

Cities for a New Generation



Review and Assessment of Municipal Human Resources

Final Report Sfax

June 2013

 egis bdpa

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Executive Summary

The aim of the World Bank's *Cities for a New Generation* project is to better define the capacities necessary for the urban authorities in the south Mediterranean region if they are to assume responsibility for their economic and socio-spatial development. This includes the capacities of the authorities themselves as well as those of the local actors in general. The project has a Human Resources component, which is the subject of this study.

The purpose of the study is to provide an analysis of the competencies currently being developed by the local authorities in three cities and their capacity to implement their City Development Strategies (CDS). For this purpose, case studies were carried out on the cities of Sfax (Tunisia), Saida (Lebanon) and Marrakech (Morocco). Under the terms of reference, the mission is "to assist the core Municipality [...] with identifying know-how, skills and organizational improvements necessary so that municipal staff best meet the needs of the citizens in terms of providing services, carrying out the CDS strategies, and the action plans stemming from the CDS elaboration".

Consultants from Egis Bdpa, the consultancy commissioned by the World Bank, visited the three cities in question:

- **Sfax**, from 14 to 18 January 2013 (Jean-Michel Lebreton, Pierre Couté and Morched Chabbi), then from 11 to 15 March 2013 (Jean-Michel Lebreton and Adel Saïdi);
- **Saida**, from 20 to 25 January 2013 (Jean-Michel Lebreton, Pierre Couté and Nabil Menhem), then from 25 to 29 March 2013 (Jean-Michel Lebreton and Nabil Menhem);
- **Marrakech**, from 28 January to 1 February 2013 (Jean-Michel Lebreton, Pierre Couté and Firdaousse Kaghad), then from 14 to 19 April 2013 (Jean-Michel Lebreton and Firdaousse Kaghad).

Sfax, Tunisia's second largest city and economic centre, prepared the Greater Sfax Development Strategy (GSDS) voluntarily before 2005, completing it in 2010. The GSDS, which covers the city of Sfax and seven partner municipalities (with a total population of around 600,000), is considered to be a model in terms of its methodology and participatory approach. Its long term strategies stretch as far as 2016. It has not been implemented due to the municipal elections in 2010 followed by the Revolution in January 2011, which itself was followed by the successive appointments of two special delegations by the Ministry of the Interior.

Saida, the third largest city in Lebanon (covering 7 sq. km. with a population of 60,000 including 40,000 Palestinian refugees, for whom the municipality does not accept responsibility) began to prepare a CDS voluntarily at the end of 2012. It was supported by the Sustainable Urban Development Strategy Project, with financing from the European Union and technical assistance from MedCities. The CDS is due to be delivered in April 2014, while the territorial limits of the strategy are still under discussion.

Marrakech, the fourth largest city in Morocco, has completed its City Investment Plan, *Plan Communal de Développement* (PCD), which covers the period 2011-2016, i.e. the medium term. The plan is mandatory under its municipal charter. Mainly under the direction of local authority managers, the PCD relates to the municipality of Marrakech and its five districts, which were autonomous municipalities until recently. The total area concerned has a population of more than 800,000.

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A diagnosis was produced, after the initial visits to the three cities, presenting the situation of each city in terms of its capacities and competencies and institutional problems at local and national levels. The main difficulties to be dealt with during the second phase of the study were also identified. The diagnosis referred to the concept of project ownership or the capacity to govern an area. This capacity has four components which are specific to municipalities: the political (centered on the role of elected officials); the organizational (centered, firstly, on the national institutional state and, secondly, on the internal functioning of municipal services); the technical (centered on the human professional competencies/skills required for the proper delivery of services); and the interactions between the municipality and the actors and partners located inside and outside the area.

The comprehensive diagnosis was sent to each city. It shows that each, to varying degrees, is not managing to carry out their fundamental responsibilities (local public services, maintenance of highways and public facilities, waste disposal, cleanliness, transport and traffic, slaughterhouses, etc.) to a satisfactory standard.

The study sets out the causes for the human resources failings in each city. All three share certain problems: unattractive working conditions for managers (salaries, career prospects, working environment), with conditions inferior to those enjoyed by civil servants working for the State; serious lack of managers; recruitment frozen because the total wage bill is already over budget; frequent intervention of certain elected officials in the management of services; no management and inadequate organization in working methods and internal communications; rudimentary, and inadequate equipment; human resources not managed; no account taken of performance. Because the municipalities are not able to offer better working conditions, they are losing skills and specialist human resources. Although some efforts have been made, the management of the municipalities remains archaic, which is not the case in many other public or private organizations observed in their countries.

Against this background the implementation of the CDS, (i.e. an additional, complex, specialist, strategic assignment), is a real problem.

A CDS can only be implemented if a number of conditions are in place, which are still lacking in all three municipalities. These are, particularly: a new type of governance on the part of the elected officials; additional, highly qualified, human resources; new skills and new functions (strategic planning, project management, monitoring and evaluation, communication plans, mediation, presentation and lobbying, negotiation); a new method of working in project teams and of behaving, both inside and outside the municipalities; fluid, cross-cutting organization to improve responsiveness, observance of deadlines, performance, transparency and communications; increased resources, particularly IT resources; greatly improved statutory working conditions; and, finally, the idea that work is meaningful.

Three stonemasons are asked "what are you doing?"

The first one says: "I am cutting a stone."

The second one says: "I am earning my living."

The third one says: "I am building a mosque (or a cathedral)."

In more technical terms, the implementation of a CDS also involves monitoring consistency and compatibility with other local or national projects; planning and coordinating the work of different departments within the municipality, State departments and other actors (international cooperation, civil society, consultancies, etc); taking decisions to reframe plans or update projects that are underway; and providing a monitoring and forward planning function.

In consequence, as things stand, the municipalities find it difficult to be the main actor in their own local development, of which the CDS is one of the preferred tools. These strategies

which allow for the implementation of targeted, short term, initiatives, form part of a long-term vision. They offer all urban actors (elected officials, public municipal, national public, private sector and associations) an opportunity to contribute to the development of their own metropolitan area. The strategic vision includes many projects encompassing all fields of development: improvement of the metropolitan area; access to basic services for the population; and ambitious economic projects (real estate, infrastructure, promotion of new industries, science and technology parks, etc). The Moroccan Ministry of the Interior understands the importance of these aims and it has made the PCD mandatory for municipalities. Given the pressure from the population, who find it ever more difficult to tolerate their living conditions, States need this local development, which contributes to national development. However, these same States do not always make it easy for authorities to implement their plans.

Therefore, if a CDS is to be implemented, the municipality's operating methods need to be radically upgraded, both at the institutional level (supervisory bodies) and in terms of competencies, management methods and current practices. All aspects of municipal management are affected.

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The introduction of the CDS in the three municipalities has triggered a strong reaction from the elected officials who are most affected, and from the most motivated managers. How can this new development mission be put into effect? Aware that it cannot be fulfilled by the municipality in its current state, these two groups recognize that reforms must be made in order to make their municipality operational, modern, in step with the needs of the population and credible in the eyes of voters.

The consultants met elected officials who are keen for change and, above all, many far-sighted, lucid, competent and motivated managers who are ready to help build the cities of tomorrow.

The CDS have shed light on the state of the municipalities and are driving change in many forms.

The obligation to improve the day-to-day management of municipal services in order to implement the CDS

On the basis of the consultants' diagnosis and their own daily experience, the municipal decision-makers who we met during the second visit to each city, agreed to identify areas for improvement in the daily management of their city and to prioritize them. These ideas were then presented and developed in workshops led by the consultants. The workshops produced clear and realistic action plans that could be implemented in the municipalities immediately. This is the first achievement of the study.

These action plans respond to the main problems and malfunctions. They are explained in detail in the final report in the form of operational tables presenting the objectives, activities and sub-activities, the persons in charge, etc.

In Sfax, the action plans cover the following areas:

- Management of human resources: training of municipal officials; motivation; recruitment; assignment and reassignment; better communication.
- Internal organization of municipal departments: setting up of a geographical information system; creation of an electronic helpline for all departments; improvements in work organization in the departments; improvements in internal

communications between departments; creation of remote public services; gaining a better understanding of the costs of certain municipal activities.

In Saida, action plans are more difficult to devise as the city has very few employees. The municipality has only one senior manager and four category 2 managers (head of the technical department, head of the Fire Brigade, head of the Health Department and the police chief). The city has more employees working on short-term contracts than employees holding permanent contracts.

In Marrakech, action plans were chosen to cover the following areas:

- Internal communications and access to information
- PCD: structure, cross-cutting organization and future
- Setting up of a system for the sharing of technical information prior to computerization
- Strategic management of posts and profiles (HRM)

The obligation to revise the municipal organization chart in order to create an entity to oversee the implementation of the CDS

For all the foregoing reasons, and because of its cross-cutting mission, the structure with responsibility for the CDS cannot be one of the municipal departments. It was clear from the discussions in Sfax and Marrakech that it should not be part of the municipality's traditional organization and should report directly to the General Secretary. The decision-makers also decided what the missions of this entity would be and who should be appointed to it. The structure will have a multi-purpose function with core members working as a project team, in an open and flexible way. This core should include four to five managers. The head of the structure should be a strategic manager, with experience of strategic planning and a participatory approach, with proven inter-personal skills and acknowledged credibility. This person will work with a planning manager, mediator manager (public relations and marketing in the local area), a financial manager/management controller and a personal assistant. Depending on needs, this structure will call upon specialists to deal with particular problems, who will be either managers from operational departments or external experts.

In order to implement the Greater Sfax Development Strategy (GSDS) the municipality of Sfax decided to create a structure of this type, called the Local Development Office (LDO). Discussions on the same topic are now very advanced in Marrakech. This work on the structure of the CDS is the study's second achievement. In Sfax, the action taken by the French Caisse des dépôts et consignations, and its numerous missions, considerably accelerated the decision-making process.

As the Saida CDS is still in preparation, the actors' attention has turned to the construction of a strategic vision and the agreement that must be found on the extent of the area concerned. The structure that will implement the CDS is not yet under discussion. It would however be unwise to neglect this issue, if only to avoid a period of inactivity between the delivery of the strategy and the commencement of the work (which can sometimes last for several years, as in Sfax).

