local Government:**
There is Human Resources Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is no National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There is no Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. **Statistic data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 000</td>
<td>11%</td>
<td>5600</td>
<td>40%</td>
<td>2%</td>
<td>10%</td>
<td>5%</td>
</tr>
</tbody>
</table>

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CÔTE D'IVOIRE

2. Status:
The status of local government staff is governed both by the public service act “Loi N° 92-570 du 11 septembre 1992 portant statut général de la Fonction Publique” the Special Statute for Local Government staff (Loi N° 2002-04 du 3 janvier 2002) and the labor code.

3. Local Civil Service:
There is no Local Civil Service.

4. The Organizational chart of Local Governments:
The responsibility for the elaboration of the organizational chart of local Governments is to the State via the directorate of local Government and each local government.

5. Human Resource Management:
   ➢ The Human Resources Management within each Local Government:
     The actors involved in Human Resources management are: the President of the Territorial Collective, the Secretary General, and the Director of Human Resources.
   ➢ Job and Skills Forecast Management/Human resource planning at Local Government:
     Job and Skills Forecast Management/Human resource planning at Local Government do exist at some Local Governmental levels.
   ➢ Recruitment of Local Government Human Resource:
     Each Local Government is responsible for recruiting its Human Resource staff. However those occupying higher positions are affected by the State, especially the Secretary Generals.
   ➢ Salaries of Local Government staff:
     State and Local Government is responsible for setting the salaries of local Government staff. However each Local Government is responsible for its payment.
   ➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
     Each Local Government through a Council and the State are responsible for managing careers.
   ➢ Human Resources dashboard at the level of Local Government:
     There is Human Resources dashboard at the level of Local Government.

6. National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government organized by the Ministry and the UVICOCI. There is also a university dedicated to the training of local authorities created within the framework of the MACOM (Mission Support for the Conduct of Municipal Operations) in 2006.
GAMBIA

1. Status:
The status of local government staff is governed by the Public Service Act, 1991 and the Local Government Act, 2002.

2. Local Civil Service:
There is a Local Civil Service.

3. The organizational chart of Local Governments:
Each Local Government designs its organizational chart.

4. Human Resources Management

- The Human Resources Management within each Local Government:
The Chief Executive Officer is responsible of Human Resource management within each local government.

- Job and skills Forecast Management/Human resource planning at Local Government:
There is Job and Skills Forecast Management/Human resource planning at Local Government level through the Department of Governance who handles it.

- Jobs and Skills Template of Local Government:
There are Jobs and Skills Template at Local Government level. A Commission is responsible for the preparation.

- Recruitment of Local Government Human Resource:
Local Governments are responsible for the recruitment of Human Resource-staff

- Salaries of Local Government staff:
Each Local Government is responsible for setting and paying salaries to local Government staff

- Management of career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
The Local Government through a Council is responsible for managing the career development of Local Government’s Managers.

- Human Resources dashboard at the level of Local Government:
there is no Human Resources dashboard at the level of Local Governments.

- Human Resources Information System (HRIS) at Local Government:
there is no Human Information System (HRIS) at Local Government level.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
there is no National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.

6. The share of the Local Government Budget dedicated to training:
The percentage of Local Government Budget dedicated to training is 25%.

7. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There are Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

8. National / Regional or Local Networks for Managers of Local Government:
there is no National/ Regional or Local Networks for Managers of Local Government.

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9- Statistic data

<table>
<thead>
<tr>
<th>Total number of Local Government staff:</th>
<th>The staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Percentage of people with disability working at the level of Local Governments</th>
<th>Percentage of illiteracy in Local Government Human Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>3000</td>
<td>25%</td>
<td>12%</td>
<td>85%/ 15%</td>
<td>2%</td>
<td>25%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed by the Local Governance Act, 2016 and the Civil Service Act, 1993.

2. **Local Civil Service:**
There is a Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart of Local Governments is designed by Central Government through the Head Office of Local Government Services and Civil Service Commission.

4. **Human Resource management:**
   - **Human Resource Management within each Local Government:**
     The Human Resource Manager (HRM) is in charge of Human Resource management within each local government.
   - **Job and Skills Forecast Management/Human resource planning at Local Government:**
     There is no job and Skills Forecast Management/Human resource planning at Local Government level.
   - **Jobs and Skills Template at Local Government:**
     There is a job Template at Local Government level, which reference is a Manual.
   - **Local governments are responsible for jobs and skills descriptions and specifications:**
     Jobs and skills or job descriptions and specifications are developed by a Commission.
   - **Recruitment of Local Government Human Resource:**
     The authorities in charge of human resource recruitment processes are: the Central Government and Local Government through the heads of Local government services.
   - **Salaries of Local Government staff:**
     The Central Government is responsible for setting and for paying the salaries of local Government staff.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The Local Government through a set Commission is the Authority in charge of managing the career development of Government’s Managers.
   - **Human Resource dashboard at the level of Local Government:**
     There is Human Resource dashboard at Local Government level.
   - **Human Resource Information System (HRIS) at Local Government level:**
     There is Human Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
   There is National Strategy/ Policy for Training, Skills Development and Human Resource Capacity Building for Local Government.

6. **The Department that designs and implements this Strategy/ Policy:**
   The Department that designs and implements this Strategy/ Policy is the Human resource development directorate.

7. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**

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There are Structures/Associations/Unions defending the interests of Civil Servants and Employees of Local Government.

8. **National / Regional or Local Networks for Managers of Local Government**: There is a National/Regional or Local Networks for Managers at local Government level

9. **The names and contacts of the Network (s)**: The local government workers union Civil and Local Government Staff Association, Ghana (CLOGSAG).

10. **Statistic Data**

<table>
<thead>
<tr>
<th>The supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>The gender ratio (male/female) for Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>70%</td>
<td>60/40%</td>
</tr>
</tbody>
</table>
DEMOCRATIC REPUBLIC OF CONGO

1. Status:
The status of local government staff is governed by “la LOI N° 16/013 du 15 juillet 2016 portant statut des agents de carrière des services publics de l’Etat” and the Labor Code

2. Local Civil Service:
There is no a Local Civil Service.

3. The organizational chart of Local Governments:
The responsibility for establishing the organizational chart of local Government lies with the State through Ministry of Public Service and Employment.

4. Human Resources management:

   ➢ The Human Resources Management within each Local Government:
   Human Resources managements within each local government is assumed by the Secretary General. There are still human resources managers at each level.

   ➢ Job and skills Forecast Management/Human resource planning at Local Government:
   It does not exist Job and Skills Forecast Management/Human resource planning at Local Government.

   ➢ Recruitment of Local Government Human Resource:
   The State through “l’Office National de l’Emploi - ONEM ” is responsible of recruitment.

   ➢ Salaries of Local Government staff:
   State is responsible for the fixing and payment of salaries of Local Government staff.

   ➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
   Career management of staff is the responsibility of the State.

   ➢ Human Resources dashboard at the level of Local Government:
   There is no Human Resources dashboard at the level of Local Government.

   ➢ Human Resources Information System (HRIS) at Local Government:
   It does not exist any the Human Information System (HRIS) at Local Government level.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government which developed by the Ministry of Employment and Public Service.

6. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. National / Regional or Local Networks for Managers of Local Government:
There is no National / Regional or Local Networks for Managers of Local Government
DJIBOUTI

1. **Status:**
The status of local government staff is governed by the Labor Code (Loi n°133/AN/05/5ème du 26 janvier 2006).

2. **Local Civil Service:**
There is no Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart is designed by State.

4. **Human Resources management:**
   - **The Human Resources Management within each Local Government:**
     Human Resources management within each local government is assumed by each Local Government and the Secretary General.
   - **Job and skills Forecast Management/Human resource planning at Local Government:**
     It does not exist Job and Skills Forecast Management/Human resource planning at Local Government level exists just at the level of some Local Governments.
   - **Recruitment of Local Government Human Resource:**
     State through the Ministry of Budget is responsible for recruitment.
   - **Salaries of Local Government staff:**
     State is responsible for fixing and paying the salaries of Local Government staff.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The career is managed by a body other than the State and the Local government.
   - **Human Resources dashboard at the level of Local Government:**
     It does not exist Human Resources dashboard at the level of Local Government.
   - **Human Resources Information System (HRIS) at Local Government:**
     It does not exist any the Human Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.
6. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There are different Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. Recent Reform
Launch of a technical assistance mission by the Minister Delegate, in charge of decentralization. The purpose of this technical assistance is to provide assistance to the Ministry in the preparation of two documents, one on a preliminary draft of the "code of local authorities in the Republic of Djibouti” and the other on a strategy for the transfer of resources to the Regional Councils, from the state budget, local taxation and aid from donors. (2018)

8. Statistic data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Staff wage bill in the Local Governments Budget</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>percentage of people with disability working at the level of the Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>10 000</td>
<td>1.6%</td>
<td>10.2%</td>
<td>160</td>
<td>75%</td>
<td>10%</td>
<td>0%</td>
<td>15%</td>
</tr>
</tbody>
</table>

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ETHIOPIA

1. Status:
The status of Local Government staff is governed same time, for the general status of the public service; the Special Statute for Local Government Personnel and the Labor Code.

2. Local Civil Service:
There Is a Local Civil Service.

3. The organizational chart of Local Governments:
The organizational chart of Local Governments is designed by the Central Government through Ministry of Civil Service.

4. Human Resources Management:
   • Management of the staff:
     Human Resources Manager (HRM) is responsible for the management of staff.
     • Job and skills Forecast Management/Human resource planning at Local Government:
       Job and Skills Forecast Management/Human resource planning at Local Government exists just at the level of some Local Governments
     • Jobs and Skills Template at Local Government:
       Jobs and Skills Template at Local Government exists just at the level of some Local Governments both developed by the Central Government.
     • Recruitment of Local Government Human Resource:
       Local Government is responsible for recruitment of local Government Human Resource.
     • Salaries of Local Government staff:
       Each Local Government is responsible for setting salaries of local Government and each Local Government is responsible for paying the salaries of Local Government staff.
     • Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
       Each Local Government through a Council is responsible for managing the career development of Local Government’s Managers.
     • Human Resources dashboard at the level of Local Government:
       There is Human Resources dashboard at the level of Local Government.
     • Human Resources Information System (HRIS) at Local Government:
       There is Human Information System (HRIS) at Local Government level.

5. The total number of public servants:
The total number of public servants is 2,000,000.
KENYA

1. Status:
The status of local government staff is governed both by the Public Service (Values And Principles) Act 2015 and Local Government Act Revised edition 2012.

2. Local Civil Service:
There is a Local Civil Service within each County, named “The County Public Services”.

3. Human Resources Management
   - **Job and Skills Forecast Management/Human resource planning at Local Government:**
     There is Job and Skills Forecast Management/Human resource planning at Local Government level.
   - **Jobs and Skills Template at Local Government:**
     There are Jobs and Skills Template at Local Government level both developed by the Central Government and the Local Government.
   - **Recruitment of Local Government Human Resource:**
     Local Governments are responsible for recruiting their Human Resource-staff through the County Public Service Board (CPSB).
   - **Authority responsible for managing the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     Local Governments through the County Public Service Board (CPSB) are responsible for managing the career development of Local Government’s Managers.

4. National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government which is managed by the Department of Public Sector Management.

5. Statistic data

<table>
<thead>
<tr>
<th>Total number of civil servants</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government as compare to all civil servants</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Share of the Local Government Budget dedicated to training</th>
</tr>
</thead>
<tbody>
<tr>
<td>224895</td>
<td>149 291</td>
<td>66.38%</td>
<td>10% to 30%</td>
<td>35% to 45%</td>
</tr>
</tbody>
</table>
LIBERIA

1. Status:
The status of local government staff is governed by the Local Governance Act, 2015.

2. Local Civil Service:
There is a Local Civil Service.

3. The organizational chart of Local Governments:
The organizational chart of Local Governments is designed by State through the Civil Service Agency.

4. Human Resources management:
   - Human Resource Management within each Local Government:
     Human Resource Manager (HRM) is responsible for the management of staff.
   - Job and Skills Forecast Management/Human resource planning at Local Government:
     There is Job and Skills Forecast Management/Human resource planning at Local Government level.
   - Jobs and Skills Template at Local Government:
     There is a Jobs and Skills Template at Local Government.
   - Recruitment of Local Government Human Resource:
     The Civil Service Agency is responsible for recruitment of local Government Human Resource.
   - Salaries of Local Government staff:
     The Central Government is responsible for setting salaries of local Government staff.
   - Management of the career development of Local Government’s Managers
     (promotion, advancement, sanction, motivation and performance evaluation):
     The Chief Executive Officer is responsible for managing the career development of Local Government’s Managers.
   - Human Resource dashboard at the level of Local Government:
     There is the Human Resource dashboard at the level of Local Government.
   - Human Resource Information System (HRIS) at Local Government:
     There is the Human Information System (HRIS) at Local Government level.

There is National Strategy/Policy for Training, Skills Development and Human Resource Capacity Building for Local Government.

6. Structures/Associations/Unions defending the interests of Civil Servants and Employees of Local Government:
There are Structures/Associations/Unions defending the interests of Civil Servants and Employees of Local Government.

7. National/Regional or Local Networks for Managers of Local Government:
There is no National/Regional or Local Networks for Local Government Managers.
1. Status:
The status of local government staff are governed by the Public Service Act 1994; and the Local Government Act, 1998.

2. Local Civil Service:
There is a Local Civil Service.

3. Human Resources management
   - Job and Skills Forecast Management/Human resource planning at Local Government:
     Job and Skills Forecast Management/Human resource planning exists just at the level of some Local Governments.
   - Jobs and Skills Template at Local Government:
     Jobs and Skills Template in Local Government is just at the level of some Local Governments.
   - Responsible for jobs and skills or job descriptions and specifications:
     The Central Government is responsible for developing the jobs and skills or job descriptions and specifications.
   - Recruitment of Local Government Human Resource:
     The Central Government through a set Commission is responsible for recruitment of local Government staffs: the Local Government Service Commission.
   - Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
     The Local Government and a Commission through the Council are responsible for managing careers.

4. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a National Strategy/ Policy for Training, Skills Development and Human Resource Capacity Building for Local Government which is managed by the Public Sector Management Department.

5. Statistic data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff as compare to all civil servants</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio (male/female) in Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>110 000</td>
<td>80 000</td>
<td>72%</td>
<td>25%</td>
<td>29%</td>
</tr>
</tbody>
</table>
MAURITANIA

1. Status:
The status of local government staff is governed by “Loi n° 93-09 du 18 janvier 1993 portant statut général des fonctionnaires et agents contractuels de l’Etat” and the Labor Code

2. Local Civil Service:
There is no a Local Civil Service.

3. The organizational chart of Local Governments:
The responsibility for establishing the organizational chart of local Government lies with the State and local authorities.

4. Human Resources management:
   - The Human Resources Management within each Local Government:
     Human Resources managements within each local government is assumed by the President of Local Government and Secretary General.
   - Job and skills Forecast Management/Human resource planning at Local Government:
     It does not exist Job and Skills Forecast Management/Human resource planning at Local Government. However, we find at the level of some Local Government the presence of Jobs and Skills Template developed by the local Government themselves sometimes with the support of the State.
   - Recruitment of Local Government Human Resource:
     Each Local Government is responsible of recruitment. The power of appointment belongs to the Mayor or President of the Council. However Secretaries General are appointed by the Central Administration, in this case the Ministry of the Interior.
   - Salaries of Local Government staff:
     State and Local Government is responsible for the fixing of salaries of Local Government staff, but each Local Government ensures of payment.
   - Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
     Career management of staff is the responsibility of the local executive.
   - Human Resources dashboard at the level of Local Government:
     There is Human Resources dashboard at the level of Local Government.
   - Human Resources Information System (HRIS) at Local Government:
     It does not exist any the Human Information System (HRIS) at Local Government level.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government which developed by the Local Governments.
6. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There is no Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. Statistic data

<table>
<thead>
<tr>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>9%</td>
<td>+/-2000</td>
<td>8,16%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed by the Local Government Act 2011 (Act No. 36 of 2011) and the Local Authorities 2016.

2. **Local Civil Service:**
There is a Local Civil Service.

3. **The organizational chart of Local Governments:**
Each Local Government designs her organizational chart.

4. **Human Resource Management:**
   - **The Human Resources Management within each Local Government:**
     Human Resources Manager is responsible for the management of staff.
     - **Job and skills Forecast Management/Human resource planning at Local Government:**
       There is Job and Skills Forecast Management/Human resource planning at Local Government. At the beginning of each financial year a recruitment plan is prepared.
     - **Jobs and Skills Template at Local Government:**
       There is Jobs and Skills Template at Local Government. And the responsible for jobs and skills or job descriptions and specifications is the Central Government.
     - **Recruitment of Local Government Human Resource:**
       A Commission is responsible for recruitment of local Government Human Resource.
     - **Salaries of Local Government staff:**
       Public Agency is responsible for setting salaries of local Government staff and each Local Government is responsible for paying the salaries of Local Government staff.
     - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
       The Local Government through the Chief Executive Officer is responsible for managing the career development of Local Government’s Managers.
     - **Human Resources dashboard at the level of Local Government:**
       There is the Human Resources dashboard at the level of Local Government.
     - **Human Resources Information System (HRIS) at Local Government level:**
       There is the Human Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
It does not exist any National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.
6. **The share of the Local Government Budget dedicated to training:**
The share of the Local Government Budget dedicated to training is 5%.

7. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There is the Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

8. **National / Regional or Local Networks for Managers of Local Government:**
It does not exist any National/ Regional or Local Networks for Managers of Local Government.

9. **Statistic Data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
<th>Percentage of illiteracy in Local Government Human Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>95,000</td>
<td>9%</td>
<td>6600</td>
<td>6.94%</td>
<td>85%</td>
<td>30%</td>
<td>10% female compared to male</td>
<td>1%</td>
<td>10%</td>
</tr>
</tbody>
</table>
MOROCCO

1. Status:
The status of local government staff is governed both by the General code of the public service (Dahir n°1.58.008 du 24 février 1958 tel que modifié et complété par la loi n°50.05 du 19 mai 2011 portant Statut général de la fonction publique - SGFP) and the Special Statute for Local Government staff (Décret n° 2-77-738 du 27 septembre 1977 portant statut particulier du personnel communal).

2. Local Civil Service:
There is a Local Civil Service organized by the Decree of 1977 which remains rather limited. A reform of this status is provided for by the new Organic Law 113-14 on the Communes. Indeed, art 281 of the organic law 113/14 relating to the communes provides that the statute of the communal staff of 1977 will remain temporarily in force until its update which according to art 280 will have to be made within a period of 30 months maximum after the entry into force of the organic law.

3. The organizational chart of Local Governments:
The organizational chart of Local Government is designed by the State (the General direction of the Local Government) and each Local Government. A project to set up standard organizational charts has been completed and remains pending texts for their implementation

4. Human Resource Management:
- **The Human Resources Management within each Local Government:**
  It is noted that there are at the level of Moroccan local authorities, Human Resources Managers who are in the majority of cases, Heads of Personnel or Human Resources Division. Other actors involved in the management of human resources are: the Chairman of the Board, the Director or General Manager of the Services.
- **Job and skills Forecast Management/Human resource planning at Local Government/ Jobs and Skills Template at Local Government:**
  Some communities develop a GPEC-based HR strategy accompanied by RECs like the communes of Agadir, Casablanca and others.
- **Recruitment of Local Government Human Resource:**
  The President of the Council of each territorial collectivity is the competent authority for the recruitment of human resources.
- **Salaries of Local Government staff:**
  It is each local Government which ensures the fixing and the payment of the salary of the personnel with the agreement of the Central Administration.
- **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
  The authorities responsible of the management of the career are the Council President, the Joint Commission and the Central Administration for State Assigned Agents.
- **Human Resources Information System (HRIS) at Local Government level:**
  Human Information System exists at the level of some local Government.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
Indeed, there is a national strategy for training human resources which is led by the Directorate of Training of Administrative and Technical Officers (DFCAT) under the DGCL.
6. **The share of the Local Government Budget dedicated to training**
The part of the budget of local Government granted to training is not fixed, even if the law makes it an obligation.

7. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There are different associations and unions grouping agents of local Government. The main union is the union of the workers of the Local Government of Morocco affiliated to the Moroccan Union of the Workers. There is also the Association of Directors General and Directors of Services of the Communes and Arrondissement of Morocco.

8. **National / Regional or Local Networks for Managers of Local Government:**
There is National / Regional or Local Networks for Managers of Local Government.

9. **Recent Reform**
Since the launch meeting held in April 2018 by the Directorate of Local Government, a project on "Moroccan administrative reform at local level" is underway.

10. **Statistic Data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Share of the public servants' wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio female for Local Governments staff</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
<th>Percentage of illiteracy in Local Government Human Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>583 071</td>
<td>11.84%</td>
<td>147 637</td>
<td>25.32%</td>
<td>49.9%</td>
<td>20%</td>
<td>40%</td>
<td>15%</td>
<td>10%</td>
</tr>
</tbody>
</table>
1. **Status:**

2. **Local Civil Service:**
There is a Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart is designed by Each Local Government and the Central Government through ‘Ministry of Urban & Rural Development, Department of Local & Region Coordination’.

4. **Human Resources management:**
   - The Human Resources Management within each Local Government:
     Human Resources managements within each local government is assumed by the Chief Executive Officer; the Human Resources Manager (HRM); and the Director/ Head of Administratives and Finances Affairs.
   - Job and skills Forecast Management/Human resource planning at Local Government:
     Job and Skills Forecast Management/Human resource planning at Local Government level exists just at the level of some Local Governments. It is the Local Government that establishes its reference system of jobs and skills
   - Recruitment of Local Government Human Resource:
     Recruitment is carried out by the Central Government and the Local Government through the Human Resources department in the Ministry of Urban & Rural Development, mainly for positions of the CEO, senior management.
   - Salaries of Local Government staff:
     Each Local Government is responsible for paying the salaries of Local Government staff
   - Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
     The Local Government through the Chief Executive Officer is responsible for managing the career.
   - Human Resources dashboard at the level of Local Government:
     There is Human Resources dashboard at the level of Local Government.
   - Human Resources Information System (HRIS) at Local Government:
     It does not exist any the Human Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government which developed by Office of the Prime Minister & The Public Service Commission.

6. **The share of the Local Government Budget dedicated to training :**
The share of the Local Government Budget dedicated to training is 10%.
7. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There are different Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government such as the Namibian Association for Local Authority Officers Mr. Nathanael Areseb, Tel: +264 61 2903394 Fax: +264 61 240929; Email: nalao@windhoekcc.org.na

8. Statistic data

<table>
<thead>
<tr>
<th>Total State's public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Staff wage bill in the Local Governments Budget</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>110 420</td>
<td>45.9%</td>
<td>87421</td>
<td>35%</td>
<td>10%</td>
<td>3.7%</td>
</tr>
</tbody>
</table>
SENEGAL

1. Status:
The status of local government staff is governed both by the general code of the public service and “Loi n°2011-08 du 30 mars 2011 portant statut général des fonctionnaires des collectivités locales”.

2. Local Civil Service:
There is a territorial public service still in the process of operationalization. The various implementing decrees of the law 2011-008 have practically been adopted. It now remains to implement all these decisions in the field. A phase of identification and integration of staff is underway. According to the Directorate General of Territorial Communities, more than 11,000 local government officials have been integrated into the new status of territorial civil servants.

3. The organizational chart of Local Governments:
The responsibility for establishing the organizational chart of local Government lies with each Local Government. It must be the subject of a visa of the guardianship

4. Human Resources management:
   - The Human Resources Management within each Local Government:
     In most major cities, there is a human resources manager. However, other actors also play important roles, in this case the central administration through the DGCL.
   - Job and skills Forecast Management/Human resource planning at Local Government/ Jobs and skills template:
     It does not exist Job and Skills Forecast Management/Human resource planning at Local Government. However, there is a reference manual of Jobs and Skills developed by the State.
   - Recruitment of Local Government Human Resource:
     The Local Governments is responsible of recruitment.
   - Salaries of Local Government staff:
     Each Local Government is responsible for the fixing and payment of salaries of Local Government staff.
   - Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
     The local Governments through the Local Executives are responsible for the management of the careers of the staff.
   - Human Resources dashboard at the level of Local Government:
     There is no Human Resources dashboard at the level of Local Government.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a national strategy for training, skills development and capacity building for local Government human resources, led by the DGCT (Directorate General of Local Government).

5. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government. These are the Intersyndicale of Local Government Workers (ITCL) and the Association of Local Government Workers of Senegal (ATRACOTS).

6. Statistic Data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Total number of Local Government staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>127 30</td>
<td>11 000</td>
</tr>
</tbody>
</table>

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SEYCHELLES

1. Status:
The status of local government staff is governed by the Local Government Act, 2015 and the Public Service Orders, June 1996 (Updated based on circulars issued between 1996 and Dec 2003).

2. The organizational chart of Local Governments:
The organizational chart of Local Governments is designed by Central Government through department of public administration.

3. Human Resource Management

- The Human Resources Management within each Local Government:
  Human Resource management within each local government is assumed by several actors: the President/Chairperson/Mayor of the Local Government; the Chief Executive Officer; the Human Resources Manager (HRM); and the Director/ Head of Administrative and Finances Affairs.

- Job and skills Forecast Management/Human resource planning at Local Government level:
  There is a Job and Skills Forecast Management/Human resource planning at Local Government level through National Human Resources Plan/ National Human Resources Recruitment Plan

- Jobs and Skills Template at Local Government level:
  There are Jobs and Skills Template at Local Government levels.

- Responsible for jobs and skills or job descriptions and specifications:
  The responsible for jobs and skills or job descriptions and specifications is the Central Government.

- Recruitment of Local Government Human Resource:
  The Central Government is responsible for recruitment of local Government human Resource.
  The Local Government is also involved in the recruitment process.

- Salaries of Local Government staff:
  The Central Government is responsible for setting salaries of local Government staff. However each local Government is responsible for paying the salaries.

- Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
  The Central Government is responsible for managing the career development of Local Government’s Managers.

- Human Resources Information System (HRIS) at Local Government:
  There is the Human Information System (HRIS) at Local Government level.

4. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is National Strategy/ Policy for Training, Skills Development and Human Resource Capacity Building for Local Government which is managed by the Department of Local Government.
5. **The share of the Local Government Budget dedicated to training:**
The share of the Local Government Budget dedicated to training is 5%.

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There are Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. **National / Regional or Local Networks for Managers of Local Government:**
There is no National/ Regional or Local Networks for Managers of Local Government.

8. **Statistic Data**

<table>
<thead>
<tr>
<th>Total number of Local Government staff</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>165</td>
<td>24%</td>
<td>18%</td>
<td>1%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of Local Government staff is governed by the Local Government Act 2004.

2. **Local Civil Service:**
There is a Local Civil Service.

3. **The organizational chart of Local Governments:**
The organizational chart of Local Governments is designed by the Central Government through the Ministry of Local Government and Rural Development.

4. **Human Resources management:**

   - **The Human Resources Management within each Local Government:**
     Human Resources Manager is responsible for the management of staff.
   
   - **Job and Skills Forecast Management/Human resource planning at Local Government:**
     Job and Skills Forecast Management/Human resource planning at Local Government exists just at the level of some Local Governments.
   
   - **Jobs and Skills Template at Local Government:**
     It does not exist any Jobs and Skills Template at Local Government.
   
   - **Recruitment of Local Government Human Resource:**
     The Local Government and the Commission are the authorities responsible for recruitment of local Government Human Resource.
   
   - **Salaries of Local Government staff:**
     The Central Government and a commission are responsible for setting and for paying salaries of local Government staff.
   
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The Local Government through the Chief Executive Officer and a commission are responsible for managing the career.
   
   - **Human Resources dashboard at the level of Local Government:**
     There is the Human Resources dashboard at the level of Local Government.
   
   - **Human Resources Information System (HRIS) at Local Government:**
     There is the Human Information System (HRIS) at Local Government level.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
It does not exist any National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government.
6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. **National / Regional or Local Networks for Managers of Local Government:**
There is no National / Regional or Local Networks for Managers of Local Government.

8. **Statistic data**

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Share of the Local Government Budget dedicated to training</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio (male/female) for Local Governments staff</th>
<th>Percentage of people with disability working at the level of the Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>60 000</td>
<td>12%</td>
<td>296</td>
<td>3%</td>
<td>2%</td>
<td>30%</td>
<td>20% - 40%</td>
<td>1%</td>
</tr>
</tbody>
</table>
SOUTH AFRICA

1. Status:

2. Local Civil Service:
It does exist any local Civil Service.

3. The organizational chart of Local Governments:
Each Local Government designs its organizational chart.

4. Human Resources management:
   ➢ The Human Resources Management within each Local Government:
      It is the Chief Executive Officer who is responsible for managing the staff. There is still a Directorate of Human Resources.
   ➢ Job and skills Forecast Management/Human resource planning at Local Government:
      There is Job and Skills Forecast Management/Human resource planning at Local Government level.
   ➢ Jobs and Skills Template at Local Government:
      There is no Jobs and Skills Template at Local Government.
   ➢ Responsible for jobs and skills or job descriptions and specifications:
      The responsible for jobs and skills or job descriptions and specifications is the Local Government.
   ➢ Recruitment of Local Government Human Resource:
      Each Local Government is responsible for recruitment of local Government Human Resource. However, provincial governments are empowered to deploy a second staff to local governments under certain circumstances. In addition, the law gives provincial governments a supervisory role in the recruitment of senior staff in a municipality.
   ➢ Salaries of Local Government staff:
      Wage setting is the responsibility of the central government, while payment is the responsibility of each local authority.
   ➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
      Each Local Government through the Chief Executive Officer is responsible for managing the career development of Local Government’s.
   ➢ Human Resources dashboard at the level of Local Government:
      There is Human Resources dashboard at the level of Local Government.
   ➢ Human Resources Information System (HRIS) at Local Government:
      There is Human Information System (HRIS) at Local Government level.
5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government. The department that develops and implements this strategy is the Skills Development Units.

6. The share of the Local Government Budget dedicated to training:
The share of the Local Government Budget dedicated to training is 20%.

7. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government

8. National / Regional or Local Networks for Managers of Local Government:
There is a National/ Regional or Local Networks for Managers of Local Government.

1. Statistic data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Percentage share of the public servants’ wage bill in the GDP</th>
<th>Total number of Local Government staff</th>
<th>Percentage of Local Government Staff in relation to all public servants</th>
<th>Staff wage bill in the Local Governments Budget</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>gender ratio (male/female) for Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 161 000</td>
<td>+/-40%</td>
<td>311 361</td>
<td>10%</td>
<td>+/-5%</td>
<td>+/-25%</td>
<td>30%</td>
</tr>
</tbody>
</table>
UGANDA

1. Status
   The status of Local Government staff is governed by the *Public services Standings Orders 2010* and the Local Governments Act 1997 Cap. 243.

2. Local Civil Service
   There is a Local Civil Service.

3. The organizational chart of Local Governments:
   The responsibility for establishing the organizational chart of Local Governments is designed by the Central Government and each Local Government.

4. Human Resources management
   - **Responsible of Human Resources Management within each Local Government:**
     The management of human resources is ensured by Each Local Government through several managers: the President/Chairperson/Mayor of the Local Government; the Chief Executive Officer; the Human Resources Manager (HRM) and others.
   
   - **Job and skills Forecast Management/Human resource planning at Local Government level:**
     There is Job and Skills Forecast Management/Human resource planning at Local Government level through the Public Service Standing Orders, Local Governments Act, Public Service Act, and others.
   