The report presents outline structures for the three cities, and shows the functional links with municipal divisions and departments. In the case of Saida, the small number of municipal employees and extremely small number of managers means that an innovative structure must be found, which could be both outside the municipality and under its control, as a sort of municipal consultancy led by representatives of civil society. Possible structures are suggested in the report, with an explanation of their advantages and disadvantages.

The report also includes job descriptions, particularly for the city of Sfax: six for the members of the LDO; five to make up a human resources department; three to better define the decentralized cooperation department; two to better describe municipal communications roles. The Local Governance project in Morocco, which was initiated by the Canadian International Development Agency and the DGCL (Direction Générale des Collectivités Locales), includes close to 200 descriptions of jobs with municipalities, which can be accessed online.

The change will be triggered by the CDS structures

Once these structures are in operation, they will encourage the municipalities to work differently. Each one will therefore experience a pre-CDS and a post-CDS phase.

The CDS structures prefigure the new municipalities. They will encourage innovation and continuous improvement. Their role will be to capitalize on the lessons learnt by contributing to the analysis of problems and consultations about internal organization. They will provide the decision-makers (elected officials, General Secretary) with feedback on the results and performance of the operational entities, which will involve discussions about internal organization, job profiles, specific recruitment needs, internal procedures and processes.

The operation of the CDS structures, which will be fluid with variable geometry, depending on needs, will be a model from which the municipalities may draw inspiration in their efforts to modernize all their departments.

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This whole approach is new for the municipalities in both technical and cultural terms and in terms of prevailing attitudes. If the CDS are to succeed, appropriate assistance will have to be provided.

Three types of assistance will be necessary, if the CDS structures are to be put in place and made to operate effectively. It will have to be provided by the municipality itself and by the national ministry with responsibility for local authorities and decentralization; external technical assistance will also be required.

The municipality

Elected officials and senior managers (including general secretaries, when such individuals exist) must commit to initiating and assisting the "cultural revolution" in the municipalities. Waiting without making a decision is counter-productive and impacts negatively on the population, increasing the suspicion that people often feel towards the city authority. Courageous decisions (i.e. decisions that are innovative and counter to ingrained habits), must be taken regarding the best structure to adopt to implement the CDS, and to clean up the current situation in the municipalities.

Because the municipality of Sfax has decided to set up a Local Development Office (LDO), they must now take action. As the managers in Sfax and Marrakech have prepared a series of precise action plans, which are both realistic and participatory, they must be implemented without delay, especially as some of them involve little or no financial cost.

External technical assistance

While the municipalities do not have enough managers, the ones they do have are responsible, competent and devoted to their city. They are ready to begin the change and have been involved in the preparation of the action plans. They need technical assistance.

The technical assistance might relate to the implementation and follow-up of action plans. The external experts will enable managers to take their plans further or complete some of them, they will assist with and encourage the implementation of the plans, they will persuade the individuals concerned to commit to the change, they will provide practical training on the ground, help to resolve blockages and find objective solutions in a dispassionate manner. Finally, they will provide advice and expertise in a field which, for some, will be new.

With respect to the CDS structures, managers may be helped to achieve the following ends: to define the objectives of the CDS structure; to determine functional relations with elected officials and managers; to prepare a methodological framework within which the strategy projects may be implemented; to plan the work to be carried out in the first year with the option to carry out a project that is relatively simple to organize, which will serve as a test; to determine means of communication, particularly with respect to data transmission between departments and the CDS structure, in order, for example, to feed the GIS system better.

The assistance may also relate to human resources management. Managers may be helped to set up a Human Resources Management section with managers who will have been appointed.

Sfax is beginning to receive technical assistance from a national expert, who is financed and supported by the French Caisse des dépôts et consignations. Marrakech will have to seek assistance from international sponsors. Technical assistance will only be of interest to Saida when it begins to think about the system it will use to implement its CDS, which will have to be sustainable, objective and under the responsibility of the municipality.

State assistance

Up to now, the States, acting through their Interior Ministries, which have responsibility for local authorities, have provided little assistance for the cities that have embarked upon a CDS. The Moroccan local authorities help them to carry out projects but provide little assistance in institutional terms, particularly with respect to organization and human resources.

Generally speaking, it is clear that the supervisory bodies cannot ask or oblige cities to take on more responsibilities (such as local development) without providing them with the necessary resources (legal, human and financial). In Morocco, the orders implementing the Charte communale with respect to human resources management have still not been issued. These concern, for example, the role to be played by elected officials in the recruitment, allocation and appointment of managers or the allocation of responsibilities between the Leader of the municipal council and the General Secretary. The fact that they have not yet appeared only increases the municipalities' difficulties.

In Tunisia, municipalities are seeking a framework law. A structured national debate could be launched to consider this issue. The ideas generated could be included in the future decentralization policy.

Generally speaking, in all three countries, especially Lebanon and Morocco, the State must improve the status of municipal employees. Why are managers of municipalities paid less than their counterparts in the national civil service? How can this be justified? At the present time, the working conditions and (salaries, career prospects) do not attract either the best specialists or the best managers. This trend must be reversed. Otherwise, the municipalities,

which are already considered to be minor institutions, will be even less able to fulfill their basic role on behalf of the population and will be incapable of participating in local development. Social peace has a price.

Human resources management (HRM) in the municipalities must be reviewed, recognized as a profession and established. Why is this area, which is considered to be so important in the private sector, totally neglected in the municipalities, even though greater expertise is demanded of them and some employ several thousand people? National decision-makers are therefore asked to professionalize and decentralize human resources management in the major municipalities. In Tunisia, the Local Authorities Code (Code des Collectivités) must be revised in order to allow the municipalities to have their own recruitment plan.

Training must be adapted to the municipalities' real needs, in three areas particularly: human resources management; the systematic practice of management techniques; the new jobs introduced by the CDS (strategic planning, program management, project management, mediation, marketing in the local area, marketing, external communications, organization of committees and working groups, etc). The training centers (CFAD in Tunisia, the centre run by the Lebanese Ministry of the Interior and DFCAT, run by the Moroccan Ministry of the Interior) may play a major role.

Finally, if the principles of strategic workforce planning (GPEEC in French) are more widely known, some political and administrative decision-makers should find it easier to resist the pressure of requests for positions in the civil service from some members of the public. Poor recruitment practice has negative repercussions for the municipality which may last up to around 40 years.

- *Framework for action and aims of the consultation*
- *Content of the intermediary report: the diagnoses of the three municipalities*
- *Main conclusions of the study*
- *Final report: objectives, methods and content*
- *Cross-cutting discussions about the competencies required for territorial engineering*

1. Framework for action and aims of the consultation

1.1. Framework for action

The aim of the World Bank's *Cities for a New Generation* project is to better define the capacities of the urban authorities in the south Mediterranean region that are necessary if they are to assume responsibility for their economic and socio-spatial development, in terms of the authorities themselves and local actors in general. This project includes a "Human Resources" dimension, which is the subject of this study.

The purpose of the study is to provide an analysis of the competencies/skills that are currently being developed by the local authorities in these cities and their capacity to implement their City Development Strategies (CDS).

To this end, a case study of the cities of Saida (Lebanon), Marrakech (Morocco) and Sfax (Tunisia) was undertaken and is the subject of this final report.

The aim of the Consultant's recommendations is to provide support for the municipal authorities, where necessary, in their organizational development by identifying the competencies/skills required and offering training programs and incentives, where appropriate, within the local and national statutory and regulatory framework. It is clear that this framework is shifting as significant reforms are underway: in Morocco, for example, the move towards decentralization has begun and, in Tunisia, the revision of the missions and competencies of local authorities is under discussion.

1.2. Objectives of the consultation

The review of the municipalities' human resources aims to:

- (i) Create a common understanding among the actors of the competencies/skills required by the municipalities, among their own staff and agents, in order to prepare and implement a City Development Strategy (CDS).
- (ii) Describe the current state of the human resources available to the municipalities and to identify the objectives to be achieved in this field in order to allow for the development strategy to be implemented successfully at local level.
- (iii) To suggest a series of prioritized actions setting out the necessary stages that must be followed in order to achieve this objective, in terms of new regulations, planning and effective implementation.
- (iv) To make recommendations for the national statutory and regulatory framework, which has a role to play in strengthening competencies/skills at local level for the purposes of the CDS.

Therefore the mission involves assisting "the core Municipality [...] with identifying know-how, skills and organizational improvements necessary so that municipal staff best meet the needs of the citizens in terms of providing services, carrying out the CDS strategies, and the action plans stemming from the CDS elaboration".

A first initial report was presented to the World Bank on 7 January 2013.

Intermediary report resulting from the diagnosis of each municipality

1.3. The terms of reference

"The final product of the second phase is an intermediary report which will comprise:

- a. A preliminary diagnosis of the local situation in each of the cities, in terms of capacities, competencies/skills and institutional problems at local and national levels;
- b. The main difficulties and main areas that must be dealt with during the next phase of the study;
- c. An updated version of the technical proposal showing a scheme of work that might include minor changes to the methodology and activities."

Finally the terms of reference stipulate that the report "will incorporate the requests for clarifications and comments obtained from the local and national counterparts, from the World Bank – CMI team."

1.4. Objectives of the intermediary report

- To provide the municipalities' decision-makers with information relating to human resources to enable them to implement their city strategy.

This information included the consultants' **diagnosis**, based on actual visits to the municipalities. It showed the strong points and the areas for improvement in terms of municipal governance. It included initiatives previously taken by the municipalities or further to cooperation projects.

- To allow the municipal decision-makers, once in possession of the information, to make choices about possible changes to be made in order to improve the working of their municipal administration.

1.5. The diagnosis process that was followed in each city

a. Visits to the three cities

The aim of the first mission on the ground was to prepare a quantitative and qualitative diagnosis of the staff of the three municipalities, particularly the senior and middle managers, in connection with the implementation of their City Development Strategy.