   - **Jobs and Skills Template at Local Government:**
     There is a Template at Local Government and its elaboration is assumed by the Ministry of Public Service. The reference is [www.molg.go.ug](http://www.molg.go.ug)
   
   - **Recruitment of Local Government Human Resource:**
     the District Service Commission is in charge Recruitments.
   
   - **Salaries of Local Government staff:**
     setting the salaries of local Government staff is done by Central Government. The payroll for district and municipal government staff is decentralised and managed by relevant local governments. The Ministry of Public Service has adopted the ‘straight through processing’ (STP) system for all employees’ salaries. Their monthly salary is now directly credited to the employee’s bank account.
   
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation)**
     Career management is done by the District Service Commission and the Chief Executive Officer (CAO).
➢ Human Resources dashboard at the level of Local Government:
There is no Human Resource dashboard at the level of Local Governments.
➢ Human Resources Information System (HRIS) at Local Government
There is Human Information System (HRIS) at Local Government level.
➢ Responsible for jobs and skills or job descriptions and specifications:
The Responsible for jobs and skills or job descriptions and specifications are the Central Government; the Local Government; a Commission; a Public Agency and Others.

5. National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government. The Civil Service College and the Uganda Management Institute provide various training programs.

6. Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:
There are Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. National / Regional or Local Networks for Managers of Local Government:
There are various National/ Regional or Local Networks for Managers of Local Government among which: the Networks Chief Executive Officer (CEO), the national branch l’APS-HRMnet, Uganda Human Resource Managers Association (+256776417077).

8. Statistics data

<table>
<thead>
<tr>
<th>Total Number Of Public Servants</th>
<th>Share of the public servants' wage bill in the GDP</th>
<th>Total Number Of Local Government Staff</th>
<th>Local Government Staff as compare to all public servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff)</th>
<th>Gender Ratio (Male/Female)</th>
<th>People with disability working at the level of the Local Government</th>
<th>Percentage of illiteracy in Local Government Human Resources</th>
<th>Share of the Local Government Budget dedicated to training</th>
</tr>
</thead>
<tbody>
<tr>
<td>450,000</td>
<td>30%</td>
<td>200,000</td>
<td>60%</td>
<td>30%</td>
<td>10%</td>
<td>60% / 40%</td>
<td>5%</td>
<td>1%</td>
<td>5%</td>
</tr>
</tbody>
</table>
1. **Status:**
The status of local government staff is governed both by the general code of the public service (Loi n°0017PR 2001) and the Labor code.

2. **Local Civil Service:**
There is no Local Civil Service.

3. **The organizational chart of Local Governments:**
The responsibility for establishing the organizational chart of local Government lies with each Local Government.

4. **Human Resources management:**
   - **The Human Resources Management within each Local Government:**
     Human Resources management is provided by the Director of Human Resources.
   - **Job and skills Forecast Management/Human resource planning at Local Government/ Jobs and skills template:**
     It does not exist Job and Skills Forecast Management/Human resource planning at Local Government. However, there is Jobs and Skills template, which is not applied by all the Commons.
   - **Recruitment of Local Government Human Resource:**
     A agency is in charge of the process of recruiting human resources.
   - **Salaries of Local Government staff:**
     Each Local Government is responsible for the fixing and payment of salaries of Local Government staff.
   - **Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):**
     The local Governments through the Mayor is responsible for the management of the careers of the staff.
   - **Human Resources dashboard at the level of Local Government:**
     There is no Human Resources dashboard at the level of Local Government.

5. **National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:**
There is a national strategy for training, skills development and capacity building for local Government. The ENA (National School of Administration) deals with training.

6. **Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government:**
There is Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government.

7. **National / Regional or Local Networks for Managers of Local Government:**
There is no National / Regional or Local Networks for Managers of Local Government.

8. **Statistic Data**

<table>
<thead>
<tr>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
<th>Gender ratio female for Local Governments staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>20%</td>
<td>40%</td>
</tr>
</tbody>
</table>
TOGO

1- Status:
The status of Local Government staff is governed by different rules: the Law on the General Statute of the Togolese Civil Service, the Particular Statute for Local Government Human Resource (Loi 2008/006 portant Statut des agents des collectivités territoriales), and the Labor Code.

2- Local service:
There is no local service.

3- Management of Human Resources:

- Job and Skills Forecast Management/Human resource planning at Local Government:
  Just a few of Local Government have the Job and Skills Forecast Management/Human resource planning and it is the state which takes care of its elaboration.

- Recruitment of Local Government Human Resource:
The authorities in charge of the process of recruitment of the human resources are: the State and each

- Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation):
The Local Government, through the Mayor, is responsible for managing the career.

4- Statistic Data

<table>
<thead>
<tr>
<th>Staff wage bill take in the Budget for Local Governments</th>
<th>Supervision rate (Managers/all Staff) at the level of Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>35%</td>
<td>10%</td>
</tr>
</tbody>
</table>
TUNISIA

1- Status:
The status of Local Government staff is governed by the Law n°83-112 of 12th December 1983 on the Particular Statute for State and Local Government Human Resource, and for Public establishment with administrative nature and by the Labor Code.

2- Local Civil Service:
There is no Local Civil Service.

3- Human Resource Management:
   
   ➢ Gestion Prévisionnelle des Emplois et Compétences (GPEC)/Référentiel des Emplois et des Compétences (REC)
   La Gestion Prévisionnelle des Emplois et Compétences (GPEC)/Référentiel des Emplois et des Compétences (REC) existent juste au niveau de quelques Collectivités Territoriales.
   
   ➢ Recruitment of Local Government Human Resource:
The authority in charge of the Human Resources recruitment process is the State via the Ministry of Local Affairs and the Environment and the Governorate [Prefecture] for technicians
   
   ➢ Salaries of Local Government staff
The State ensures the fixing and the payment of the salary of the personnel.

   ➢ Management of the career development of Local Government’s Managers (promotion, advancement, sanction, motivation and performance evaluation) :
The authorities responsible for the management of the career development are : the State and the Territorial Collective.

4- National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government:
There is a National Strategy/ Policy for Training, Skills Development and Human Resources Capacity Building for Local Government. CFAD provides the current training programs.

5- Recent Reforms:
   
   ➢ Adoption of a new Constitution in 2014 devoting a whole chapter (Chapter 7) to the local power in order to be part of a logic of progressive decentralization ;
   
   ➢ Beginning of the reform of the legislative framework in order to delegate important competences to the Local Governments following the presidential and legislative elections of 2014
   
   ➢ Strengthening of local power and adoption of a five-year program law that defines the stages of implementation of decentralization monitored by the PRA;
   
   ➢ Creation of a new ministry in charge of local authorities following the recent cabinet reshuffle of January 2016 and preparation of the next municipal elections.

6- Statistic Data

<table>
<thead>
<tr>
<th>Total number of public servants</th>
<th>Staff wage bill take in the Budget for Local Governments</th>
</tr>
</thead>
<tbody>
<tr>
<td>604 163</td>
<td>40 and 80%</td>
</tr>
</tbody>
</table>
ANNEX 2
Reports of the two Focus Group of Accra and Rabat
AFRICAN LOCAL GOVERNMENT ACADEMY (ALGA)

GENERAL RAPPORT

Organization of the 2nd Focus Group of the Observatory of Human Resources of Local Government in Africa

On the theme:
« The Management of Human Resources at African Local Level: Statutes and mechanisms of motivation of Human Resources»
« Put motivation at the heart of the local government’s HRM strategy in North Africa to ensure local performance».

Thursday, 05 July 2018
Rabat, Morocco, Hassan Tower Hotel
With the support of the European Commission
SUMMARY

- Argument
- Program
- Official Opening Ceremony of the focus group
- Organization and Progress of the work
- Report of the Focus group
- Presentations
- Annex :
  - List of Participants
  - Press release
CONCEPT PAPER

THE CONTEXT

The African Vision 2063 and all the Global Agendas (The SDGs, the New Urban Agenda, the Climate Change Agenda, the Sendai Framework, the Financial Agenda) have a territorial dimension. Their implementation has a local dimension by nature and a great deal of their realization falls under the responsibility of local and regional governments. The International Community itself recognizes that over 60% of the SDGs and the NDCs (Nationally Determined Commitments in application of the Paris Agreement on climate change) cannot be implemented without the involvement of Local and Regional Governments.

Tackling the Challenges of rapid urbanization in Africa will also require that Cities and Local Governments be on the frontline of making Cities and Human settlements safe, resilient and sustainable in accordance with the SDG 11. Moreover, for the UN, the battle for sustainable development "will be won or lost" in cities.55 However, most of the time, the leaders of the Territorial Communities insist on improving their financial and fiscal resources and capacities to assume their responsibilities and to face these challenges, whereas they seldom mention the problems, the challenges and the capabilities of their Human Resources. Moreover, in most African countries, Human Resource Management (HRM) is presented as one of the weakest link in the reform for the modernization of public administration.

In its Resolution 72/235 of 20 December 2017 on the development of Human Resources, the UN General Assembly has noted that the future of work, influenced by scientific and technological progress, requires adaptability and the faster acquisition of new skills which, in turn, go through pre-school education, lifelong learning and a comprehensive approach to continuous education and training, including through investing in teacher training and improving access to digital learning resources, especially in developing countries.

The UN General Assembly also urged Member States to adopt and implement comprehensive Human Resource development strategies that build on their development goals, closely link quality education, training and development to contribute to the productivity and competitiveness of the workforce and meet the needs of the economy.

The good management of Human Resources is also one of the key requirement of the Good Governance, as a strategic lever of performance and professionalism in an administration whether public or private. Thus, the issue of Human Resource Management (HRM) at African Local Level must occupy an important place in the Decentralization policies and reforms underway in the Continent. Indeed, in most African Countries, the HRM is presented as one of the weakest field in the Local Governance and is cited as one of the main causes of poor performance of Local Governments in Africa.

In order to better understand the challenges faced by Local Governments in managing their Human Resources, and then to better target the actions to be undertaken for its reinforcement, it is first and foremost important to know the current state of HR at the local level in Africa.

It is in this context and in the framework of the Priority 3 of its Strategic Plan (GADDEPA); "Human Capital Development, Capacity Building and Intellectual Exchange" and also in the framework of the operationalization of ALGA and its Observatory of African Local Government’s Human Resources, that UCLG-Africa launches a study on “the state of Local Government’s Human Resource in Africa”. The main objective of this study is to make an initial assessment of the situation of HRM at the local level in Africa by highlighting the main issues and challenges faced by African Local Governments in this area in order to allow UCLG-Africa and all the other actors involved, to move resolutely towards a holistic, inclusive and participative approach that puts HRM on the path of reform and modernization. The specific objectives of this report are:

- Identify the main issues and challenges in HRM in Local Public Administration in Africa;
- To promote the systematic production and collection of information on HRM at African Local level;
- To highlight the diversity of practices in the field of HRM in African Local Governments;
- To identify and share good practices;
- To appreciate the effectiveness and relevance of the current operating procedures of HRM at Local Level in Africa with the International Standards;

To contribute to the improvement of HRM systems at the level of Local Governments in Africa;
- To encourage African LGs to carry out the necessary reforms and advocate towards their States and Governments to put in place the appropriate reforms;
- To promote a participatory and inclusive Governance in the field of HRM;

In order to collect the necessary data to prepare this Report, UCLG-Africa and its Academy will rely on several and diverse sources of information’s, namely the preparation and dissemination of questionnaires and the organization of 3 Focus Groups in Ghana (for Anglophone systems), in Ouagadougou (for Francophone Systems) and in Rabat (for Arabic Systems).

THE MAIN OBJECTIVE OF THE FOCUS-GROUP

The main objective is to collect information (the current situation, the roles and responsibilities, the challenges, the reforms, the best practices…), directly from all the Actors and Stakeholders interested by the issue of the HRM, that will serve for the preparation of the 1st the Report on the State of Human Resources Management at African Local level.

This 2nd Focus Group will focus issues related to the status and motivation mechanisms of Human Resources at the local level, as key elements to ensure the attractiveness and performance at the local level in Africa. The information collected will be used in the preparation of the Report.

THE SPECIFIC OBJECTIVES OF THE FOCUS-GROUP

- Create a space and a moment of exchange and brainstorm between all the Actors and Stakeholders directly involved in HRM at Local level,
- Listen and collect participants' opinions on the HRM at Local Level in Africa;
- List the challenges facing the HRM at Local level;
- Identify Good practices in this field;
- Define HRM standards locally with participants;

PLACE, DATES AND THEMES

1) The 1st Focus Group was held in Accra, Ghana, on May 30, 2018, at the Tang Palace Hotel on the sidelines of UCLG Africa's West Africa Regional Strategic Meeting and focused on the theme : "Local Human Resource Management in Africa: Challenges, Reforms and Perspectives".
2) The 2nd Focus group will be held in Rabat at the Hotel Tour Hassan on July 5, 2018 on the sidelines of UCLG Africa's North Africa Strategic Meeting and will focus on the theme "Human Resource Management at the Local in Africa: Statutes and Mechanisms of Motivation ".
3) The 3rd Focus Group is planned in Ouagadougou, Burkina Faso in July 2018.

ORGANIZERS AND PARTNERS

The Workshop is organized by UCLG-Africa/ALGA through the Observatory of Local Government Human Resources in Africa, in coordination with the Regional Bureau of West Africa (WARO) and the financial support of the Commission of the European Union.

THE PARTICIPANTS

The Focus-Group will be an opportunity to listen, involve and exchange with a sample including all the actors and stakeholders concerned by the issue of HRM at Local level. Each focus-group will bring together about thirty (30) participants including:

- The representatives of the Government (Ministry in charge of Decentralization, Ministry in charge of Finance);
- National Associations of Local Authorities;
- Local elected Officials;
- The Local Managers (City Managers, Financial and technical Managers, HR Managers, others);
- Professional Network of Local Managers;
- Representatives of the Unions of Managers;
- Training Institutes targeting Local Governments in Africa;
- HRM Experts and Resource Persons;
- Partners;
THE METHODOLOGY

The Focus-Group will run as follows:

- A presentation of ALGA and the Human Resources Observatory of Local Government in Africa of ALGA;
- Presentations by experts from diverse professional backgrounds on challenges, reforms and best practices in HRM;
- Presentations on the Status and motivation mechanisms of Human Resources of Territorial Communities;
- Presentations made by Territorial Collective Officials (elected and HR Manager) on the experience of their Administration;
- Interventions of various actors involved in HRM at the local level;
- General Discussions;
- Presentation of conclusions and recommendations.