Consultants from Egis Bdpa, the consultancy commissioned by the World Bank, visited the three cities in question:

- **Sfax**, from 14 to 18 January 2013 (Jean-Michel Lebreton, Pierre Couté and Morched Chabbi), then from 11 to 15 March 2013 (Jean-Michel Lebreton and Adel Saïdi);
- **Saida**, from 20 to 25 January 2013 (Jean-Michel Lebreton, Pierre Couté and Nabil Menhem),
- **Marrakech**, from 28 January to 1 February 2013 (Jean-Michel Lebreton, Pierre Couté and Firdaousse Kaghad).

- **The general approach of the diagnosis**

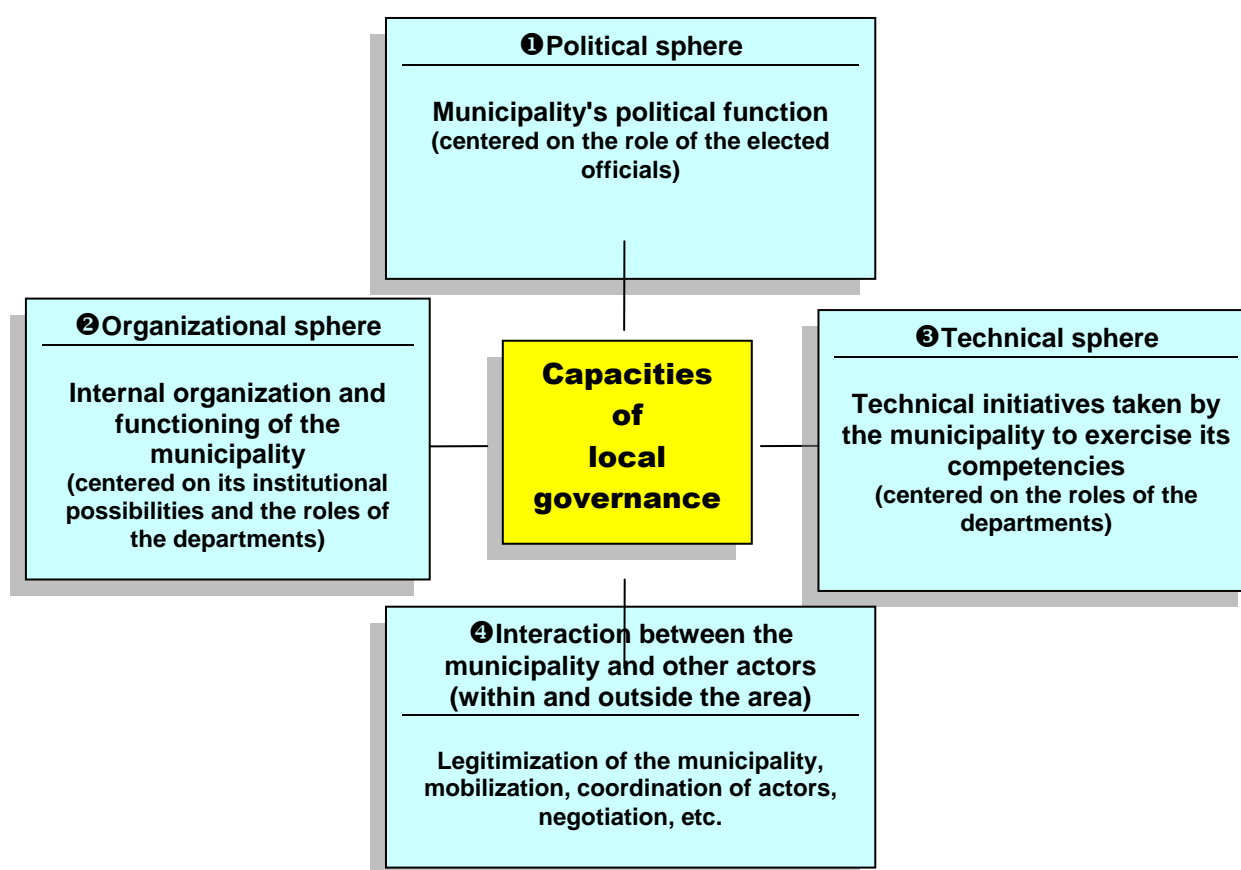
The program of meetings was prepared by each municipality on the basis of exchanges launched by the consultants before the mission began and proposals for interviews made by the team.

More than 50 individuals were contacted in Sfax, 20 in Saida and more than 70 in Marrakech.

- b. Diagnosis and overview of a municipality**

The implementation of a city strategy cannot be severed from the general functioning of the municipality. A study relating to the improvement of the implementing structure (CDS) cannot be considered separately from all the functions that allow a municipality to fulfill its responsibilities. The overview relates to the concept of project ownership which, in reality, means its capacity to govern its area¹.

This capacity can be broken down into four major spheres: political, technical, organizational and territorial. Therefore the diagnosis looked at these four spheres, which are described in the following chart, in detail.



¹ F3E, Cités Unies France and Programme d'Appui à la Décentralisation, under the aegis of the French Coopération Décentralisée scheme (which provides assistance to developing countries via cooperation between local authorities in France and the foreign country), April 2009.

2. Comparative overview of the three cities

| Item | Sfax | Saida | Marrakech |
|---------------------------------|--|--|--|
| Population | City: 265,000 (2004) Country's 2nd largest city Metropolitan area: 600,000 | 60,000 including 40,000 Palestinian refugees Country's 3rd largest city Saida metropolitan area: 266,000 | 830,000 (metropolitan area) in 2004 Country's 4th largest city |
| Geography | 270 km from Tunis Metropolitan area: 22 hectares | 40 km from Beirut Saida: 7 sq. km. Metropolitan area: 25 sq. km. | 350 km from Rabat Metropolitan area: 181 sq. km. |
| Most recent election | Electoral process interrupted after the Revolution (January 2011) | May 2010 | June 2009 |
| Term of office | No official date for municipal elections | 6 years; next elections in 2016 | 6 years; next elections in 2015 |
| Status of the municipal Council | Currently: 2nd special delegation appointed by the Ministry of the Interior in October 2012 | 21 members 13 municipal committees | Urban municipal council: 96 elected members With the 5 districts: 199 elected members (5 municipalities absorbed recently, now districts) |
| Supervisory body | Strong No assistance for the municipality Currently paralyzed; pre-revolution provisions still applied | Strong No assistance for the municipality | Strong Positive assistance for the municipality |
| Status of the decentralization | State currently weak as under reform. Provisions from the old regime still apply. | State weak Strong, rigid centralization Decentralization not envisaged | Many decentralization provisions are ready or still being examined The reform process is slow; decisions are |

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| | Principles of decentralization under discussion (National Constituent Assembly committees) | | expected but no dates set |
|--|--|--|---------------------------|

| Item | Sfax | Saida | Marrakech |
|---|--|--|---|
| General Secretary (status) | Head of the municipal administration | No GS. By law the mayor is the head of the municipal administration Risk of political interference in technical matters | "The Leader runs the municipal departments. He is the head of the municipal staff" (Charte Communale) Risk of political interference in technical matters |
| Total number of municipal staff (all categories combined) | Approx. 1,644 | 190 | Total workforce: 3,124 (in 2012) including: 1,705 (municipality) and 1,400 (workforce of the 5 districts) |
| Number of senior and middle managers | 274 plus 71 vacant posts | 1 senior manager 4 category 2 managers | 151 senior managers |
| Percentage of managerial staff | 5.5 to 9% depending on the calculations | Less than 3% | From 4.7 to 8.3% depending on the calculations |
| Distribution among categories of managers | Imbalance against technical managers | Note: the number of staff working on [short term] contracts exceeds the number of permanent staff | Imbalance between technical managers (25% of managers) and senior managers (75% of managers) |
| Age of managers | > 50 years on average | | |
| Wage bill | 67% of the total budget, 17% over budget | 67% of the total budget | 35% while the recommended percentage is 25% |
| Recruitment | Recruitment frozen Recruitment under external not municipal control Managers' salaries paid by the municipality from its own resources (falling) | Recruitment possible but slow and difficult (supervisory body) Salaries paid by the municipality from its own resources | Recruitment frozen or has to be authorized by the Directorate of Local Authorities Salaries paid by the municipality. Little control exercised over the selection of managers |

| Item | Sfax | Saida | Marrakech |
|---|---|--|---|
| Managers' salaries | <p>Single scale for all public service jobs (including municipalities), with no difference between municipal and central managers</p> <p>Approx. net monthly salary for newly qualified engineer: TND900 (EUR420); principal engineer: TND1,500 (EUR700).</p> | <p>Single scale for all public service jobs BUT municipal managers' scale is one grade below that of the national public service</p> <p>Municipal engineer salary: from USD800 to 1,200 /month</p> | <p>Single scale for all public service jobs BUT the special status of the staff of local authorities does not allow for bonuses (up to 30% of the salary) nor any other benefits (Junior engineer salary: approx. MAD7,500 (EUR670)</p> |
| Salary differential between a municipal and a private sector engineer | <p>Private sector engineers, first years of service (2013): IT/telecoms: TND 950 (EUR450) Electricity/energy: TND750 (EUR350) Civil/mechanical: TND1,050 (EUR500)</p> <p>Rapid progression. With 10 years' experience approx. TND3,000 (EUR1,400), i.e. twice as much as a principal engineer in public service</p> | <p>Private sector engineer: from USD1,200 /month (start of career) to USD8,000 /month (end of career). Source: Supervisory authority Statistics, 2012</p> | <p>Private sector engineer (IT, statistician, banking) first years: approx. MAD10,000 to 13,000 (EUR900 to 1,170).</p> <p>A difference of around 60% between the public and private sectors.</p> |
| Careers and attractiveness | <p>No career progression Municipal careers not attractive People with competencies/skills leave for other sectors</p> | <p>No career progression Few candidates for managerial positions with the municipality</p> | <p>Status of local authority employees unattractive People with competencies/skills leave for other sectors</p> |
| Internal mobility | No | Mobility not applicable | Difficult but achievable after negotiations |
| Human Resources | No HRM | No HRM | Department charged with the administrative |

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| Management (HRM) | Department charged with the administrative management of the personnel | The same manager runs the administrative and finance departments + personnel management | management of the personnel Another department charged with thinking about HRM, as part of the modernization |
|------------------|--|---|---|

| Item | Sfax | Saida | Marrakech |
|--|---|---|---|
| Capacity to outsource municipal services (project ownership) | The large cities, including Sfax, are well equipped to outsource contracts (calls for tenders, terms of reference, specifications, assessment of tenders). Assistance may be provided by technical departments (Ministry of Infrastructure). The outsourcing of the management of solid waste is a positive experience for many municipalities. | Given the limited number of employees and the managerial culture of the elected officials, urban services are generally outsourced (waste collection, street sweeping, green spaces, maintenance of the stadium, emergency services, etc.). | The results of outsourcing in 2004 were mixed: generally satisfactory for urban transport; not satisfactory for waste collection and cleanliness. For 2014 (end of the contracts), the elected officials would prefer to have services managed through a semi-public company. |
| Computerization of services | Efforts being made Intranet about to become operational; personnel unwilling | Acceptable but inadequate No intranet | Efforts being made No intranet |
| Town hall website | Obsolete About to be modernized | Obsolete | Being reformed and modernized |
| GIS | Inadequate (only 3 layers); not updated / information not added | Not operational | Managed by 4 technicians but to be developed and updated |

| Item | Sfax | Saida | Marrakech |
|--------------------------------|--|--|---|
| Specific problems | <ul style="list-style-type: none"> • Municipality not elected therefore not legitimized • Serious lack of technical managers + managers ageing • General management of services archaic • No HRM • No internal communications between departments • Weakness of external communications • New law for municipalities expected • Need for external <u>technical assistance</u> with the creation of a Local Development Office(LDO) | <ul style="list-style-type: none"> • Total lack of managers and resources • Local political problems and conflicts relating to Lebanese culture and the country's political situation • No moves towards decentralization hoped for • The municipality is incapable of implementing a development strategy <p>Needs an <u>external structure</u> to implement its development strategy</p> | <ul style="list-style-type: none"> • No HRM at this time • Insufficient use made of many managers' competencies/skills • Internal communications between departments weak • Almost no external communications with citizens • Absorption of districts not finished • Manager training inadequate <p>• Need for <u>better internal organization</u> in order to improve the implementation of its development strategy</p> |
| Strong points in the diagnosis | <ul style="list-style-type: none"> • Willingness to change, to modernize and do better • Setting up of IT resources (intranet, messaging system, etc.) • Willingness to communicate better with the citizens • Strong civil society, ready to collaborate • International sponsors ready to collaborate | <ul style="list-style-type: none"> • Civil society very strong • International sponsors ready to collaborate | <ul style="list-style-type: none"> • Willingness to modernize and launch a modernization process (particularly for HRM) • Some managers dynamic and competent, in spite of difficulties • Initiatives: revision of the organization chart; creation of a structured team to implement the PCD; coordination between the municipality and its districts; improvement of public reception services; etc. • Efforts to computerize in spite of being spread over a wide area • Support from local authorities (Directorate of Local Authorities) • International sponsors ready to collaborate |

| Item | Sfax | Saida | Marrakech |
|---|--|--|--|
| End date for the preparation of the CDS | The Greater Sfax CDS was begun in 2002 and finished in 2008 | Begun in October 2012, will be finished in April 2014 | The Plan Communal de Développement (PCD) was finished in June 2011 |
| Status of the CDS | Long term strategy The Greater Sfax CDS is considered to be relevant but updating would be useful | Long term strategy Planned only for the city of Saida, discussions are underway on adjusting the scope of the program by expanding the area covered | Medium term strategy (2011-2016) The PCD is the municipality's road map |
| Authors and partners of the CDS | On a voluntary basis (1st one in Tunisia). Driven by: municipality and civil society. Many actors are no longer involved | On a voluntary basis (at least 4 other CDS in Lebanon) Driven by: an EU project with the participation of the municipality | Under the Charte Communale, the PCD is mandatory for all municipalities. Driven by: the municipality (which sees itself as the owner), the local DLA and members of civil society |
| Scope of the CDS | Greater Sfax, consisting of Sfax + 7 partner municipalities (which has no legal status). | Planned for Saida only, but inclusion of surrounding municipalities is under discussion. Break between Saida and the local union of municipalities | Marrakech and its 5 districts |
| Financing and preparation of the CDS | Many international contributions | EU funding + Hariri Foundation, with technical assistance from MedCities | Municipal initiative with assistance from the local authorities including the Directorate of Local Authorities |
| Municipality's commitment to the CDS | Commitment in the absence of action by the special delegation The Greater Sfax CDS is a legacy (the municipal actors who were involved in the CDS are no longer present) Sustainability weak | Discussions about the municipality's commitment among many internal and external actors Sustainability not certain at this time | Strong commitment The current municipal team was involved in drawing up the CDS Sustainability strong |

| Item | Sfax | Saida | Marrakech |
|---------------------------|---|--|--|
| Implementation of the CDS | No implementing structure | Consultation considered to be premature | An initial (provisional) implementing structure exists, but is incorporated in the divisions; some projects have started |
| Local civil society | Civil society strong and active. But the municipality needs to build up its credibility | Very strong Tradition and culture of collaboration between the municipality and civil society | Fairly strong |

| | | | |
|---|--------------------|---------------------|-----------------------------|
| Date of the first consultation assignment (diagnosis) | 14-18 January 2013 | 21-25 January 2013 | 28 January -1 February 2013 |
| Date of the second consultation assignment | 11-15 March 2013 | 25-29 February 2013 | 15-19 April 2013 |

3. The main conclusions of the study

The development strategies require the cities to be managed differently

The city development strategies (CDS), which aim to promote local, economic and social development, appear to be new assignments for the three cities, whether mandatory, as in the case of Marrakech, or voluntary, as in the case of Saida and Sfax. They add to the fundamental responsibilities that these cities try, with considerable difficulty, to assume. The arrival of a CDS forces local decision-makers to look afresh at their situation and respond energetically in order to improve their basic structure and functioning.

The implementation of a CDS, which involves the management of strategic planning, setting up partnerships with numerous external actors and partners, local communications and marketing, and collaboration between different areas of expertise, cannot be organized according to traditional models and practices. City development strategies bring change. They force cities to adopt new methods of working and new skills that were hitherto unknown in these places. The CDS and the staff charged with implementation are the drivers of change and modernization.

The cities that embark upon this venture need assistance, in order to make a success of the CDS and confirm their own credibility. It must be provided by local political decision-makers, international organizations, which can provide expertise, and States. These need to change their institutional frameworks, by decentralizing power, improving the status of municipal officials, and acknowledging HRM functions, in order not to hinder the municipalities' new missions and to allow local development.

3.1. National development will be achieved through local economic and social development

The CDS are one of the main drivers of local development. They form part of a long-term vision while allowing for the implementation of short-term, targeted initiatives. They also provide an opportunity for all the urban actors (elected officials, municipal officials, national officials, private sector actors and associations) to contribute to the development of their city. Morocco clearly understands this function as the Ministry of the Interior requires all its municipalities to have a PCD (Plan Communal de Développement).

The concept of local development is easy to verify within the spatial dimension of a CDS which encompasses the surrounding metropolitan area. This applies particularly to the Greater Sfax Development Strategy. In Saida the current discussions relate to the limits of the city strategy which, apparently, must go beyond the city boundaries. The Marrakech PCD forms part of the policy of treating the city and the surrounding metropolitan area as a single entity, in that it covers the central municipality and its new districts which, only a short while ago, were autonomous municipalities.

The concept of development can also be verified by examining the content of a CDS. The vision is embodied in numerous projects which relate to all areas of development: improvement of the metropolitan area; access to basic services for the population; ambitious economic projects (real estate, infrastructure, promotion of new economic sectors, science and technology parks, etc). These projects are therefore genuine local development projects which can only have positive consequences nationwide.

The CDS use local initiatives at city level to drive development, particularly economic development, which complements the macroeconomic measures and major projects set up by the State.

3.2. The cities struggle to provide basic services

The three cities along with their metropolitan areas share the same difficulties but to varying degrees. In spite of their efforts, they do not manage to fulfill their responsibilities satisfactorily. They are caught between growing challenges (population increase, barely controlled urbanization, population needs) and budgetary austerity, which prevents municipal authorities from maintaining or funding basic services. Saida's "waste mountain" is evidence of this difficulty; in Sfax waste collection is virtually non-existent in many neighborhoods; in Marrakech it is unusual in neighborhoods far from the centre.

The municipalities do not have adequate administrative or technical capacities. The small proportion of managers in the municipalities (compared with the total number of employees) shows that they are not able to carry out their functions. They are not helped by the type of management and internal organization within departments and between departments, which is often deficient, nor by the behavior of certain elected officials, who have a poor understanding of their role vis-à-vis the municipal administration. Their working conditions (salaries, career prospects, equipment, working environment) are not satisfactory, are inferior to those of State officials and make their employment unattractive. While they are not able to offer better working conditions, the municipalities are not able to retain some of their best managers, who are drawn into the private sector.

3.3. The CDS force the municipalities to look afresh at their situation

The preparation of a CDS and the conditions in which it is to be implemented add to the daily emergencies and other problems, both organizational and operational, that the cities already have to deal with. Can the municipalities bear this new, wide-ranging mission? Can the CDS be implemented by the municipality's structures in their current state? A CDS is revelatory, since the CDS diagnosis obliges elected officials and managers to answer a certain number of questions.

The diagnosis, which relates to the ownership of the project or local governance, may cover several areas:

- The political sphere, which is centered on the role of the elected officials. Do they have the capacity to manage the strategic aspects of the municipality? (define a vision, set a general policy, coordinate among themselves, arbitrate, etc). Do they also have the capacity to manage aspects of governance (do they perform their role as elected officials without interfering in municipal administration, are the able to run public meetings, guard against pressures, etc).
- The organizational field or organization and operation of the municipality. What is the role of the supervisory body with respect to the recruitment, selection and remuneration of managers? What human resources are available? (workforce, managerial staff, age of the managers, allocation of work, wage bill). What is the role of the General Secretary and how is this exercised? What IT equipment does the municipality have and what is it used for? Does the municipality communicate internally/externally?
- The technical field or initiatives led by the municipality in order to exercise its competencies. What are the cross-cutting capacities? Capacities for setting up a local policy? Competencies/skills for human resources management?