EXPECTED RESULTS

- About 30 participants will have presented and exchanged on the practice of HRM at the level of their administrations;
- Concrete proposals are made to improve the practice of HRM at local level in Africa;
- Important data, in terms of quantity and quality is collected for the preparation of the Report on “The state of Local Government’s Human Resources in Africa”;

THE AGENDA

<table>
<thead>
<tr>
<th>08 : 00 am</th>
<th>Welcoming and Registration of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Opening Session</strong></td>
<td></td>
</tr>
<tr>
<td>9 : 00</td>
<td>• Welcome address by the Representative of Mr. Jean Pierre Elong Mbassi, Secretary General of UCLG Africa.</td>
</tr>
<tr>
<td></td>
<td>• Presentation of the African African Local Government Academy and the Observatory HR of African Local Government, by Dr. Najat Zarrouk, Director of ALGA, UCLG-Africa.</td>
</tr>
<tr>
<td></td>
<td>• Presentation of the Program.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>9 : 15</th>
<th><strong>Moderator: Dr. Najat Zarrouk, Director of ALGA, UCLG-Africa</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Plenary Session 1</strong></td>
<td>The Statutes and Motivation of Human Resources of Territorial Communities: A diversity of Situations and Perspectives</td>
</tr>
<tr>
<td></td>
<td>- The promotion of Values and Principles of Public Service in Africa, by Prof. Johnson Falade, Special Adviser UCLG-Africa.</td>
</tr>
<tr>
<td></td>
<td>- The issue of status and motivation of Human Resources, the experience of Tunisia, by Mr Abdellatif Hmam, Director General of the National School of Administration (ENA) of Tunisia.</td>
</tr>
<tr>
<td></td>
<td>- HRM within the municipalities of Algeria, by Mr Amine Ferroukhi, Deputy Director of Post-Graduation and Scientific Research, at the National School of Management, ENSM, Algeria.</td>
</tr>
<tr>
<td></td>
<td>- The motivation of Human Capital in Public Administration, experience of Morocco, by the Representative of the Ministry in Charge of the Reform of the Administration and the Public Service, Morocco</td>
</tr>
<tr>
<td></td>
<td>- The importance and mechanisms of motivation for a better performance of Human Resources at local level, experience of Belgium, by Mr Raymond Veriter, International Consultant and Expert in Human Resources Management, Belgium.</td>
</tr>
<tr>
<td></td>
<td>- Good Practices in Human Resources Motivation, by Mr Mohamed Tazi, International Consultant, Cabinet LMS, Morocco.</td>
</tr>
<tr>
<td>11 : 00</td>
<td>Break Group Photo</td>
</tr>
</tbody>
</table>
### Plenary Session 2
**The Statutes and the Motivation of the Human Resources of the Territorial Communities in Morocco:**
**Peers Learning**

**Moderator:** Prof. Johnson Falade, Special Adviser UCLG-Africa

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>12:30</td>
<td>Municipality of Rabat, by Mr Said El Azzouzi, Human Resources Director</td>
</tr>
<tr>
<td>12:30</td>
<td>Municipality of Casablanca, by Hassan Arrouchi, Head of the Employment and Skills Division, Human Resources Department.</td>
</tr>
<tr>
<td>12:30</td>
<td>Municipality of Tévragh Zeina, Mauritania, by Mr Sidi Hamou Moulaye Driss, Administrative and Financial Director.</td>
</tr>
<tr>
<td>12:30</td>
<td>Municipality of Temara, by Mr. Abdelaziz Layad, 1st Vice-President of the Communal Council.</td>
</tr>
<tr>
<td>12:30</td>
<td>Municipality of Kenitra, by Ms. Leila Mellah, Director of Financial Affairs Municipality of Salé.</td>
</tr>
</tbody>
</table>

**Lunch break**

### Plenary Session 3
**Main Actors, Roles and Responsibilities**

**Moderator:** Mr. Raymond Veriter, International Consultant and Expert in Human Resources Management, Belgium.

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>14:30</td>
<td>The Statutes and modalities of motivation of the Human Resources at the local level, experience of Morocco, a Representative of the Ministry of Interior of Morocco.</td>
</tr>
<tr>
<td>14:30</td>
<td>The role of the Local Government Division (DCL), Head of the Local Government Division, Rabat Prefecture.</td>
</tr>
<tr>
<td>14:30</td>
<td>The role of the Moroccan Association of Presidents of Communal Councils (AMPCC), by the Representative of the AMPCC.</td>
</tr>
<tr>
<td>14:30</td>
<td>The Role of Training Institutes in Strengthening Local Performance:</td>
</tr>
<tr>
<td>14:30</td>
<td>• Support for Structural Projects of the Kingdom of Morocco by the International University of Rabat (IUR), Morocco</td>
</tr>
<tr>
<td>14:30</td>
<td>• The Institute of Finance (IDF), Ministry of Economy and Finance, Morocco</td>
</tr>
<tr>
<td>14:30</td>
<td>• The role of the Moroccan Pension Fund (CMR)</td>
</tr>
<tr>
<td>14:30</td>
<td>• Partners in Social Dialogue</td>
</tr>
<tr>
<td>14:30</td>
<td>• Mr. Saïd CHAOUI, National Secretary of the National Federation of Local Government Workers and Officials / Moroccan Labor Union</td>
</tr>
<tr>
<td>16:30</td>
<td>The contribution of the European Union to the promotion of Human Capital, Delegation of the European Union to Morocco</td>
</tr>
</tbody>
</table>

**Break**

**Discussion**

**Presentation of conclusions and recommendations, Dr. Najat Zarrouk, Directrice de l’ALGA de CGLU-Afrique.**

**End of the Works !**
L’ouverture officielle

The focus group was opened by Dr. Najat Zarrouk, Director of ALGA. She began by sending words of thanks and welcome to all the participants who kindly honored their presence with this activity, both those representing different institutions in Morocco and those from other countries. She said she was delighted to see this Focus group for the North Africa region, which will be the occasion to give Human Capital in the Territorial Communities, the important place that it deserves and to change the bad perception that the work at the local level in Africa.

She then introduced the Keynote Speakers, asking everyone to introduce themselves and give a brief opinion on the general theme of the Focus Group. The Keynote Speakers were:

- Mr. HAMAM Abdellatif, Director of the National School of Administration of Tunisia,
- Prof. Johnson BADE FALADE, MD / CEO of Gotosearch.Com Ltd and Executive Director of FDI, Special Advisor of UCLG Africa, Nigeria
- Mr. Raymond VERITER, International Consultant and Expert in HRM, Belgium
- Mr. Mohamed TAZI, Associate Director, LMS Training, Morocco
- Dr. Amine FERROUKHI, Deputy Director of Postgraduation and Scientific Research at the National School of Management (ENSM) of Algeria,

On the whole, each in their own words, they supported the importance of the theme given the difficult context in which human resources are working at the level of Territorial Communities in Africa and elsewhere. They also insisted that the promotion of employment within the Territorial Communities must necessarily go through an improvement of the statutes as well as working conditions and mechanisms of motivation of the personnel.

1) On the participation

The Focus-Group was an opportunity to listen, to involve and to exchange with a sample of major actors concerned by the problem of HRM at the local level in North Africa. The Focus group was attended by about sixty-six (66) people including twenty-eight (28) women from seven countries (Morocco, Algeria, Tunisia, Mauritania, Nigeria, Belgium, Canada) representing different institutions including:

- Representatives of the Government and the Central Administration (the Ministry of Reform of the Administration and the Public Service of Morocco, the Ministry of Economy and Finance of Morocco, the Prefecture of Rabat, the Moroccan Pension Fund);
- An Association of Local Authorities  Moroccan Association of Presidents of Communal Councils (AMPCC);
- Representatives of the Local Government (City of Rabat, City of Casablanca, City of Salé, City of Temara, City of Kenitra, City of Tevragh Zeyna);
- Local Managers (Secretaries General, Directors of Services, Financial and Technical Managers, Directors of Human Resources ...);
- Professional Networks of Local Managers;
- Representatives of the Local Government Staff Union (the People's Trade Union, the National Federation of Local Government Workers and Officials / Moroccan Labor Union);
- Training Institutes targeting Local Government in Africa (the ENA of Tunisia, the National School of Management (ENSM) of Algeria, the Institute of Finance of Rabat, the International University of Rabat);
- HRM experts and researchers and resource people from diverse backgrounds;
- The UCLG Africa team
• The media

2) On organization and progress

The focus group was organized around a day, around an opening and introduction session followed by 3 plenary sessions, with 18 presentations and moments of general discussion.

• Plenary Session 1:

Statutes and Motivation of Human Resources of Local Government: a variety of Situations and Perspectives

• Plenary Session 2:

The Statutes and the Motivation of Human Resources of Local Government in North Africa: Learning by Peers

• Plenary Session 3:

Main actors; Roles and responsibilities

A. Plenary Session: "The Statutes and the Motivation of Human Resources of the Local Government: a variety of Situations and Perspectives".

The purpose of the session was to allow different experts from different countries and different professional backgrounds to share their vision on the issue of the Staff Regulations and HRM staff motivation.

She has had six (7) Presentations:

• Investment in Human Capital of Local Government in Africa: Vision and Role of UCLG-Africa and its African Academy of Local Government (ALGA), Dr. Najat ZARROUK, Director of ALGA;
• The promotion of Values and Principles of Public Service in Africa, by Prof. Johnson Falade, Special Adviser UCLG-Africa;
• The issue of status and motivation of Human Resources, the experience of Tunisia, by Mr. Abdellatif Hmam, Director General of the National School of Administration (ENA) of Tunisia;
• HRM in the Municipalities of Algeria, by Mr. Amine Ferroukhi, Deputy Director of Post-Graduation and Scientific Research, at the National School of Management, ENSM, Algeria;
• The motivation of Human Capital in Public Administration, experience of Morocco, Jawad SADIQ, Representative of the Ministry in Charge of the Reform of the Administration and Civil Service, Morocco;
• The importance and mechanisms of motivation for a better performance of Human Resources at the local level, experience of Belgium, by Mr. Raymond Veriter, International Consultant and Expert in Human Resources Management, Belgium;
• Good Practices in Human Resources Motivation, by Mr Mohamed Tazi, International Consultant, Cabinet LMS, Morocco.

➢ The presentation of Dr. Najat ZARROUK, Director of ALGA, first speaker of this panel, focused on the ambitious and complex global geopolitical context and Africa difficult for Decentralization in Africa against which investing in human capital is no longer a choice but an imperative. Indeed, to build the world we want through the full realization of the SDGs and the Africa we want with Agenda 2063, it is necessary to have competent, motivated and committed human resources. For UCLG Africa, umbrella and united voice of African Local Government, strengthening Human Capital is one of the three strategic pillars. It is in this respect that UCLG Africa has set up the African Academy of Local Government (ALGA) to serve as a strategic lever to transform Local Leadership and modernize local Public Administration in Africa. To achieve its objectives, ALGA has set itself the vision of investing in human capital in order to anchor performance at the local level in Africa. To achieve this vision, it has four main missions: Improve the quality of training for Local Government through the establishment of a system of accreditation of Institutes and Training Program targeting the Local Government; Make available to the Local Government innovative training offers through the establishment of an Executive Master in Management of Cities, colleges on innovative themes, online courses etc. The standardization of the GRH of the Local Government thanks to the setting up of the Observatory of the Human Resources of the Territorial Collectivities; and finally, the
support to networks and members of UCLG Africa. To carry out these different missions, ALGA counts on the support of its numerous partners in Africa and in the world, the partnership and the Cooperation constituting a privileged means of action and a strategic axis for the Academy.

• **For Professor Johnson FALADE**, it is important to have competent human resources, but they must be above all, professional and honest. It is the objective of developing an African Public Service Charter to encourage African states to promote professionalism, integrity, impartiality, efficiency and effectiveness in the delivery of public services. The charter, adopted on January 31, 2011, defines a set of principles, values, such as scrupulous respect for merit in the recruitment of staff, the need to set up training programs and skills development. It also discusses the code of conduct and the rights of public officials. To date, only 17 countries have completed the ratification process while 21 other countries have just signed it. The provisions of the code are also applicable to territorial authorities. The biggest challenge, however, lies in its effective implementation at the state level, even of those who have ratified it.

**Mr. Abdellatif Hmam**, who spoke on the case of Tunisia, mainly focused on the new context in which local governance in Tunisia from the revolution in 2011 to the organization of the first municipal elections May 06, 2018, the first local elections since the revolution. There are important legal and institutional developments. The new constitution of 27 January 2014 enshrines the principle of decentralization. A new Local Government Code has been adopted through the organic law N° 29 of 09 May 2018. The new elections organized on 06 May 2018 have allowed the emergence of new leaders of the Local Government. On the practical level, there are still many economic and socio-political difficulties that constitute obstacles to good local governance. The main perspectives to overcome these challenges will be to strengthen the capacities of the Human Resources of Local Government by endowing them with skills necessary for the good management of local affairs. It is also important to mobilize more financial resources to support this capacity building process for Local Communities, particularly Human Resources.

**Mr. Jawad SADIQ**, made a presentation on continuing education as a tool for valuing Human Resources. He began his speech by recalling that in 2016, the Moroccan State invested 27,168,914.00dh in continuing education, of which 15,983,257.00 dh for central services and 11,185,657.00 dh for decentralized services. Indeed, Continuing Training is an important pillar for the Ministry of Public Service of the Kingdom of Morocco in the development of the skills of State officials. An important legal system has thus been established through Decree No. 2.5.1366 of 02/12 / 2005 on continuing training for civil servants and state employees, which reinforces the Ministry's strategy for continuous training. This strategy is based on the following elements: the linkage between skills development and career path, the encouragement of public administrations to develop sectoral training plans that meet their needs, follow-up and follow-up. evaluation of continuing education programs, taking into account training plans within the framework of GEPEC. He concluded on the need to reinforce the training strategy at the level of the Local Government in all that tool of valorization of the Human Resources.

**Mr. Amine Ferroukhi**, spoke to us about the experience of the Municipalities of Algeria in the field of HRM. For him, there would be a form of paradox in the functioning of the local administration translated by the will of the inexperienced elites in local management to dominate the local administrators, pillar of the local management. This paradox, coupled with the difficult context of decentralization and poor working conditions, would create an unfavorable organizational climate that creates a sense of unease among territorial officials. He then presented the results of his work on public perception of their organizational climate. This work has highlighted the poor perception that civil servants have of their organizational climate. He concluded his presentation by affirming the need to revalorize the organizational climate of the officials of the Local Government by emphasizing human assets by the recognition, the valorization of people for example for a better management of local affairs. It also proposes the setting up of a platform of cooperation between the communes of North Africa. Mr. Raymond Veriter focused his intervention on the importance and mechanisms of motivation for a better performance of Human Resources of Local Government in a European perspective based on the case of Belgium. For him the question of motivation in public administration begins with the problem of statutes. Beyond the statutes, there are several other sources of motivation that must be taken into account: recognition, clarity of missions, working relationships, relaxation activities organized by administrations. For a better optimization of its mechanisms, it is important to include them in an overall strategy, like the "Total Quality" model, which is an approach that "goes stimulate any other form of Management, based on
Mr. Mohamed Tazi, discussed the different approaches and good practices in terms of motivation of Human Resources. He began by explaining the important developments that have occurred in the general HRM in recent years. It is no longer limited to an administration of personnel files, nor to the increase of the productivity of the Human Resources, but is oriented towards the development and the blossoming of the Man at Work. In view of this, staff motivation occupies a central place in current trends in HRM because it meets both the need for productivity and the need for development and fulfillment of the person. Motivational approaches have also evolved and favor immaterial motivational approaches such as, recognition, visibility, sense of belonging ... Material elements such as salary, bonuses and working conditions, however, remain important. but are no longer sufficient. It is important for Local Government to appropriate these different tools already tested in private companies to improve the functioning of their administrations.

B. The Plenary Session 2 dealt with: "The Statutes and Motivation of Human Resources of Local Government in Morocco; Learning by Peers ".

It was an opportunity to give the floor to elected officials as well as HRM managers from different municipalities in Morocco and Mauritania. The purpose of the session was to allow these different municipalities to present their HRM experiences, particularly with regard to motivation and status issues. The experiences of the City of Rabat, Casablanca, Salé, Témara, Kenitra and Tevragh Zeina of Mauritania were successively presented.

From these different presentations, the awareness of municipal officials of the close link between the improvement of the quality of services and the improvement of the quality of human resources is clear. Although all municipalities have a personnel division, there is a disparity in terms of manpower, resources and management of Human Resources. Major cities like Casablanca seem to be very advanced by the use of expertise, modern tools of HRM such as RECS and GEPEC ... Women constitute 30 to 40% of the staff of the City. The rate of supervision varies between 10 and 17%.

C. The Plenary Session 3 was devoted to the roles and responsibilities of the external actors to the Local Government and which nevertheless occupy an important place in Human Resources Management of the Local Government.