- The local sphere or the interactions of the municipality with other actors. How are users received and how does the municipality collaborate with them? How can civil society be mobilized and how can the activities of different local actors be harmonized? How can the municipality be active in dealings with international actors?

The resulting diagnoses show that the cities in question have considerable room for improvement in the four areas cited, to varying degrees. The implementation of the CDS supposes radical improvement in working methods: in terms of management, human resources management, organization, planning, finance, and internal and external communications. All aspects of municipal management are affected.

When a CDS is adopted in a city, the municipal authorities are forced to see their situation in a new light and respond energetically. If there is no such response, the CDS will fail.

3.4. The CDS will function as drivers of change in the municipalities

The implementation of a CDS requires a structure that is capable of working strategically. This means that it must be able to mobilize internal and external actors and partners; ensure consistency and compatibility with other local or national projects; plan and coordinate the work of the various departments within the municipality, State departments and other actors (international cooperation, civil society, consultancies, etc); ensure regular monitoring; take decisions to reframe or update projects that are underway; and provide a monitoring and forward planning function.

All these functions will be performed by the municipality of tomorrow.

In consequence, the structures charged with the implementation of the CDS must be removed from the municipality's traditional organization and operate directly under the authority of the General Secretary (in Sfax and Marrakech at least). The final report of this study presents new organization charts. These structures will push the municipalities to work differently: for the cities concerned there will therefore be a pre-CDS and a post-CDS period.

The CDS structures prefigure the new municipalities. They will encourage innovation and continuous improvement. Their role will be to capitalize on the lessons learnt by contributing to the analysis of problems and consultations about internal organization. They will provide the decision-makers (elected officials, General Secretary) with feedback on the results and performances of the operational entities, which will involve discussions about internal organization, job profiles, specific recruitment needs, internal procedures and processes.

The structures will have a multi-purpose function with core members working as a project team, in an open and flexible way. This core should include four to five managers. The head of the structure should be a strategic manager, with experience of strategic planning and a participatory approach, with proven inter-personal skills and acknowledged credibility. This person will work with a planning manager, mediator manager (public relations and marketing in the local area), a financial manager/management controller and a personal assistant. When required, this structure will call upon specialists to deal with particular problems, who will be either managers from operational departments or external experts.

The operation of the CDS structures, which will be fluid and flexible according to needs, will be a model from which the municipalities may draw inspiration in their efforts to modernize all their departments.

The report also includes job descriptions, particularly for the city of Sfax: six for the LDO or for the structure that will implement the GSDS; five to make up a human resources

department; three to better define the decentralized cooperation department; two to better describe municipal communications roles. The Local Governance project in Morocco, which was initiated by the Canadian International Development Agency and the DGCL (Direction Générale des Collectivités Locales), includes close to 200 descriptions of jobs with municipalities, which can be accessed online.

3.5. Appropriate assistance will be required to ensure the success of the CDS and the municipalities' credibility

The CDS structures will require three kinds of assistance when they are set up and when they become operational: from the municipality itself, from external technical experts and from the national ministry with responsibility for local authorities and decentralization.

The municipality, i.e. the elected officials and, depending on the countries, the General Secretary must commit to initiating their own "cultural revolution". Waiting and not making a decision is counter-productive and impacts negatively the population, increasing the suspicion that people often feel towards the city authority. Courageous decisions, i.e. decisions that are innovative and counter to ingrained habits, must be taken regarding the best structure to adopt to implement the CDS, and to clean up the current situation in the municipalities.

The municipality of Sfax has decided to set up a Local Development Office (LDO), or a CDS structure. The managers in Sfax and Marrakech have prepared a series of precise action plans, which are both realistic and participatory. They must be implemented without delay, especially as some of them involve little or no financial cost.

The action plans are intended to deal with the main problems and malfunctions that have been identified by the managers themselves.

In Sfax, the action plans cover the following areas:

- Management of human resources (training of municipal officials; motivation; recruitment; allocation and reallocation; better communication).
- Internal organization of municipal departments (setting up of a geographical information system; creation of an electronic helpline for all departments; improvements in work organization in the departments; improvements in internal communications between departments; creation of remote services for citizens; gaining a better understanding of the costs of certain municipal activities).

In Marrakech, the action plans deal with the following areas:

- Internal communications and access to information
- PCD: structure, cross-cutting and the future
- Creation of a system for the sharing of technical information prior to computerization
- Strategic management of jobs and job descriptions (HRM)

Saida is still preparing its CDS and the actors are now more interested in the construction of a strategic vision for the city and the surrounding areas, which have yet to be defined. It would however be unwise to neglect the issue of the implementing structure. The small number of municipal employees and extremely small number of managers means that an innovative structure must be found, which could be both outside the municipality and under its control, as a kind of municipal consultancy led by representatives of civil society. Possible structures are suggested in the final report, with an explanation of their advantages and disadvantages. There is no doubt that thought must be given to this structure now, in order to avoid a period of inactivity between the delivery of the strategy and the commencement of the work, which could last for several years, as happened in Sfax.

External technical assistance must be envisaged

While the municipalities do not have enough managers, the ones they do have are responsible, competent and devoted to their city. They are ready to begin the change and have been involved in the preparation of the action plans. They need technical assistance. The external experts will enable managers to take their plans further or complete some of them, they will assist with and encourage the implementation of the plans, they will persuade the individuals concerned to commit to the change, they will provide practical training on the ground, help to resolve blockages and find objective solutions in a dispassionate climate. Finally, they will provide advice and expertise in a field which, for some of those on the receiving end, will be new.

Sfax is beginning to receive technical assistance from a national expert, who is financed and supported by the French Caisse des dépôts et consignations. Marrakech will have to seek assistance from international sponsors. Technical assistance will only be of interest to Saida when it turns its attention to the system it will use to implement its CDS, which will have to be sustainable, objective and under the responsibility of the municipality.

The cities must also be assisted by the State

Up to now, the States, acting through their Interior Ministries which have responsibility for local authorities, have provided little assistance for the cities that have embarked upon a CDS, which is surprising. In Morocco, the obligation to prepare a Plan de Développement Communal is included in the Charte Communale; this gives municipalities a local development function which will contribute to national development. But, at the same time, the orders implementing the Charte with respect to human resources management have still not been issued. These concern, for example, the role to be played by elected officials in the recruitment, allocation and appointment of managers or the allocation of responsibilities between the Leader of the municipal council and the General Secretary. The fact that they have not yet appeared only increases the municipalities' difficulties.

In Tunisia, municipalities are seeking a framework law. A structured national debate could be launched to consider this issue. The ideas generated could be included in the future decentralization policy.

Generally speaking, in all three countries (especially Lebanon and Morocco), the State must improve the status of municipal employees. Why are managers of municipalities paid less than their counterparts in the national civil service? How can this be justified? At the present time, the working conditions (salaries, career prospects) do not attract either the best specialists or the best managers. This trend must be reversed. Otherwise, the municipalities, which are already considered to be minor institutions, will be even less able to fulfill their basic role on behalf of the population and will be incapable of participating in local development. Social peace has a price.

The human resources management function (HRM) in the municipalities must be reviewed, recognized as a profession and established. Why is this function, which is considered to be so important in the private sector, totally neglected in the municipalities, some of which employ several thousand people, and of which greater expertise is demanded? National decision-makers are therefore asked to professionalize and decentralize human resources management in the major municipalities. In Tunisia, the Local Authorities Code (Code des Collectivités) must be revised in order to allow the municipalities to have their own recruitment plan.

Training must be adapted to the municipalities' real needs, in three areas particularly: human resources management; the systematic practice of management techniques; the new jobs

introduced by the CDS (strategic planning, program management, project management, mediation, marketing in the local area, external communications, organization of committees and working groups, etc). The training centers (CFAD in Tunisia, the center run by the Lebanese Ministry of the Interior and DFCAT, run by the Moroccan Ministry of the Interior) may play a major role.

Finally, if the principles of strategic workforce planning (GPEEC in French) are more widely known, some political and administrative decision-makers should find it easier to resist the pressure of requests for positions in the civil service from some members of the public. Poor recruitment practice has negative repercussions for the municipality which may last up to around 40 years.

3.6. Impacts of the study on the municipalities concerned

The consultants' two assignments, which were carried out successively, have had an initial impact in two of the three municipalities.

The municipalities' decision-makers have begun to implement the CDS and take action to deal with the administration's inadequacies and malfunctions on many fronts: role of the elected officials; organization chart; human resources; human resources management; capacity to set up a local policy; organization and internal communications; deployment of IT across the board; interactions between the municipality and the external actors and partners, etc. The consultants have produced a complete diagnosis which provides a snapshot of how the municipalities function. In future, the decision-makers will have to use the scorecard every two or three years.

During the second assignment in Sfax (March 2013) and Marrakech (April 2013), a dynamic process was set in motion.

The creation of a strategic committee with clear responsibilities

In both cities a strategic committee has been set up. The Sfax committee has seven members, who are representatives of the special delegation (including the Leader and Deputy Leader) and senior managers. The Marrakech committee has four members to drive the process of change. They consist of one elected representative, the General Secretary and two senior managers.

In Sfax, the strategic committee has taken some decisions: it has set up the Local Development Office (LDO), and decided that it should report directly to the General Secretary; it has provided two managers to get the process going, a workspace and equipment, and stipulated the first assignments to be completed. It should be understood that the French Caisse des dépôts et consignations had already prepared the ground and raised the awareness of the decision-makers during previous assignments.

In Marrakech, the strategic committee has taken on three tasks. The first is to lead a consultation on the outsourcing of municipal services and enhanced project management. In consequence it has chosen the subjects that are studied at the workshops at which the preparatory work is done. The second is to oversee the work that results from the action plans that are produced at the workshops. The third is to identify the most costly operations which require technical assistance or funding from outside the municipality.

It is therefore clear that the mission has enabled the decision-makers of the two municipalities to gauge the breadth of the necessary reforms and, more importantly, to seize the opportunity to launch the work.