The objective was to enable these different actors to present the role they play in HRM and also to gather their opinions on the state of HRM at the level of the Local Government and on the question of the motivation of the Staff. This session was also an opportunity to create a space of exchange between these external actors and the actors at the city level. This session had the following presentations:

- The role of the Local Government Division (DCL), Head of Local Government Division, Rabat Prefecture;
- The Role of Training Institutes in Strengthening Local Performance: the Institute of Finance (IDF), Ministry of Economy and Finance, Morocco;
- The role of the Moroccan Pension Fund (CMR);
- The role of Unions and social dialogue, Mr. Saïd CHAOUI, National Secretary of the National Federation of Local Government Workers and Officials / Moroccan Labor Union;

1) Main Conclusions of the presentations and the ensuing discussions:

- The various presentations and discussions held during the focus group made it possible to make several observations:
- The lack of effective human resources is a challenge for the attractiveness of the Commons;
- The current trend of good HRM is moving towards human development, participatory management and taking into account the real and specific needs of agents;
• The statutes regulating the local civil service at the level of most countries take very little account of the question of motivation;
• Status, however, remains a lever for mobilization that creates a sense of pride;
• The lack of professionalization of the HR function in local governments is a recurrent fact;
• The problem of the devaluation of employment in the Local Government is also a general observation;
• The managers and agents of the Local Government are the poor parents of the human resources assigned to the public administrations and are subjected to a lot of discrimination compared to the other civil servants of the other administrations especially for those who are paid on the Budget of the Local Community as it is the case in Morocco;
• The weakness of the resources put in the promotion and the good management of the Human Resources and the small staff dedicated to the Local Government constitute major challenges for the implementation of a strategy of motivation;
• The observation of the existence of a motivation crisis among officials and agents of Local Government in most countries;
• The politicization of relations between elected officials and staff that can be a source of demotivation;
• Elected officials do not have the means and liberties to fully motivate their employees;
• Low rate of supervision, Strong resistance to change in local governments;
• Job security is the main reason for civil servants' motivation to work at the local level;
• The mechanisms of material motivation are necessary but insufficient. They must be varied and oriented towards encouraging better performance;
• Recognition of work by superiors or supervisors is a source of motivation

2) Good practices

➢ The strategic and systemic planning of HRM at the local level through models developed for this purpose such as the CAF model (Self-Evaluation Framework of the Public Service) which is a so-called total quality method;
➢ Invest in research:
• To better understand the organizational climate as presented by Dr. Ferroukhi of Algeria -
• To better understand the key elements of motivation and commitment
➢ Investment in quality training offers: the African Academy of Local Authorities, the experience of the ENA of Tunis, the Institute of Finance of Rabat;
➢ Encourage cooperation and collaboration between the Local Government through the setting up of a platform of the communes of North Africa;
➢ Recent developments in HRM at the level of private sector organizations; the experiences of LMS Formation;
➢ The collaboration between the General Treasury of the Kingdom of Morocco and the CMR for the regular updating of the information on the situation of each agent;

3) The main recommendations:

• The increasingly important responsibilities granted to the Local Government both at the national level and at the international level through the many development agendas (the SDGs, the 2063 Agenda, the Urban Agenda III...) absolutely require a revaluation Human Resources of Local Government;
• The issue of Human Resources is one of the most important questions if not the most important issue for good governance of the Local Government and should be appropriated at the highest level for this purpose;
• Promote ethical values, Professional, love of service through the adoption and popularization of the African Charter of Public Services;
• The need to reinforce the political will to invest and upgrade Human Resources at the local level to implement the important responsibilities of the Local Government;

• Encourage the States to implement and encourage the appropriation of the Charter of the Public Service of the African Union, particularly at Local level;

• The establishment at the local level motivating statutes, securing, allowing to create in the staff a sense of belonging, security, and ambition for his career;

• Put motivation at the heart of HRM at the local level through mechanisms geared to the human development of the official or the agent, the creation of a fulfilling environment;

• The adoption by the different Local Government of a global strategy for Human Resources Management based on forward-looking and prospective approaches;

• The Human Resources Manager must occupy and play a central role in the organization and functioning of the Local Administration;

• The capacity building of human resources to serve in the context of territorial governance must be timed through strategic planning;

• Mobilization of sufficient financial resources as part of a "Human Resources" plan;

• The organization of services must meet the needs of development based on forward planning, the development of reference of employment and Competence;

• Conduct regular surveys of civil servants to know the real needs in the development of potential for each citizen;

• The recommendation for the establishment of a cooperation platform between the Local Government of North Africa;

• Improve the quality of training offerings directed to local authority Human Resources by adopting a planned, fair, targeted approach to training programs;

Closing:

Dr. Najat Zarrouk, after reading the general summary of the proceedings of the day, closed the proceedings by addressing to the various participants his words of thanks and congratulations for the quality of the presentations and exchanges. She hoped that the results of this work could positively inspire each and every one of them to bring about a positive change in the Human Resources Management of Local Government in Africa.
ANNEX 3

The Questionnaires elaborated for the Data Collection
AFRICAN LOCAL GOVERNMENTS ACADEMY (ALGA)/UCLG Africa

The Observatory of Local Governments Human Resources in Africa

With the support of the European Union Commission

## Questions

**SUBJECT:** QUESTIONNAIRE FOR THE ELABORATION OF THE REPORT ON "STATE OF HUMAN RESOURCES MANAGEMENT (HRM) AT LOCAL LEVEL IN AFRICA"

This questionnaire, targeting Ministries in charge of Local Governments and National Associations of Local Governments, aims at collecting national data on Human Resource management at local level in Africa and to identify the experiences of each African Countries. The data collected through this questionnaire will be used to elaborate the Report of UCLG Africa on "State of African Local Governments Human Resources" scheduled to be published during Africities 8 in Marrakech from 20 to 24 November 2018. We thank you in advance for your support and collaboration.

<table>
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<tr>
<th>Questions</th>
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<tbody>
<tr>
<td>1. Country</td>
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<td>2. Ministry</td>
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<tr>
<td>3. Name of the National Association of Local Authorities</td>
</tr>
<tr>
<td>4. Phone</td>
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<td>5. Fax</td>
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<td>6. Email</td>
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<td>7. Website</td>
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<tr>
<td>8. What legal instruments govern the status of the personnel of the Local Government in your Country? (If several, please check all the corresponding boxes)</td>
</tr>
<tr>
<td>The General Law/Code of Civil Service</td>
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<tr>
<td>The Local Civil Service Law/Code</td>
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<tr>
<td>The Labor Law/Code</td>
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<tr>
<td>The General Local Government Law/Code</td>
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<tr>
<td>Others</td>
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<tr>
<td>9. Do you have a Local Civil Service in your Country?</td>
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<tr>
<td>Yes</td>
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<tr>
<td>No</td>
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<td>10. Who design sets up the organizational chart of Local Governments in your Country?</td>
</tr>
<tr>
<td>Regional/Central Government</td>
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<tr>
<td>Each Local Government</td>
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<tr>
<td>A Commission</td>
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<tr>
<td>A Public Agency</td>
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<tr>
<td>Others</td>
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</table>
11. If it is the Regional or Central Government please specify the relevant department.

12. Who is in charge of Human Resources Management within each Local Government of your Country?
The President/Chairperson/Mayor of the Local Government
The General Secretary
The Chief Executive Officer
The Human Resources Manager (HRM)
The Director/Head of Administratives and Finances Affairs
Others

13. Is there Job and Skills Forecast Management/Human resource planning at Local Government level in your Country?
Yes
No
Just at the level of some Local Governments

14. If yes, please specify the References.

15. Is there a Jobs and Skills Template at Local Government level in your Country?
Yes
No
Just at the level of some Local Governments

16. If yes, please specify the references and send a copy to (alga@uclga.org).

17. Who develops the framework for jobs and skills or job descriptions and specifications in your country?
Central Government
Local Government
A Commission
A Public Agency
Others

18. Which Authorities are responsible for the recruitment of Local Government Human Resources in your Country? (You may tick more than one)
Central Government
Local Government
A Commission
A Public Agency
Others

19. If the Central Government is involved in the recruitment process, please specify the relevant Department and cadre of staff it recruits.

20. Who is responsible for setting salaries of Local Government staff in your Country?
Central Government
Each Local Government
A Commission
A Public Agency
Others

21. Who is responsible for paying the salaries of Local Government staff in your Country?
Central Government
Each Local Government
A Commission
A Public Agency
Other

22. Which Authority is responsible for of managing the career development of Local Government’s Managers in your Country (promotion, advancement, sanction, motivation and performance evaluation)?
Central Government
The Local Government
23. If it is the Local Government, please specify the relevant Authority.
The President/The Mayor
The Council
The Chief Executive Officer
A Commission

24. Is there an HR dashboard at the level of Local Government in your Country?
Yes
No

25. Is there a Human Resources Information System (HRIS) at Local Government level in your Country?
Yes
No
Just at the level of some Local Governments

26. What is the total number of public servants in your Country?
27. What is the percentage share of the public servants’ wage bill in the GDP?
28. What is the total number of Local Government staff in your Country?
29. What is the Percentage of Local Government Staff in relation to all public servants?
30. What share does the staff wage bill take in the Budget for Local Governments of your Country?
31. What is the supervision rate (Managers/all Staff) at the level of Local Government in your Country? (In Percentage)
32. What is the gender ratio (male/female) for Local Governments staff? IN PERCENTAGE
33. What is the percentage of people with disability working at the level of the Local Government of your Country?
34. What is the percentage of illiteracy in Local Government Human Resources of your Country?
35. Is there a National Strategy/Policy for Training, Skills Development and Human Resources Capacity Building for Local Government in your Country?
Yes
No

36. If Yes, specify the Department that designs and implements this Strategy/ Policy.
37. What is the share of the Local Government Budget dedicated to training in Your Country? IN PERCENTAGE
38. Are there in your Country Structures/Associations/ Unions defending the interests of Civil Servants and Employees of Local Government?
Yes
No

39. Are there National / Regional or Local Networks for Managers of Local Government in your Country?
Yes
No

40. If yes, please give us the names and contacts of the Network(s).
41. Any other suggestion, recommendation or comment from you.

UCLG-Africa, ALGA and the Local Government Human Resources Observatory in Africa would like to express their deep gratitude for your availability and support.
AFRICAN LOCAL GOVERNMENTS ACADEMY (ALGA)/UCLG Africa

The Observatory of Local Governments Human Resources in Africa

With the support of the European Union Commission

QUESTIONNAIRE TARGETING STAFF OF LOCAL GOVERNMENTS IN AFRICA

SUBJECT: QUESTIONNAIRE FOR THE PREPARATION OF THE REPORT ON HUMAN RESOURCES MANAGEMENT (HRM) AT LOCAL LEVEL IN AFRICA

In addition to a questionnaire for the Public Institutions, the Observatory of Local Government HR in Africa would like to collect data on Staff of the Local Government, as decentralized structures. These data will be used to feed the UCLG-Africa Report on "The state of Human Resources of African Local Government" to be presented at the Africities 8 Summit (Marrakech, Morocco, from 20 to 24 November 2018). We rely on your support and collaboration to complete the following Questionnaire:

1. Please indicate the level of government/agency for which you work.
   - Central/ Federal Administration
   - Subnational Administration
   - Local Government
   - Local Public Agency

2. PERSONAL DATA
   - NAMES/ SURNAMES (Optional)
   - Phone number (Optional)
   - Fax (Optional)
   - Email (Optional)

6. You are:
   - A woman?
   - A man?

7. You are between
   - 18-30 years old
   - 31- 40 years old
   - 41- 50 years old
   - More than 50 years old

8. Native country

9. Country of residence

10. LEVEL OF STUDIES
    - Less than the High School level
    - The High School level
    - Bachelor’s degree
    - Master’s degree
    - Ph.D.
    - Other
11. TRAINING AND COMPETENCE SKILLS
(please tick the corresponding box(es))
Law
Economy/ Finances/Comptability
Administration/Public Management/ Governance
Local governance
Engineering / Civil Engineering
ICTs
Human Resources Management
Pedagogical Engineering / Education Science
Project Management/ Marketing/ Logistics
Environment / Land Management / Urbanization

12. If others, please specify

13. COMPUTER SKILLS
Microsoft Word
Microsoft Excel
Microsoft Powerpoint
Internet and Email
Social media
Others

14. Have you ever taken part in an online courses or training?
Yes
No

15. If yes, please specify which

16. LANGUAGES SKILLS
Which of these international languages do you speak fluently?
Arabic
English
French
Portuguese
Spanish
Swahili

17. PROFESSIONAL DATA
Attachment Structure

18. Are you in Position of:
Probation
Permanent Appointment
Posting
Transfer
Secondment
Special Contract
Other

19. Please, specify the structure where you have been posted or seconded.

20. What is your current position?

21. How many years have you been in this job?
Less than 1 Year
Between 1 and 5 years
Between 5 and 10 years
Between 10 and 15 years
Between 15 and 20 years
More than 20 years

22. Before your current position, did you work for another structure / institution?
If yes, check the corresponding box
In the Private Sector
With a State Central Administrations
With a Local Government
With an International Organization
With a Donors
Others
Never

23. YOUR PROFESSIONAL EXPERIENCE
How many years of working experience do you have?
Less than 5 years
Between 5 and 10 years
Between 10 and 20 years
More than 20 years

24. What is your Grade?
25. Is your salary paid from the national or Local Government budget?
National budget
Local Government budget

26. Are you satisfied with your salary?
Yes
No

27. Have you ever been promoted?
No, I do not fulfill the conditions
No, but I fulfill the conditions
Yes, one time
Yes, several times

28. What is the promotion criteria in your administration?
By seniority
By acquisition of a higher educational qualification
By an assessment or professional aptitude test
By completion of a refresher training
Others

29. Have you ever done internship during your function?
Yes
No

30. If yes, please specify the number of internships during the last five (5) years.

31. If yes, please specify the structure where you did your internship.
In another Local Government
In another Institution in your Country
In an another African Country
At international level
Others

32. Who funded your internship (s)?
The National Government
The Local Government
Donors
Host Institution
Yourself
Others

33. Are you a member of one or more Professional Networks?
Yes
No

34. If yes, please state the Network (s) to which you are a member.

35. Have you ever benefited from Training or Capacity Building programs?
Yes
Never
36. If yes, please specify the Trainings you benefited during the last five (5) years.
*Training 1: Organizer of the training / Theme / Duration*

37. Training 2: Organizer of the training / Theme / Duration
38. Training 3: Organizer of the training / Theme / Duration
39. Training 4: Organizer of the training / Theme / Duration
40. Training 5: Organizer of the training / Theme / Duration
41. Are you a Trainer yourself?
Yes
No

42. If yes, please specify in which area(s).

43. Have you ever provided technical assistance to one or more Local Governments?
Yes
No

44. Do you feel proud of working with your Local Government?
Yes
No

45. Motivation
*Do you feel motivated in your work and work environment?*
Yes
No

46. What are your main sources of motivation?
Your hierarchy
Your Status
The pecuniary benefits
The social benefits
The importance of your mission
Your work environment

47. If others, please specify.

48. If no, what are the causes of your lack of motivation?

49. Do you undergo regular assessment?
Yes
No

50. If yes, how often are these assessments?
Once a year
Others

51. What are the usual outcomes for performance assessment in your local government?
Promotion
Salary / Bonus Improvement
Training program
Sanctions
Others
Nothing

52. What could help you improve your performance?
The visibility
Training
Skills Development
Organization of the activity at work
Proximity supervision
Availability and improvement of work equipment

53. If others, please precise:

54. What are the training and skills development needs linked to the exercise of your job?
*Specify five (5) areas of training*

55. How do you see your mission?

56. What are the positive points that help to facilitate your mission?
57. What are the institutional, administrative or material barriers that prevent you from accomplishing your mission properly?
58. Any other suggestion, recommendation or comment from you
59. UCLG-Africa, ALGA and the Local Government Human Resources Observatory in Africa would like to express their deep gratitude for your availability and support.
ANNEX  4
The Interviews Guide
Observatory of Local Government Human Resources in Africa

Interview Guide

Context/

Based on the Priority 3 of its Vision and Strategic Plan "Human Capital Development, Capacity Building and Intellectual Exchange", and within the framework of the operationalization of ALGA and its Observatory, UCLG-Africa launches a study on the Management of Human Resources at the level of African Local Governments. The purposes of this study are to:

- Make a first assessment of the situation of HRM at local level in Africa;
- Highlight the main issues and challenges in the field;
- Bring out diversity of practices in HRM in African Local Governments;
- Identify good practices;
- Identify also the needs of the African Local Governments in the field of HRM in order to allow the UCLG-Africa, ALGA and others actors to better target and adapt their initiatives of support, particularly in terms of training, capacity building and skills development.