The preparation of the action plans

In both Sfax and Marrakech the action plans were produced by 25 managers who came together at the workshops. The content of these plans, which are reasonable and realistic, are innovative in that they are the first to have been drawn up, thanks to the mission. The workshops generated a great deal of enthusiasm as they relaunched the interest and involvement of the managers in both the implementation of their CDS and in improving the ordinary functioning of the municipal administration.

If the action plans are implemented by the municipalities, the mission will have helped to launch the reform process, with the assistance of the decision-makers. However, technical assistance must also be provided, as the process must not be allowed to flag.

In Saida, the situation is different. Firstly, the municipality has only a skeleton staff and secondly, the consultants were only able to meet a very small number of its representatives (particularly during the second visit in March 2013). Finally, it is the consultants' understanding that the remit of the European Union team is to prepare a CDS and not to anticipate the structures by which it should be implemented. The consultants regret that the possible different structures that are presented in the report were not prepared on a collaborative basis. They only hope that their request to include the implementation of the CDS in the current consultation is heard.

4. The study's final report

4.1. The terms of reference

"The Final Report will provide the final diagnoses and recommendations in terms of human resources requirements, current capacity and competences, constraints, institutional issues, and action plans to bridge gaps. It will identify 'prerequisite' actions that are non-controversial or 'quick wins', if any."

4.2. A distinct approach for each of the three cities

a. Sfax

The program of meetings was prepared by the municipality of Sfax on the basis of exchanges with the consultants before the mission began.

The following structures were put in place to ensure the success of the second mission:

A strategic committee

Purpose of the committee:

- To comment upon the diagnosis and approve it
- In order to help with the diagnosis, to choose the priorities that will allow the municipality to implement the GSDS successfully
- To facilitate the workshops in the municipality's offices and to approve the action plans produced by the workshops

With six members, the committee brought together the municipality's main decision-makers: Deputy Leader of the Special Delegation, General Secretary, Director of International Cooperation, Finance Director, Director of Works, Deputy Director of Administrative Affairs and Human Resources. The Leader of the Special Delegation took part in the work of the committee on several occasions. Ms Maryse Gautier of the French Caisse des dépôts et consignations, Urban Program / CMI, also took part in the work.

Three workshops were organized on the following subjects

- Implementing Structure for the GSDS or the Local Development Office(LDO)
- Organization
- Human Resources

The objective of each workshop was to formulate concrete proposals, to be submitted for the approval of the strategic committee. At the Organization and Human Resources workshops the proposals took the form of precise action plans that will have to be developed further by each workshop, after the mission, while the LDO workshop produced proposals and ideas for development.

The workshops were attended by between four and ten managers and were led by consultants. Ms Gautier led the LDO workshop.

b. Saida

Because of the current situation in Saida it was not possible to deploy a methodology that would be suitable for a concerted consultation on the implementation of the city's strategy.

There are many causes: the very small number of municipal managers; the non-availability of elected officials; the perception that the subject is not yet of current interest given that the city strategy is still in its infancy. The municipality therefore allocated the program of the second mission to the project charged with preparing the strategy.

c. Marrakech

A strategic committee was set up at the start of the mission's second trip. It assumed the following responsibilities:

- Oversee the implementation of the PCD (monitoring-evaluation)
- Overall planning and harmonization of the various projects relating to the city
- Prepare specific institutional and financial arrangements and mobilize the actors and partners
- Provide a monitoring and forward planning function. For the second function its purpose will be to devise municipal structures and identify the human resources required to build the city of future generations, i.e. its role will be to modernize and innovate.

Its four members are: an elected representative who is charged with the *Cities for a new generation* project; the General Secretary; and two senior managers who were previously responsible for preparing the PCD.

Four workshops were organized on the following subjects:

- Internal communications and access to information.
- PCD: structure, cross-cutting and the future.
- Creation of a system for the sharing of technical information prior to computerization (GIS).
- Strategic management of jobs and job descriptions (HRM).

The objective of each of the workshops was to formulate concrete proposals, to be submitted for the approval of the strategic committee. The proposals took the form of precise action plans that will have to be developed further by each workshop. The workshops were attended by between four and ten managers and were led by consultants.

5. Discussions about the cities of tomorrow and the competencies/skills required to manage a specific area

5.1. The cities of the new generation

What will the cities of Sfax, Saida and Marrakech be like in 2030?

There is general consensus on this question. The cities will have to meet a formidable development challenge and adapt to an ever more demanding environment with more

people, more needs and more requirements. In addition to the current difficulties, which will only be partially resolved, new problems and new needs are likely to be added to the existing problems: habitats; transportation; the production and distribution of energy; the supply of water, complicated by the impacts of climate change; interconnectivity of IT systems; etc; and, above all, social cohesion in a brutal economic environment.

At the same time, the cities will have to take even more account of what the World Bank calls the Brown Agenda. This is concerned with water pollution due to untreated municipal and industrial waste water; the lack of sanitation; the absence of adequate resources to collect solid waste; the pollution of interior and exterior air; and the contamination of groundwater due to the inadequate treatment of dangerous, solid waste. The concept of "sustainable and green", which is in vogue among designers and architects, often seems very fragile when the reality is chaotic and polluted.

What will the municipal services of Sfax, Saida and Marrakech be like in 2030?

The question is not easily answered. It is troubling and perplexing. How can this question be answered when the municipalities barely manage to collect household waste within an area of a few square kilometers. At the moment, these cities are places where things happen, not where things are planned. The municipalities barely manage to deal with day-to-day emergencies.

However the presence of the city strategies is beginning to change the game.

Thanks to the exercises and consultations with the various actors involved we can now begin to construct a vision based on present and future needs. The elected officials and municipal managers, as a whole, are moving from an operational concept of the management of the municipality to a strategic concept (i.e. they are now preparing for the future).

In 2030, there is a good chance that these cities will be staffed by highly qualified managers, specialists, strategists and managers. New jobs will appear. The job profiles must be defined now, so the right people can be recruited. Human resources management becomes key.

This does not exist at the present time. Although the cities' depend on the skills of their managers, nobody now knows how many managers they will need, nor what skills the managers will need to have. It is a shame to note that, despite the current difficult job market, some municipalities continue to hire people whose profiles do not meet the needs of 2030, even though they will be in their positions for around 40 years.

5.2. Management, the basis of any organization

Before any consultation on the new municipal jobs can be conducted, modern management practices must be in place.

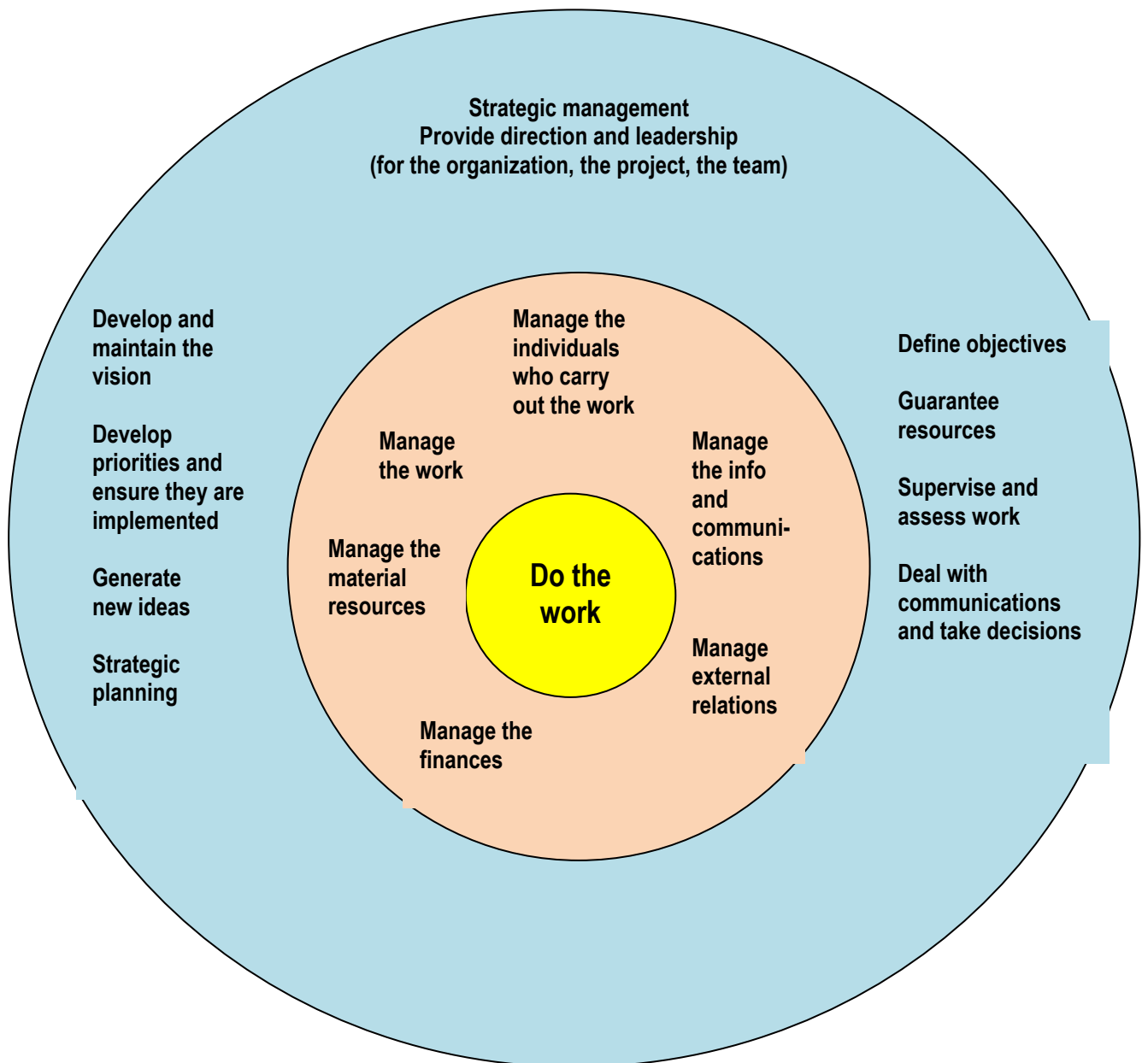
Generally speaking, the management of many municipalities is archaic and the most elementary management techniques are either ignored or not applied: there is a lack of direction and no means of imposing discipline; no planning; retention of information; no or restricted communications; work not supervised or assessed; no recognition; lack of fairness; etc. The consequences are considerable for the importance that people attach to their work and productivity is very low.