Purpose of the interviews:

The interviews are in addition to other data collection methods used in the preparation of the Report. The objective is to listen to different actors involved in HRM at local level in Africa in order to collect their opinions on the state of HRM at local level in their country or in Africa, to share their experiences, their vision and projects to improve the HRM at local level. The questionnaire thus targets several categories of actors; Ministries, Local / Local Elected Officers, Mayors and Chairs of Local Authorities, Territorial Collective Associations, Territorial Managers, Trade Unions…

Methodology:

You have the choice to answer us in writing or to give us an oral interview. Below you will find the main questions we want to ask you based on your category.

QUESTIONS

Category 1: Ministries

Subcategories 1-1: The Ministries in charge of Local Government (The Directors of Local Government Department) /

1. What is your appreciation on the state of Local Government’s Human Resources in your country? Do you think that the Local Government have the Human Resources required, in terms of staff and competence, to develop?

2. What are, in your opinion, the main challenges of Local Governments Human Resources in your country?

3. Is there at your ministry level a strategy or good practice specifically targeting the strengthening of Human Resource Management at local level?

4. What are your three proposals for the modernization of HRM at local level in your country?

Sub-Categories 1-2: Ministries in Charge of Public Service

1. As a Representative of the Ministry in charge of Public Service, you have a look at the quality of the services provide by the public administrations. What is your view on the state of Local Government’s...
Human Resources in your country? Do you think that the Local Government have the Human Resources required, in terms of staff and competence, to provide a quality service delivery?

2. What are, in your opinion, the main challenges of Local Governments Human Resources in your country?

3. Is there at your ministry level a strategy or good practice specifically targeting the strengthening of Human Resource Management at local level?

4. What are your three proposals for the modernization of HRM at local level in your country?

Sub-Categories 1-3: Ministries in charge of Economy and Finance

1. As a Representative of the Ministry in charge of Economy and Finance, you are involved in the management of public administration staff including local public administrations in terms of salaries and other financial benefits. What is your view of the state of Local Government’s Human Resources in your country? Do you think that the Local Government have the Human Resources required, in terms of staff and competence, to provide a quality service delivery?

2. What are, in your opinion, the main challenges of Local Governments Human Resources in your country?

3. Is there at your ministry level a strategy or good practice specifically targeting the strengthening of Human Resource Management at local level?

4. What are your three proposals for the modernization of HRM at local level in your country?

Category 2: The Presidents of NALAs

1. As President of National Association of Local Authorities (NALA), what is your assessment of the state of Human Resources of Local Government in your country? Do you think that the Local Governments have the Human Resources required, in terms of staff and competence, to develop?

2. What do you see as the main Human Resources challenges at the level of Local Authorities in your country?

3. Does your Association have a strategy or good practice for improving local Human Capital that you want to share with us?

4. What are your three proposals for the modernization of HRM at the level of Local Government in your country?

Category 3: Local Elected

Sub-category 1: Mayors and President of Local Government

1. Generally, what is your assessment of the state of Human Resources in your Local Government? Do you think that your Local Government has the Human Resources required, in terms of staff and competence, to develop?

2. In your opinion, what are the main Human Resources challenges in your Local Government or in your country?

3. Do you have any experiences or good practices in improving HRM in your Local Government that you want to share with us?

4. What are your three proposals for the modernization of HRM at the Local Governments level?

Sub-category 2: Elected Council Members

1. Generally, what is your assessment of the state of Human Resources in your Local Government? Do you think that your Local Government has the Human Resources required, in terms of staff and competence, to develop?

2. In your opinion, what are the main Human Resources challenges in your Local Government or in your country?
3. Do you have any experiences or good practices in improving HRM in your Local Government that you want to share with us?

4. What are your three proposals for the modernization of HRM at the Local Governments level?

Category 4: Permanent Association Secretaries

1. Generally, what is your assessment of the state of Human Resources in your Country? Do you think that the Local Governments have the Human Resources required, in terms of staff and competence, to develop?

2. Are there any studies of the state of HR in your country?

3. What are, in your opinion, the main challenges of HRM at the level of Local Authorities in your country?

4. Does your Association have a strategy or good practice for improving local Human Capital that you want to share with us?

5. What are your three proposals for the modernization of HRM at the level of Local Authorities in your country?

Category 5: Territorial Managers

1. Generally, what is your assessment of the state of Human Resources in your Local Government? Do you think that your Local Government has the Human Resources required, in terms of staff and competence, to develop?

2. What are, in your opinion, the main challenges of HRM at the level of Local Authorities in your country?

3. Do you have or do you know any experiences or good practices in improving HRM in your Local Government that you want to share with us?

4. What are your three proposals for the modernization of HRM at the level of Local Authorities in your country?

Category 6: Unions

1. Generally, what is your assessment of the state of Human Resources in your Local Government? Do you think that your Local Government has the Human Resources required, in terms of staff and competence, to develop?

2. What are, in your opinion, the main challenges of HRM at the level of Local Authorities in your country?

3. Do you have or do you know any experiences or good practices in improving HRM in your Local Government that you want to share with us?

4. What are your three proposals for the modernization of HRM at the level of Local Authorities in your country?
ANNEX 5
Comparative Tables and Figures
<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Composition</th>
<th>BODIES</th>
<th>Roles</th>
</tr>
</thead>
<tbody>
<tr>
<td>ALGERIA</td>
<td>Superior Council of Public Service</td>
<td>- Central Administration of the State; - Public establishment; - Territorial communities; - Trade union organizations of the most representative workers at the national level; - Personalities chosen for their skills in the field of public service</td>
<td></td>
<td>- Define the main lines of the Government's public service policy; - Determine the Government's training policy in the civil service; - To examine the employment situation in the public service in terms of quantity and quality; - ensure compliance with the rules of ethics in the public service; Propose any measure likely to promote the culture of Public Service</td>
</tr>
<tr>
<td></td>
<td>Joint Administrative Commissions</td>
<td>Include, in equal numbers, representatives of the administration and elected representatives of civil servants</td>
<td>Consulted on individual questions concerning the career of civil servants</td>
<td>Seizures by the official, for the disciplinary sanctions of: - layoff of 4 to 8 days - the lowering of one or two steps - removal of office - demotion to the rank immediately - dismissal</td>
</tr>
<tr>
<td></td>
<td>Appeal boards</td>
<td>Half of whom are representatives of the administration and half of whom are elected representatives of the civil servants</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Technical Committees</td>
<td>Representatives of the administration and elected representatives of the officials</td>
<td>Consulted on issues relating to general conditions of work and health and safety in the institutions and public administrations concerned</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ad hoc committee</td>
<td>By regulation</td>
<td>Award of honor and / or reward to civil servants</td>
<td></td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>ministerial councils</td>
<td></td>
<td>Sets by decree the conditions of organization of the competitions, administration of the tests and publication of the results on proposal of the Minister in charge of the territorial collectivities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Advisory Council of the Territorial Public Function</td>
<td>Determined by decree of the Council of Ministers</td>
<td>Advise on all general issues concerning local government employees and employees and any other specific issues referred to it</td>
<td>Consultative competence regarding the organization and functioning of the Territorial Collective Management and training of officials</td>
</tr>
<tr>
<td></td>
<td>Joint Technical Committee Disciplinary Council</td>
<td>Determined by decree of the Council of Ministers</td>
<td></td>
<td>Advisory powers regarding disciplinary sanctions for professional misconduct by officials in the exercise of their functions or in the exercise of their functions</td>
</tr>
<tr>
<td></td>
<td>Commission of assignment</td>
<td>Determined by decree of the Council of Ministers</td>
<td>Participatory management in the allocation of local government officials</td>
<td></td>
</tr>
<tr>
<td>Country</td>
<td>Commission Type</td>
<td>Description</td>
<td>Remarks</td>
<td></td>
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<td>------------------</td>
<td>------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Mali</td>
<td>Commission of advancement, reclassification and reversal</td>
<td>Set by order of the Minister of Territorial Communities</td>
<td>Responsible for ensuring the regularity of the tests and proceeding sovereignly, after proofreading in accordance with Article 13 below the ranking of candidates according to the test regulations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Technical Commission</td>
<td>The National Director of Local Authorities or his representative (President) a representative of the Minister of Education a representative of each of the ministers concerned two representatives of the higher council of the function of local authorities of which one (1) community representative and one worker representative</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Composed parity of representatives of officials and representatives of local authorities. It is chaired by a representative of the local authorities elected within it.</td>
<td>- Considered for opinion by the Minister in charge of the local authorities of the bills relative to the statute of the officials of the collectivities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>The Superior Council of the Public Function of the Territorial Communities</td>
<td></td>
<td>- Examines any matter referred to it by the Minister of Local Authorities or at the written request of one-third of its members Procéder à toutes études sur l’organisation and the improvement of the management of the personnel of the territorial collectivities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Administrative Commission parity</td>
<td>Composed of representatives of the communities of the region and representatives of the officials of the communities; eight members four representatives of the local authorities and four representatives of the civil servants, all appointed by decision of the State representative in the region or in the region, District of Bamako</td>
<td>- hears, on the initiative of its chairman or at the request of one of its members, any person likely to enlighten him in his debates</td>
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<td></td>
<td></td>
<td></td>
<td>- Stop its rules of procedure</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- seizure of individual issues of interest to any member of a community official's corps regarding advancement and discipline</td>
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<td></td>
<td></td>
<td></td>
<td>- gives its opinion on the acts of administration and management of the personnel</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>- may sit in matters of discipline</td>
<td></td>
</tr>
<tr>
<td>Maroc</td>
<td>Joint Administrative Commissions</td>
<td></td>
<td>- Advises on the advancement of public servants (in this case the composition is modified</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Seat sometimes as Disciplinary Council</td>
<td></td>
</tr>
<tr>
<td>Country</td>
<td>Law or Regulation</td>
<td>Body Name</td>
<td>Description</td>
<td></td>
</tr>
<tr>
<td>--------------------</td>
<td>-----------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Sénégal</td>
<td>du 4 chaabane 1377 (24 février 1958) portant statut général de la fonction publique</td>
<td>Disciplinary Council</td>
<td>- Issues an opinion on lay-off at the request of the official in two cases: Studies or research of undisputed general interest; Personal suitability</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Superior Council of Public Service</td>
<td>In case of serious breach by the official</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Higher Council of the Local Public Service</td>
<td>Ensures respect for the fundamental guarantees granted to public servants. It is chaired by the Prime Minister or by the government authority in charge of the public service delegated by him for this purpose</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Joint Administrative Commission (advisory)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Joint Administrative Commission</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Advisory Council of the Territorial Public Service</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Togo</td>
<td>Loi N° portant statut des agents des collectivités territoriales l’assemblée</td>
<td>Health and Disease Reform Board</td>
<td>Responsible, at the level of each region, to pronounce on the physical and mental aptitudes of the agents of the territorial collectivities</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Disciplinary Council</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Fixed by decree
- Composed of representatives of the Central Administration, Local Authorities and representatives of the civil servants
- Fixed by decree
- Composed in equal numbers of representatives of local government administration, and staff representatives chosen from members of joint bodies
- In equal numbers, the representatives of local authority administrations, on the one hand, and the representatives of local government agents and unions, on the other
- Composed of representatives of the territorial community and representatives of the agents

- Provides advice on all matters of concern to local government officials or the local public service
- Issues an opinion on draft laws or regulations relating to the specific statutes of officials of local authorities
- Knows about all the questions about the function territorial public
- Issuing opinions on the reforms of the status of local government agents
- Gives its opinion on the acts of establishment, administration and management of staff Headquarters Discipline
- Appreciates the rights to progress Headquarters as advancement commission
- Fixed by decree
# Comparative Table of Local Government Leave in Some African Countries

<table>
<thead>
<tr>
<th>Countries</th>
<th>type of leave</th>
<th>Duration</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benin</td>
<td>• Annual leave</td>
<td>30 consecutive days for one year of service completed</td>
<td>* La possibilité de jouissance ne peut excéder trois mois au cours d’une même année. Les fonctionnaires chargés de famille bénéficier d’une priorité pour le choix des périodes de congé annuel.</td>
</tr>
<tr>
<td></td>
<td>• Sick leave, convalescent</td>
<td>Maximum sick leave is 6 months for a period of 12 consecutive months the maximum duration of the convalescent leave is 9 months.</td>
<td>* During the first three months of sick leave, the official on leave shall retain all his salary, which shall be reduced by half during the following three (03) months. In addition, he retains his rights to all supplements for family responsibilities.</td>
</tr>
<tr>
<td></td>
<td>• Maternity leave</td>
<td>14 weeks including six before and 8 after the date of presumed delivery.</td>
<td>* The maternal employee returning from maternity leave shall, from the moment of her return to work, have rest periods for breastfeeding, the duration of which shall not exceed one (01) hour per working day until the child has reached age of fifteen (15) months.</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>• Annual leave</td>
<td>30 consecutive days with treatment, for eleven months of service.</td>
<td>* The annual leave is mandatory for the agent, it constitutes a right that no sanction incurred by the agent can question. In no case may compensation for annual leave be paid.</td>
</tr>
<tr>
<td></td>
<td>• Maternity leave</td>
<td>14 weeks which must start no earlier than eight (8) weeks and at the latest four (4) weeks before the expected date of delivery in view of a medical certificate</td>
<td>* except in the case of delivery before the presumed date, the female staff concerned may not benefit from a maternity leave of more than ten (10) weeks from the actual date of delivery. The enjoyment of maternity leave and an annual is allowed. for a period of fifteen months, the mother is entitled to rest for breastfeeding for one and a half hours per day</td>
</tr>
<tr>
<td>Burundi</td>
<td>• Leave rest</td>
<td>equal to 20 working days.</td>
<td>Vacation leave is increased by one additional working day for every five (5) years of service.</td>
</tr>
<tr>
<td></td>
<td>• Medical leave</td>
<td>3 months</td>
<td>* Medical and maternity leave are granted to employees of municipalities or municipalities upon presentation of a medical certificate issued by a government doctor.</td>
</tr>
<tr>
<td></td>
<td>• Maternity leave</td>
<td>12 weeks divided by half before and after delivery</td>
<td>* An employee who is entitled to one hour of rest per working day for six (6) months from the date of resumption of service.</td>
</tr>
<tr>
<td>Centrafrique</td>
<td>• Sick leave</td>
<td>Short term, no reduction of salary for absences not exceeding 5 consecutive working days, up to a cumulative maximum of fifty 50 days per calendar year Long term for absences exceeding fifty (50) working days.</td>
<td>*In case of long-term illness, the official retains his treatment for the first 12 months. From the thirteenth month, he sees his salary decrease by a quarter the two following years. After the two years, the employee returns to his job after the opinion of the permanent commission of evaluation and staffing of jobs on report of the medical council</td>
</tr>
</tbody>
</table>

241
<table>
<thead>
<tr>
<th>Country</th>
<th>Leave Type</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morocco</td>
<td>Maternity leave with treatment</td>
<td>* Fourteen (14) weeks including the day of delivery.</td>
</tr>
<tr>
<td></td>
<td>• Annual leave</td>
<td>* Twenty-two (22) working days a year</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* The first leave is granted after 12 months of service. The benefit</td>
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<td></td>
<td></td>
<td>of the annual leave may be carried forward in respect of any year to</td>
</tr>
<tr>
<td></td>
<td></td>
<td>the following year only exceptionally and only once. The fact of not</td>
</tr>
<tr>
<td></td>
<td></td>
<td>benefiting from the annual leave does not entitle to any compensation.</td>
</tr>
<tr>
<td>Morocco</td>
<td>Exceptional leave or absence leave</td>
<td>* Exceptional leave is granted: to public servants receiving a public</td>
</tr>
<tr>
<td></td>
<td></td>
<td>mandate within the limits of the total duration of the sessions of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>the assemblies to which they belong; - duly mandated representatives</td>
</tr>
<tr>
<td></td>
<td></td>
<td>of the public service unions or elected members of the governing</td>
</tr>
<tr>
<td></td>
<td></td>
<td>bodies on the occasion of the convocation of union, federal,</td>
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<tr>
<td></td>
<td></td>
<td>confederal and international trade union conventions; civil servants</td>
</tr>
<tr>
<td></td>
<td></td>
<td>who have family reasons, serious and exceptional reasons within a</td>
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<tr>
<td></td>
<td></td>
<td>limit of ten days; to Muslim officials who wish to perform pilgrimages</td>
</tr>
<tr>
<td></td>
<td>• Sick leave</td>
<td>* Short-term sick leave cannot exceed six months in a consecutive</td>
</tr>
<tr>
<td></td>
<td></td>
<td>twelve-month period. * The average sick leave cannot exceed a total</td>
</tr>
<tr>
<td></td>
<td></td>
<td>of three (3) years. * Long-term sick leave not exceeding a total of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>five (5) years</td>
</tr>
<tr>
<td></td>
<td>• Leave without pay</td>
<td>* Leave without pay, granted once every two years, within the limit of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>one non-divisible month.</td>
</tr>
<tr>
<td>Ghana</td>
<td>• Maternity leave</td>
<td>* Fourteen weeks (14)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* During which she receives all of her remuneration (9) (12).</td>
</tr>
<tr>
<td>Ghana</td>
<td>• Annual leave</td>
<td>* For senior staff, 36 days of work; for all other 28 working days</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* The annual leave is calculated based on the date of taking office</td>
</tr>
<tr>
<td></td>
<td></td>
<td>and accumulates for 12 months without Saturdays, Sundays and holidays.</td>
</tr>
<tr>
<td>Ghana</td>
<td>• Maternity leave</td>
<td>* 30 days after the presumed date of issue.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* The woman on maternity leave receives full pay for a period of 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>months. after her recovery she is entitled to two additional hours of</td>
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<td></td>
<td></td>
<td>meals per day for a period of six months where she receives all of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>her salary.</td>
</tr>
<tr>
<td><strong>Sierra Léone</strong></td>
<td><strong>Sick leave</strong></td>
<td><em>Do not determine the duration of sick leave</em></td>
</tr>
<tr>
<td>------------------</td>
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<td>-----------------------------------------------</td>
</tr>
<tr>
<td><em>Sick leave</em></td>
<td><em>For an officer with 5 years or more of service, during a period of twelve (12) months the patient receives his full salary, then for a period of 12 months he receives half of his salary, and if the illness exceeds 24 months the person loses his salary.</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>For the employee having less than 5 years and more than 3 years, the first 12 months of sick leave he receives his full salary, then the 8 following months he has a reduced salary of half, and after 20 months in a period of 4 years he loses his salary.</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>For an agent with 3 years of service and more than one year, the first 4 months’ salary is complete, then the 4 months following the salary is halved, and if the illness exceeds 8 months in a period of 3 years, the salary is cut.</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>Finally for the employee with 1 year of service, the salary is complete the first month of the illness, then reduced by half the two (2) months following and after 3 months of illness in a period of 12 months the salary is cut.</em></td>
<td></td>
</tr>
</tbody>
</table>

| *Study leave with or without pay* | To be eligible for a study leave with or without pay: the candidate must hold a permanent position within the administration, he must have at least 4 years of continuous service within the territorial collectivity and not having subject of any disciplinary procedure. |

| **Annual leave** | Determined by Grade | *Grade 7 and over: 30 work days per year after one year of service; 35 days of work per year for those who have completed 5 years of service.* |
|------------------|---------------------|*Grade 6 and under: 25 working days per year after one year of service. 30 days of work for those who have completed 5 years of service.* |
|                  |                     | *An employee with less than one year of service is not eligible to apply for vacation leave.* |

<table>
<thead>
<tr>
<th><strong>Sierra Léone</strong></th>
<th><strong>Maternity leave</strong></th>
<th><em>75 jours avec salaire complet.</em></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><em>Maternity leave is granted once in a 24-month period, calculated on the last day that the last maternity leave started.</em></td>
<td></td>
</tr>
</tbody>
</table>

| **Study leave** | *Study leave may be granted by the Chief Administrator to staff members identified by their supervisor.* |
Annexe n°1 à l’Arrêté n°00136 du 24 AOUT 2009 rendant exécutoire les tableaux-types des emplois communaux

ORGANIGRAMME DES COMMUNES

Maire
Adjoint
Secrétaire général

Recette municipale
Comptabilité matérielle
Celle informatique
Bureau d’ordre et du courrier

Service des affaires générales
Service économique et financier
Service technique de l’aménagement et du développement urbain
Service hygiène, salubrité
Service social et culturel

Unité ressources humaines
Section du personnel
Section formation professionnelle

Unité édiliction et d’urbanisme
Section urbanisme généraux
Section urbanisme spécifiques

Unité édiliction et d’urbanisme
Section urbanisme généraux
Section urbanisme spécifiques

Unité affaires juridiques, contentieux et assurances
Section affaires juridiques et contentieux
Section assurances

Unité gestion équipements communaux
Section matériels, bâtiments, gare et sanitaires
Section autres équipements

Unité documentation et archives
Section documentation
Section archives

Unité budget et affaires financières
Section recette, assiette fiscale
Section suivi des dépenses

Unité approvisionnement et moyens généraux
Section achats
Section maintenance et gardiennage

Unité voies et réseaux
Section voirie et aménagement des réseaux

Unité urbanisme et construction
Section construction, permis
Section affaires foncières, cadastre

Unité voiries et réseaux
Section voirie et aménagement des réseaux

Unité promotion économique
Section appui aux microprojets
Section promotion des activités génératrices de revenus
Section promotion économique et touristique

Unité hygiène et salubrité
Section hygiène et salubrité
Section vidange

Unité protection civile et environnement
Section protection civile
Section environnement et ressources naturelles
Section bois et forêts communaux, espaces verts

Unité circulation et transports urbains
Section circulation
Section transports urbains

Unité éducation, culture et promotion des langues nationales

Unité santé et action sociale

Unité santé et action sociale

Unité animation, jeunesse, sports et loisirs

Municipal organization chart of Cameroon
### Typical Organizational Chart of Cities in Burkina

(Source, Mr. Emmanuel BANAON, Presentation at the 1st African Forum of Territorial Managers, 18-21 September 2017, Rabat Morocco)

<table>
<thead>
<tr>
<th>TYPICAL ORGANOGRAM OF RURAL CITIES</th>
<th>TYPICAL ORGANOGRAM OF URBAN CITIES</th>
<th>TYPICAL ORGANOGRAM OF URBAN CITIES WITH SPECIAL STATUS</th>
<th>TYPICAL ORGANIZATION CHART OF THE ADMINISTRATION OF THE REGIONAL COUNCIL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CABINET OF THE MAYOR</strong></td>
<td><strong>CABINET OF THE MAYOR</strong></td>
<td><strong>CABINET OF THE PRESIDENT OF REGIONAL COUNCIL</strong></td>
<td></td>
</tr>
<tr>
<td>• Special secretariat</td>
<td>• Private secretary</td>
<td>• Office of the Chief of Staff</td>
<td></td>
</tr>
<tr>
<td>• Special Secretariat</td>
<td>• Privacy secretary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Protocol office</td>
<td>• Protocole Directorate</td>
<td>• Protocol</td>
<td></td>
</tr>
<tr>
<td>• communication and public relations department</td>
<td>• Communication and public relations department</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• management of the municipal police</td>
<td>• Management of the municipal police</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Technical inspection of municipal services</td>
<td>• Technical inspection of municipal services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Technical advisers</td>
<td>• Technical advisers</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>SECRETARIAT GENERAL</strong></td>
<td><strong>GENERAL SECRETARIAT</strong></td>
<td><strong>GENERAL SECRETARIAT</strong></td>
<td></td>
</tr>
<tr>
<td>• secrétariat de la mairie</td>
<td>• Secretariat services</td>
<td>• Secretariat services</td>
<td></td>
</tr>
<tr>
<td>• management of administrative affairs</td>
<td>• Directorate General Administration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• IT and statistics direction</td>
<td>• IT Services Branch</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• service de la comptabilité</td>
<td>• Direction of Budgetary Financial Affairs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Civil status and statistics service</td>
<td>• Registry office and census</td>
<td>• Civil Status and Census Branch</td>
<td></td>
</tr>
<tr>
<td>Service of transferred materials</td>
<td>Direction of transferred materials</td>
<td>direction des matières transférées</td>
<td>Direction of transferred materials</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>-----------------------------------</td>
<td>----------------------------------</td>
<td>----------------------------------</td>
</tr>
<tr>
<td>State and Land Affairs Department</td>
<td>Department of State and Land Affairs</td>
<td>Department of State and Land Affairs</td>
<td>Department of State and Land Affairs</td>
</tr>
<tr>
<td>Revenue management service</td>
<td>Direction of economic action</td>
<td>Direction of economic action</td>
<td>Direction of economic action</td>
</tr>
<tr>
<td>Municipal technical service</td>
<td>Direction of the municipal technical services.</td>
<td>Municipal technical services directorate</td>
<td>Directorate of Legal Affairs and Litigation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Human Resources Department</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Direction of social action</td>
</tr>
</tbody>
</table>
The positioning of the HRM in the organizational charts of some African cities

<table>
<thead>
<tr>
<th>Country</th>
<th>City</th>
<th>Position</th>
<th>Exact Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central African Republic</td>
<td>Bangui City Council</td>
<td>Directly attached to the General Secretariat</td>
<td>Direction des Ressources Humaines (DRH)</td>
</tr>
<tr>
<td>Senegal</td>
<td>Common sanitary plots</td>
<td>Directly attached to the Secretary General</td>
<td>Direction des Ressources Humaines</td>
</tr>
<tr>
<td>Benin</td>
<td>Abomey Town Hall</td>
<td>Directly attached to the General Secretariat</td>
<td>Division des Ressources Humaines (DRH)</td>
</tr>
<tr>
<td></td>
<td>Mayor of Tori-Bossito</td>
<td>Under the General Affairs Department (SAG)</td>
<td>Division du personnel (DP)</td>
</tr>
<tr>
<td></td>
<td>Kpomasse town hall</td>
<td>Under the General Affairs Department (SAG)</td>
<td>Division de la Réglementation et de la Gestion des</td>
</tr>
<tr>
<td></td>
<td>Ouidah Town Hall</td>
<td>Under the service of the general administration</td>
<td>Ressources Humaines (DRGRH)</td>
</tr>
<tr>
<td></td>
<td>Allada Town Hall</td>
<td>Under the SADE</td>
<td>Division du personnel (DP)</td>
</tr>
<tr>
<td>Burundi</td>
<td>Bujumbura Town Hall</td>
<td>Directly attached to the Administrative Department</td>
<td>Gestion des ressources humaines</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>Ouagadougou Town Hall</td>
<td>Under the Directorate General of Resources (DGR)</td>
<td>Direction des ressources humaines (DRH)</td>
</tr>
<tr>
<td>Ivory Coast</td>
<td>Autonomous District of Abidjan</td>
<td>Under the Administrative Services Directorate</td>
<td>Direction des ressources humaines</td>
</tr>
<tr>
<td>Guinea Bissau</td>
<td>Camara Municipal of Bissau</td>
<td>Under the Directorate General Administration and Human Resources</td>
<td>Human resources department</td>
</tr>
<tr>
<td>Malawi</td>
<td>Lilongwe</td>
<td>Under the Directorate of Administrations</td>
<td>Human Resources Management Division</td>
</tr>
<tr>
<td>Morocco</td>
<td>Agadir</td>
<td>Under the Department of Administrative Affairs</td>
<td>Human Resources Division</td>
</tr>
<tr>
<td>Rwanda</td>
<td>Kigali</td>
<td>Under the General Directorate of Services (Corporates Services)</td>
<td>Human Resources and Administration Unit</td>
</tr>
<tr>
<td>Mauritania</td>
<td>Teivragh Zeina</td>
<td>Directly attached to the Administrative and Financial Service</td>
<td>Personnel Division (DP)</td>
</tr>
</tbody>
</table>
Salary scale of local Government staff in Cameroun

Décret n° 2000/211 du 27 juillet 2000 fixant la rémunération des agents de l'État relevant du code du travail

Le Président de la République décrète :

Article 1er : La rémunération mensuelle de base des Agents de l'État relevant du Code du Travail est, pour compter du 1er juillet 2000 fixée par catégorie, conformément aux tableaux ci-après :

<table>
<thead>
<tr>
<th>CATÉGORIE I</th>
<th>CATÉGORIE II</th>
<th>CATÉGORIE III</th>
<th>CATÉGORIE IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>1ère échelon</td>
<td>22 859</td>
<td>26 776</td>
<td>31 376</td>
</tr>
<tr>
<td>2ème échelon</td>
<td>23 142</td>
<td>27 744</td>
<td>34 511</td>
</tr>
<tr>
<td>3ème échelon</td>
<td>27 653</td>
<td>30 514</td>
<td>37 951</td>
</tr>
<tr>
<td>4ème échelon</td>
<td>29 040</td>
<td>33 768</td>
<td>39 560</td>
</tr>
<tr>
<td>5ème échelon</td>
<td>30 552</td>
<td>37 083</td>
<td>42 020</td>
</tr>
<tr>
<td>6ème échelon</td>
<td>33 605</td>
<td>41 323</td>
<td>46 135</td>
</tr>
<tr>
<td>7ème échelon</td>
<td>36 902</td>
<td>44 871</td>
<td>50 743</td>
</tr>
<tr>
<td>8ème échelon</td>
<td>38 435</td>
<td>46 600</td>
<td>55 468</td>
</tr>
<tr>
<td>9ème échelon</td>
<td>41 217</td>
<td>49 951</td>
<td>59 865</td>
</tr>
<tr>
<td>10ème échelon</td>
<td>45 002</td>
<td>51 231</td>
<td>64 402</td>
</tr>
<tr>
<td>11ème échelon</td>
<td>51 152</td>
<td>60 730</td>
<td>72 316</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CATÉGORIE V</th>
<th>CATÉGORIE VI</th>
<th>CATÉGORIE VII</th>
<th>CATÉGORIE VIII</th>
</tr>
</thead>
<tbody>
<tr>
<td>1ère échelon</td>
<td>43 209</td>
<td>53 055</td>
<td>65 155</td>
</tr>
<tr>
<td>2ème échelon</td>
<td>45 617</td>
<td>55 591</td>
<td>67 540</td>
</tr>
<tr>
<td>3ème échelon</td>
<td>49 340</td>
<td>59 412</td>
<td>71 155</td>
</tr>
<tr>
<td>4ème échelon</td>
<td>53 112</td>
<td>63 530</td>
<td>74 733</td>
</tr>
<tr>
<td>5ème échelon</td>
<td>56 712</td>
<td>68 006</td>
<td>78 232</td>
</tr>
<tr>
<td>6ème échelon</td>
<td>60 673</td>
<td>72 356</td>
<td>82 145</td>
</tr>
<tr>
<td>7ème échelon</td>
<td>65 021</td>
<td>76 730</td>
<td>86 972</td>
</tr>
<tr>
<td>8ème échelon</td>
<td>69 748</td>
<td>81 598</td>
<td>90 229</td>
</tr>
<tr>
<td>9ème échelon</td>
<td>74 057</td>
<td>86 785</td>
<td>93 812</td>
</tr>
<tr>
<td>10ème échelon</td>
<td>80 865</td>
<td>92 214</td>
<td>102 232</td>
</tr>
<tr>
<td>11ème échelon</td>
<td>86 961</td>
<td>97 087</td>
<td>107 352</td>
</tr>
<tr>
<td>12ème échelon</td>
<td>94 125</td>
<td>104 092</td>
<td>112 932</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CATÉGORIE IX</th>
<th>CATÉGORIE X</th>
<th>CATÉGORIE XI</th>
<th>CATÉGORIE XII</th>
</tr>
</thead>
<tbody>
<tr>
<td>1ère échelon</td>
<td>85 016</td>
<td>93 093</td>
<td>102 141</td>
</tr>
<tr>
<td>2ème échelon</td>
<td>88 906</td>
<td>97 359</td>
<td>102 141</td>
</tr>
<tr>
<td>3ème échelon</td>
<td>92 959</td>
<td>102 097</td>
<td>106 916</td>
</tr>
<tr>
<td>4ème échelon</td>
<td>97 179</td>
<td>106 606</td>
<td>112 067</td>
</tr>
<tr>
<td>5ème échelon</td>
<td>101 930</td>
<td>111 246</td>
<td>117 447</td>
</tr>
<tr>
<td>6ème échelon</td>
<td>106 516</td>
<td>117 050</td>
<td>122 604</td>
</tr>
<tr>
<td>7ème échelon</td>
<td>111 092</td>
<td>122 032</td>
<td>128 051</td>
</tr>
<tr>
<td>8ème échelon</td>
<td>116 678</td>
<td>127 288</td>
<td>134 033</td>
</tr>
<tr>
<td>9ème échelon</td>
<td>121 212</td>
<td>132 946</td>
<td>139 819</td>
</tr>
<tr>
<td>10ème échelon</td>
<td>127 243</td>
<td>139 142</td>
<td>145 578</td>
</tr>
<tr>
<td>11ème échelon</td>
<td>132 831</td>
<td>145 400</td>
<td>152 412</td>
</tr>
<tr>
<td>12ème échelon</td>
<td>138 636</td>
<td>151 640</td>
<td>158 799</td>
</tr>
</tbody>
</table>

Art. 2. Le présent décret abroge toutes les dispositions antérieures contraires.