All organizations are based on management. The best, most competent human resources will be impaired if such a climate persists in a municipality. As the status of municipal officials

is often low, there is no point in discouraging managers even more by employing working methods that motivate them even less.

Therefore working conditions must be improved urgently, by introducing management techniques across the board. The following chart shows what municipal managers must do.

5.3. What do municipal managers do?



Manage human resources

Contribute to the recruitment and selection process. Encourage team working. Provide appropriate information and consultations. Take part in decision-making. Ensure the organization has the necessary competencies/skills and knowledge. Train and supervise. Monitor performance. Recognize and congratulate. Provide personal support.

Manage information and communications

Assess ideas and information received from both inside and outside the municipality. Forward information. Communicate adequately. Store information and make it accessible to all.

Manage external relations

Maintain links with other teams and organizations. Ensure links with sources of finance. Represent the team. Promote the municipality. Manage public relations.

Manage finances

Plan budgets. Monitor finances. Carry out an initial audit. Manage financing and budgets. Manage the search funding sources.

Manage material resources

Manage the premises. Manage the equipment/supplies. Manage the plant. Manage the stocks.

Manage work

Set clear and realistic targets. Ensure appropriate resources. Plan. Set up quality systems and procedures. Manage time. Suggest improvements and changes.

Malfunctions in a municipal administration are most often caused by:

- Unsuitable authority or lack of authority and direction or failure to set direction
- Lack of clarity when setting objectives
- No team planning
- Team not involved in resolving difficulties
- Unsuitable communication competencies/skills
- Unsuitable technical competencies/skills
- Unsuitable administrative competencies/skills
- Schedule of activities unrealistic

5.4. Territorial engineering

Territorial engineering² refers to all of the concepts, methods, tools and systems provided for local authorities to assist with the design, execution and assessment of local projects, particularly city development strategies.

It therefore concerns all the actors who deal with the challenges of local development, such as the technical departments of local authorities, State technical departments, research bodies and consultancies.

The emergence of territorial engineering is linked to the changing nature of the jobs of those involved in local planning and development.

Competencies/skills

Some competencies are generic and apply in many fields (such as setting up, managing and evaluating projects or networking), while skills involve subject knowledge or technical know-how.

Territorial engineering encompasses many different issues: water; services; employment; economic development and change; tourism; climate change; risks; etc.

In practice, the actors combine both competencies and skills, which are equally important.

If the analysis is taken further, the main components of competence are as follows:

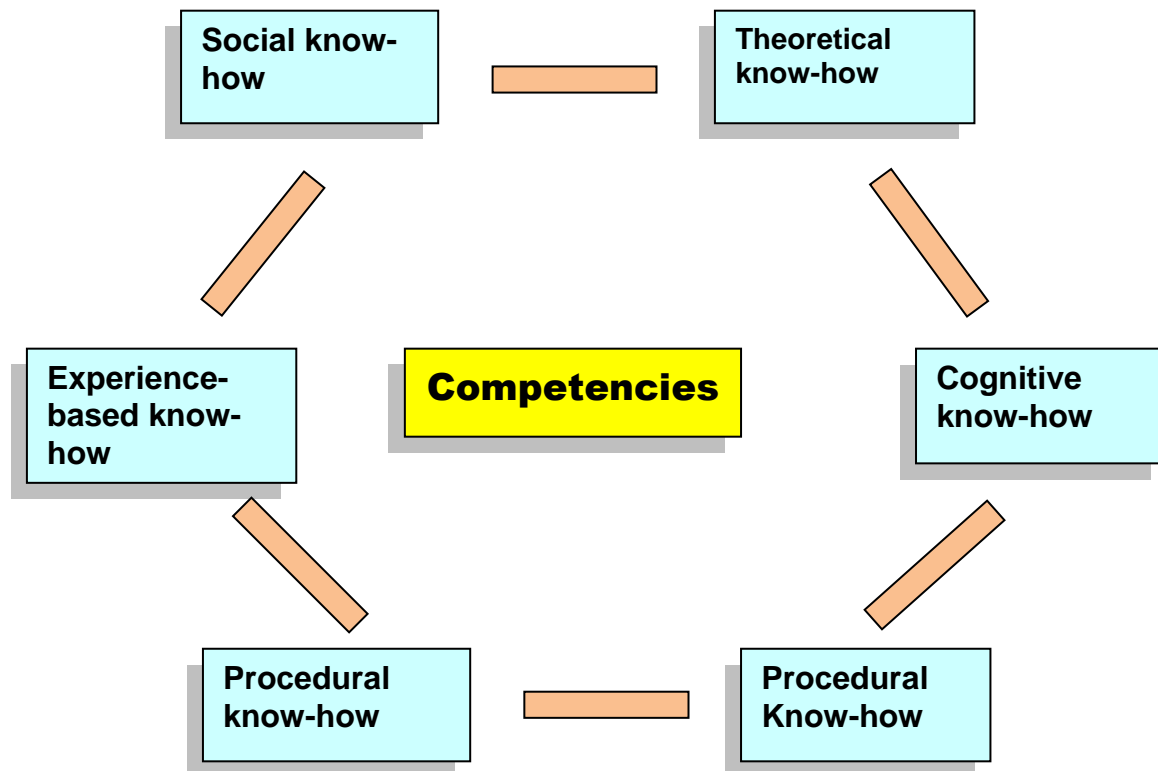
² According to the work of the Projet IngéTerr Auvergne, in the Les Focus series PSDR3 (2011)

- Theoretical knowledge: which enables individuals to understand and interpret.
- Procedural knowledge: i.e. "how to" particularly the design of a procedure or step.
- Procedural know-how: knowing how to deploy a procedure or take a step.
- Experience based know-how: knowing how to do something, which comes from experience, knowing how to behave.
- Social know-how: knowing how to behave appropriately in the circumstances.
- Cognitive know-how: knowing how to process information, to reason and add value through thinking.

Know-how can be learnt and tried out in the course of training, whether in the office on the ground, or through experience.

These types of know-how vary according to the individual concerned and the person's professional career and training. The richness of the profiles of the actors involved in territorial engineering derives from this variety.

Competencies required in territorial engineering



The usefulness of a reference framework in territorial engineering

Once the competencies required in territorial engineering have been determined, a reference framework can be prepared. It may then be used as a methodological tool with a view to:

- Checking and determining whether these competencies already exist within an existing team (or structure expected to implement a city strategy).

- Identifying any missing competencies or that need to be enhanced within the team, by recruiting new managers, who will be selected on the basis of the competencies required, or by enhancing capacities (in-service training, training on the ground, etc.).
- Devising links between the implementing structure and other entities (within the municipality or external actors) where such competencies might exist.

Reference framework for territorial engineering

The reference framework comprises firstly a set of basic competencies and, secondly, the basic knowledge required of all those working in territorial engineering.

Basic competencies

These include various **personal attributes and inter-personal skills** that the manager must have, such as, the capacity to connect with people, the ability to listen, adaptability, etc. Working with elected officials, for example, is a specific kind of work in this field.

Basic competencies also include certain areas of **knowledge**. People working in this field should have a knowledge of several disciplines such as geography, political science, sociology, economics and management science. They should also be familiar with spatialization, game theory, the major positions of political philosophy, the principles of economic development or customer orientation.

Finally this body of knowledge relates to the manager's capacity [for self-improvement], not only in terms of lifetime learning and adaptability, but more widely in terms of **reflexivity**, or the capacity to analyze one's own professional practice.

Managers must not perform their new tasks in "the same old way". They must become aware of their role and place in the organization and its systems, and of the organizational and wider environmental changes. This will give them a new perspective on the organization and help them to work in new ways.

Four macro-competencies

For job profile purposes, four macro-competencies can be identified: project management, mediation, the production and control of knowledge and, finally, management.

Project management involves all the competencies and covers the whole life of a project from set-up, through implementation and assistance, to evaluation, as a project is a plan of action with a limited life span.

The purpose of **mediation** is to build and maintain connections, and coordinate with various actors in civil society and current, projected and potential projects, and to ensure that all the actors take account of changes in the environment. Mediation is at the heart of a project and the oil that keeps it running smoothly. While Leadership is one of the key components of this role, another of the main functions of a mediator is to enable diverse groups to understand each other, acting as a cultural go-between: between public and private sectors; different areas and different municipalities; elected officials, technicians and the population; and between national and international entities.

The **production and control of information** relates to knowledge of the area, which can be seen as the area's cognitive capacity. This involves monitoring, drafting summaries, putting together and distributing information and media communications in the local area, for the local area and its partners, including the beneficiaries of local services. It also involves setting up and leading a network of economic, social and environmental intelligence, and benchmarking. Its aim is to assist the elected officials in the decision-making process, to enable them to make the most appropriate choices.

Finally **management** involves turning policy directives into reality, by preparing action plans, including projects, and coordinating material, financial and human resources. The aim is to implement the directives effectively, efficiently and consistently in the areas concerned.