Art. 3. Le Ministre de l’Économie et des Finances est chargé de l’application du présent décret qui sera enregistré, puis publié au Journal Officiel en français et en anglais.

Le Président de la République

(6) Paul BIYA
### Training needs of the people surveyed

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Team management</em></td>
<td><em>Monitoring and evaluation of projects</em></td>
<td><em>Master new software in topography</em></td>
<td><em>Internal communication and litigation management</em></td>
<td><em>Management of the public order</em></td>
<td><em>Local Finance</em></td>
<td><em>Training in waste management</em></td>
<td><em>Strategic Management of Communities</em></td>
</tr>
<tr>
<td><em>Social dashboard</em></td>
<td><em>Municipal contracting</em></td>
<td><em>Computer Tools (PowerPoint, Excel, Word)</em></td>
<td><em>Languages (English)</em></td>
<td><em>Public Procurement Procedure</em></td>
<td><em>Participatory budgeting</em></td>
<td><em>Training in public lighting especially on the use of LED and solar PV</em></td>
<td><em>local governance</em></td>
</tr>
<tr>
<td><em>Predictive management</em></td>
<td><em>Project management</em></td>
<td><em>Design of data bases</em></td>
<td><em>Communicating technique</em></td>
<td><em>Community Procurement</em></td>
<td><em>Financing research technique</em></td>
<td><em>Urbanization</em></td>
<td><em>Economy of the territories</em></td>
</tr>
<tr>
<td><em>Planning</em></td>
<td><em>Open data</em></td>
<td><em>CAD CAD software (computer-assisted drawing)</em></td>
<td><em>Oratory</em></td>
<td><em>Preparation of bidding documents</em></td>
<td><em>Internal Audit</em></td>
<td><em>planning technique</em></td>
<td><em>Decentralized cooperation</em></td>
</tr>
<tr>
<td><em>Capacity building in HR management</em></td>
<td><em>Management by the skill</em></td>
<td><em>Experience sharing</em></td>
<td><em>Leadership</em></td>
<td><em>Right of local authorities</em></td>
<td><em>Taxation of the Administration des communities</em></td>
<td><em>Economie green</em></td>
<td><em>Risk Management and Disaster</em></td>
</tr>
<tr>
<td><em>Job scoring system</em></td>
<td></td>
<td></td>
<td></td>
<td><em>Administrative law</em></td>
<td></td>
<td><em>Sanitation</em></td>
<td><em>Capacity building in administrative procedure</em></td>
</tr>
</tbody>
</table>

* *Team management*  
* *Social dashboard*  
* *Predictive employment management*  
* *Career Management*  
* *New HR management in the digital age*  
* *Capacity building in HR management*  
* *Management by the skill*  
* *Job scoring system*  

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The main obstacles met by the staff in perfecting their missions

<table>
<thead>
<tr>
<th>Relationship with hierarchical superiors / collaborators</th>
<th>Relations with elected officials</th>
<th>Means of work (human, material, financial and logistic)</th>
<th>Motivation</th>
<th>Administrative constraints</th>
<th>Legal and institutional constraints</th>
<th>Social constraints</th>
<th>Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>* Conflicts of competence between departments due to non-existence of the regulations</td>
<td>* Asymmetry of information between elected officials and department heads. * Politicization of locally recruited staff by elected officials * Management of the municipality by elected officials with the spirit of filiation or family * Difficult collaboration between the mayor and the officials * Refusal of the elected officials to grant the necessary financial and material means</td>
<td>* Lack of means of displacement * Failure of computer tools * Absence of adequate premises * Absence of liaison vehicle * Lack of internet * Phase difference between material means and commitments * Insufficient project funding * Budget insufficiency * Logistic absence * Weakness of the resources allocated by the State * Lack of competent human resources * Non computerization of the system * Lack of adapted material * Absence of public management tools * Lack of multiannual budgeting</td>
<td>* Lack of staff motivation * Low staff remuneration * Function bonus shortfall * Inexistence of a career profile for locally recruited staff</td>
<td>* Heaviness administrative * Absence of definition text of the missions of the DDP * Domination of the bureaucracy * Not updating existing texts * Legal uncertainty * Lack of City Council Strategy for HR Management * Lack of specifications</td>
<td>* Confusion of the texts of the DGDDL * Absence of a status of the personnel of the Territorial Communities * Lack of text * Ignorance of the texts that govern the functioning of municipalities by elected officials * Ambiguity of certain provisions of the laws governing the organization and functioning of the Territorial Communities * Age of certain laws and regulations relating to the management of the municipal heritage</td>
<td>* Population illiteracy * No declaration of births and deaths * Deficiency of citizen knowledge * Refractory attitudes of populations when paying taxes * Lack of fiscal citizenship of populations</td>
<td>* Lack of training on the responsibilities of the municipal service heads * Lack of training and possibility of exchange of experiences * Absence of specialized structure for the training of the agents of the local communities, * No training of deputy mayors</td>
</tr>
</tbody>
</table>
**Consequence of the abolition of the post on the employment of local government officials in Africa**

The consequence of the abolition of posts of employment by the administration on the situation of the agents constitutes one of the elements which makes it possible to evaluate the system of territorial public service by the yardstick of the public service of the State. It is a general principle in the public service of the State that the abolition of employment posts does not necessarily entail the dismissal of agents. The latter are usually subject to transfer, reassignment or lay-off. This is not always the case in the Territorial Public Service as practiced in the countries that have it. It raises the problem of the unity of the Territorial Public Service which will allow the agents the opportunity to work in several local authorities during their career. The table below presents the situation in some countries:

<table>
<thead>
<tr>
<th>The Countries</th>
<th>Law</th>
<th>Disposition</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Benin</strong></td>
<td>Law No. 2015-18 on the general status of the Public Service (Art 61)</td>
<td>Withdrawal of employment, pursuant to an executive release law providing, among other things, the conditions of notice and the compensation of the persons concerned, is considered a dismissal</td>
</tr>
<tr>
<td><strong>Côte d'Ivoire</strong></td>
<td>LAW N ° 2002-04 of January 3rd, 2002 concerning the statute of the personnel of the territorial collectivities (Art 16)</td>
<td>In the event of lasting financial difficulties or for reasons of abolition of one or more duly proven services, the Territorial Collective may proceed with the reduction of the number of staff foreseen by the organic framework of the jobs. The personnel concerned by this measure are taken into account by the supervisory authority in the context of transfers, in the case of civil servants or state employees. In other cases, the provisions of the Labor Code relating to the termination of the employment contract apply.</td>
</tr>
<tr>
<td><strong>Gabon</strong></td>
<td>Law No. 8/91 of 26 September 1991 on the General Statute of Civil Servants (Art 148)</td>
<td>The cessation of activity entails the cancellation and loss of the status of public official. (The loss of the status of official entails the definitive cessation of duties and the delisting of staff)</td>
</tr>
<tr>
<td><strong>Morocco</strong></td>
<td>Dahir No. 1-58-008 of 4 chaâbane 1377 (February 24th 1958) establishing the Statute general function public (1) (Art 80)</td>
<td>The dismissal of officials resulting from the deletion of permanent posts held by them can only intervene in application of special dahirs of decommissioning executives providing in particular the terms of notice and compensation</td>
</tr>
<tr>
<td><strong>Senegal</strong></td>
<td>Law No. 69-54 of 16 July 1969 on the general status of local government officials (Art 90)</td>
<td>In the case of the abolition of permanent employment held by local government officials, the latter may be dismissed only by virtue of an executive decree providing, inter alia, conditions of notice and compensation to the interested parties.</td>
</tr>
<tr>
<td><strong>Mali</strong></td>
<td>Law No. 95-022 of 14 March 1995 on the General Statute of Local Government Officials (Art 91)</td>
<td>In the event of the abolition of the posts devolving to the civil servants, these moneys can be dismissed only by virtue of a decree of release of executives taken in the Council of Ministers and providing in particular the conditions of advance notice and compensation of the interested parties.</td>
</tr>
<tr>
<td><strong>Togo</strong></td>
<td>FAR on the status of community officers territorial the assembly (Art 128)</td>
<td>En cas de suppression d'emplois occupés par des agents, ces derniers ne peuvent être licenciés qu'en vertu de textes spéciaux de dégagement des cadres prévoyant notamment les conditions de préavis et d'indemnisation des intéressés</td>
</tr>
</tbody>
</table>
ANNEX 6
Results of the Citizens Satisfaction survey
Citizens Satisfaction survey

The results of the survey on citizen satisfaction on public services delivery at the level of African Municipalities

The Observatory has developed and disseminated through the Internet and Social Networks a satisfaction survey among citizens and users to get an idea of the degree of their satisfaction with local public services delivery and the quality of local public services in Africa, to capture their perception of these services retaining the period from January to August 2018. The questionnaire, designed in English and French, was the basis of this survey and included several aspects considered to be decisive in the quality of services and service delivery in African communes. The Observatory was able to collect 131 responses distributed as follows: 111 responses for French-speaking citizens and only 20 for English-speaking citizens. The answers are presented through the following graphs:

1. The origin of those who replied to the questionnaire
   a. Francophone countries

   ![Francophone Countries Graph]

   Twenty people from 6 English-speaking countries responded to the questionnaire, including Kenya, Mauritius, Nigeria, Rwanda, Tanzania and the Uganda. As a result, the survey attracted more Francophone and Anglophone speakers from 69 cities.

   b. Anglophones countries

   Twenty people from 6 English-speaking countries responded to the questionnaire, including Kenya, Mauritius, Nigeria, Rwanda, Tanzania and the Uganda. As a result, the survey attracted more Francophone and Anglophone speakers from 69 cities.

2. The proximity of the service to the place of residence

   ![Proximity of Service Graph]

   Most citizens do not complain about the proximity of local services to their place of residence. Only 6% complain about the distance of services.
The quality of the procedures in terms of the documents requested, the processing time and the cost of the service

For the five variables examined, the focus is much more on the "acceptable" level of related benefits. But the cases of total non-satisfaction are not to be neglected, in particular as regards the documents requested, the time of processing of the files and the number of persons intervening in the procedure.

The terms of provision of public services offered

A review of this chart shows that local utilities require a physical presence of 85.03%, compared to about 32% for those who prefer the one-stop shop.
5. **The assessment of working hours**
In terms of working hours, the prevailing view is that working hours are adequate, while 24% feel that they are not entirely adequate.

![Working Hours Chart]

6. **The existence of permanences**
Local Public Services which ensure permanence are 67% according to the 131 people who responded to the survey.

7. **Appreciation of the reception area**
With regard to the reception framework for citizens and users within Local Public Services, the evaluation is mostly negative. Whether it is the reception area, the layout of the waiting room, the queue or the hygiene of the toilets, the "no" wins with varying percentages between 57% and 85%.
8. The appreciation of the orientation in the Local Public Services

![Orientation Diagram]

The user-friendliness of the agents and the clarity of the information given by them are estimated as "bad" in a proportion of 38%.

9. Consideration of Diversity

A few figures, the state of taking into account the diversity in public services at the local level inclines, according to the perceptions of respondents, in favor of its non-effectiveness.

![Titre du graphique]

10. The perception of the Mayor or the President of the Commune

![Perception of the Mayor or the President]

The person of the mayor or the president of the TC is rather well appreciated, although at this level also, some 35% of the respondents say they are not satisfied with their mayor.
11. The general perception of the officials and agents of the municipality

The perception of citizens who responded to the questionnaire is mostly "good", or 52%, although downright bad for some of them (42%).

12. Residence in the municipality concerned

Some 85% of the respondents to the questionnaire actually reside in their country of origin and their municipalities when they provided answers. The remaining 15% represents the share of citizens who are at the time of the survey abroad.

13. Gender

The questionnaire was filled, respectively, by men (82%) and women (18%).
14. **The age group**

The majority of those who responded to the satisfaction survey are between 26 and 40 years old.

![Age Group Chart](chart.png)

15. **The situation of disability**

People who answered the questionnaire do not suffer from any disability.

![Disability Chart](chart.png)
ANNEX 7

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ANNEX 8
Definition of some Key Concepts related to HRM
DEFINITION OF SOME KEY CONCEPTS RELATED TO HRM

**Human Resources (HR):** human resources refer in this documentation to agents other than elected officials, working in local administrations, ensuring the operation of the various services.

**Human Resources Management:** all activities of employment organization within an administration, the management of jobs as well as people working at the level of administration. Its main function is to ensure the best linking between the work of the agents and the objectives of the administration. Human Resource Management is the modern form of "personnel administration", it develops through new approaches and tools focused on skills development and human development. HRM must allow the administration to permanently have, in sufficient numbers, competent and motivated men, at an optimal cost, to do the necessary work, in the best possible social climate.

**Forward planning of employment and skills:** human resources planning process that takes into account the evolution of the administration's missions as well as its needs in terms of human resources competencies and skills. The forward planning of employment and skills is founded on the one hand on the evaluation of the missions of the administration and its skills needs and the other on the planning of the resources.

**Jobs and skills template** are the set of job descriptions. These sheets show for each Job the objectives, the missions, the main expected results as well as the corresponding professional and personal profile. It is an effective tool for managing recruitment, evaluation and human resource skills development processes.

**Public service:** It is defined cumulatively according to the nature of the job and its legal regime. This is all jobs in public administrations, not subject to the Labor Code.

Nature of employment: all jobs in Public Administrations (State, Territorial Communities, Public Institutions, independent authorities ...)

Legal regime: all jobs not governed by the Labor Code, but rather by the General Code of Public Service or any other special status of the Public Service;

**Territorial or local Public Service:** all jobs of local and regional government subject to the status of the territorial civil service.

**Human Resources Information System (HRIS):** set of mechanisms to collect and keep both professional and personal information of human resources (recruitment, staff file, advancement, sanctions ...)

**Outsourcing:** the practice of an administration executing part of its services by external companies. It allows the administration to focus on its main missions by outsourcing secondary services such as maintenance of premises, guarding or heavy and technical activities such as HRM, IT...

**Performance Management:** all human resources management activities focused on the development of agents’ skills. It takes into account the processes of evaluation, motivation and skills development of agents.