Table of competencies deployed in territorial engineering

| Sets of competencies | Main competencies |
|--|---|
| Project implementation | <ul style="list-style-type: none"> • Setting up, assisting and implementing projects and designing or conducting the evaluation • Steering • Building partnerships • Lobbying • Project promotion (marketing) |
| Mediation | <ul style="list-style-type: none"> • Creating a group dynamic • Developing mobilization mechanisms • Getting the actors to take part • Managing conflicts • Using different forms of governance • Mobilizing the area's resources • Acting as a go-between between different groups and cultures, mediating, setting up dialogues • Mobilizing the network's culture • Encouraging dialogue • Communicating • Conciliating • Guiding |
| Production and control of information | <ul style="list-style-type: none"> • Organizing the collection of information • Carrying out studies • Organizing monitoring schemes • Monitoring • Forward planning • Combining areas of expertise • Developing new areas of expertise • Experimenting • Mobilizing and adapting one's own expertise • Demonstrating teaching skills • Understanding decision-making processes • Adopting supportive and advisory positions • Encouraging conversations about ethics • Remaining at a distance from the elected officials • Acting as an interface, setting up dialogues between the public and private sectors • Subject expertise: water management; tourism; town-planning; law; etc. |

| | |
|--|--|
| Management | <ul style="list-style-type: none"> • Turning intentions and policy directives into strategic plans • Devising, running and connecting plans including projects • Human resources management at the level of the organization • Taking part in the inter-organizational management of the human resources deployed in territorial engineering at local level • Ensuring consistency between plans and actions • Creating, running and linking up planning chains • Setting up development strategies |
| Basic skills | Fundamental competencies and knowledge |
| Personal aptitude and interpersonal relations | <ul style="list-style-type: none"> • Adaptability, versatility, rigor, creativity, sense of organization, etc. • Ability to work with others • Good interpersonal skills • Diplomacy • Negotiation skills • Ability to listen |
| Reflexivity | <ul style="list-style-type: none"> • Learns continuously • Is aware of their own practices, their role and place in an organization • Notices changes in the organization and its environment • Adapts their practices in response to the changes, so they are appropriate for the tasks to be performed • Acknowledges and analyses needs / changes |
| Basic knowledge | <ul style="list-style-type: none"> • Geography, political science, sociology, economics, management, etc. • Spatialization • Game theory • Customer orientation • Political philosophy and principles of political economy • Principles of economic development |



Final Report

Sfax

- A. Decisions taken by the municipality***
- B. Local Development Office and assistance provided to increase its efficiency***

A. Decisions taken by the municipality

1. Validation of the diagnosis

a. The diagnosis was sent to Sfax on March 5, 2013

The World Bank gave its consent to the intermediary report being sent to the three cities on March 5, 2013. The part relating to Sfax was e-mailed to the city the same day. The municipality then forwarded the report to the members of the strategic committee and to certain managers who had taken part in the workshops.

b. The comments of the municipality's representatives and the validation of the diagnosis

The Leader, the Deputy Leader, the General Secretary and the managers of the municipality commented upon the diagnosis at two successive meetings.

They felt that it was *"a significant piece of work particularly the scorecard (of local governance) and its indicators"*.

The diagnosis *"reassures"* the members of the special delegation and confirms their faith in their own analysis, as the consultants' observations are consistent with their own. The diagnosis, however, identifies *"failings that we had not thought of"*. They also say: *"There are many things to be reviewed in our services and we underestimated what needs to be done"*.

The municipality's task is immense as one of its priorities is to *"restore trust between the governing body and the citizens"*. *"The pace of change is accelerating"* and the municipality wishes to give itself a *"new image"*, by developing the citizens' relations bureau and through more corporate communications.

The municipal team is aware that any reference to the previous or existing institutional system would be a mistake. The decentralization process is underway, even if it is not yet complete. The municipality must therefore *"adopt a forward position, and not stand still or retreat, but remain dynamic"*.

The Deputy Leader corrects the diagnosis on one particular point, namely *"the proper place of the elected officials vis-à-vis the staff of the municipal administration"* (political sphere; aspects of governance). While the diagnosis states that the members of the delegation are careful not to intervene directly in services, in order to avoid any confusion between politics and the administration, [the Deputy Leader] states that, on the contrary, at the present time the delegation plays a strong role in the provision of services, deciding *"day-to-day priorities, which are a trap, given the city's immense needs"*. Another system must therefore be found to prevent this kind of intervention, by reviewing the role of the municipality's Leaders.

More generally speaking, the city must *"appropriate the diagnosis"*. Adopting a positive, forward-looking approach, the Deputy Leader concludes: *"This diagnosis is a snapshot of a particular moment which must remain provisional"*.

c. The consultant's comments at the meeting

A project management structure (LDO) can only operate successfully if the municipal services also function well overall. The diagnosis provides a snapshot of the way the municipality operates. It shows that many functions must be improved if the LDO is to fulfill its mission.

The scorecard provided in the diagnosis, which is an aid to decision-making, must be used by the municipality's elected officials and managers as a permanent tool. Each individual must complete the scorecard on a regular basis. It is one of the municipality's range of indicators.

The diagnosis should be distributed among all the municipality's departments.

2. Decisions taken by municipality regarding the implementation of the GSDS

Before being presented to the strategic committee for its opinion and validation, three workshops were organized on the following themes: 1) the Local Development Office(LDO) / structure for the implementation of the strategic projects; 2) human resources; and 3) aspects of the organization and increased efficiency of municipal services. The two latter themes are both areas in which assistance will be provided with a view to making the LDO more effective.

2.1. Work relating to the Local Development Office (LDO)

a. The municipality's initiatives

After the missions undertaken in January 2013, firstly by the CMI/WB/CDC (Ms Gautier and Ms Letourneur), and secondly by Egis Bdpa, which was commissioned by the World Bank for the "Cities for a New Generation" project (JM Lebreton), the municipality decided to set up a LDO. The report by the representative of the CDC/CMI, dated January 22, 2013, proposes an action plan to be implemented in stages.

The municipality therefore took two decisions:

- To set up a LDO, taking up "*the idea of creating a structure, which had had the support of the previous municipal council, to develop the municipality's projects, including those within the GSDS*".
- To appoint, "by consensus", two managers to lead the LDO, namely the director of urban development and the deputy director of occupancy taxes. If these two individuals were confirmed in their new functions, they would be released from all other duties in order to devote themselves full-time to the LDO.

b. The main points discussed at the workshop

Missions of the LDO and the scope of its activities

The LDO is only intended to deal with the city's strategic projects or those of Greater Sfax which, by definition, are complex and involve many partners.

These strategic projects must not be confused with CIP projects (City Investment Projects) which are managed by the municipality's staff. The LDO is not intended to manage day-to-day affairs, nor to replace municipal departments when they fail.

LDO's position in the organization and reporting structure

The following points emerged from the discussion:

- The LDO is a technical, support structure, not a political structure.
- Its position must guarantee its sustainability and protect it from change when a new municipal team is put in place.
- It cannot operate on the same level as the municipal departments. Because its role is to coordinate strategic projects, it will have to coordinate work carried out internally (projects relating to the GSDS) by the municipal departments, and projects run by external partners.
- It is neither responsible for nor subordinate to the municipal departments; its structure is horizontal. Mechanisms must be put in place to ensure that the Leadership role of the LDO is recognized and to prevent its rejection.
- Therefore the best position for the LDO is to be directly subordinate to the General Secretary.

The role of the head of the LDO

The role of the head of the LDO was gradually defined in the course of the discussions. It was understood that the head of the LDO will implement the strategic directions of the city of Sfax and of Greater Sfax with a view to developing and revitalizing the area. Operating in partnership mode in several possible areas, it will be responsible for guiding and outsourcing projects.

The Leader of the LDO will not be directly involved in carrying out the projects, but he/she will assemble all the component parts of the project, coordinate all the actors, check the consistency and feasibility of each individual's role, assume responsibility for general planning and check that it is carried out. He/she will alert actors who do not keep up with the pace and find solutions so that projects continue to the end date.

This latter point is important: in Sfax, as elsewhere, there are too many unfinished and abandoned projects, which cause huge financial loss, give the partner institutions a negative image and cause a loss of earnings for the whole population.

The connection between the LDO and the municipal services

The LDO will work in collaboration with other technical departments, taking advantage of the synergies that arise, as its specific functions require close, ongoing relations with many municipal structures, such as:

- The office of municipal affairs, as the LDO will have regular exchanges with the elected officials (in order, for example, to provide guidance, propose negotiation and communication strategies with the actors involved, prepare speeches, etc.). However, clarification should be sought on whether this really is this office's function.
- The communications department, in order to ensure a constant flow of information for the public, civil society and constituent associations.
- The international cooperation department, which will help with the search for external partners, the setting up of funding projects, the marketing of the city, negotiation and persuasion.

- The IT services must support the LDO by rolling out the GIS and the Observatory.
- Senior management of the technical departments who will be charged with planning specific projects.
- The legal departments who will draft the contracts for the outsourced services.

In order to facilitate these relationships, the idea of creating focal points in each department was mentioned. The focal point would be the LDO contact person. With a system of this type, information would be channeled through the focal point, without going through the hierarchy, which would facilitate and speed up communications between departments. The focal point would pool information and distribute it to their department. He/she would be the LDO's primary contact point and would be able to provide precise information on the progress of the project.

For the record, the LDO will also have functional relationships with the representatives of other local authorities, devolved departments of the State, chambers of commerce and trades, sponsors, companies, etc.

c. The decisions taken by the strategic committee³

The LDO will grow in stages. The current priority is that it should become operational as soon as possible. To achieve this end, a series of decisions relating to the LDO's first year of operation have been taken:

- The LDO structure will answer directly to the General Secretary.
- The two managers appointed to the LDO have been discharged of their former duties and now work full time for the LDO.
- The General Secretary has provided the LDO with a single, open, project management type office. It will have IT equipment and an Internet connection.
- Initially, the LDO is charged with choosing and prioritizing a selection of projects from the GSDS, which may be developed in line with criteria that are yet to be determined. They will take particular account of project impact and visibility to the population.
- The GIS and the Observatory must be developed and accelerated, working with the municipal departments concerned.
- The LDO will undertake a test project as soon as possible. The possibilities include an initiative involving the rehabilitation/restructuring of three working-class neighborhoods in Sfax (which has already begun).
- When the LDO has been in operation for six months, its work will be evaluated in order to draw lessons and assess the consequences (human and material resources, malfunctions, areas for improvement within the LDO and the municipal departments, etc).

The strategic committee's decisions must now be translated into administrative action, which means preparing minutes of the meeting and an official procedure allowing for the creation of a new structure and showing its place in the organization chart. Finally, all the staff of the municipality, the members of the special delegation, managers and officials must be informed of the creation and purpose of the LDO.

³ Reminder: the strategic committee, which was set up for this purpose, has six members who are the municipality's foremost decision-makers: the leader and deputy leader of the special delegation, the general secretary, the director of international cooperation, the finance director, the director of works, and the deputy director of administrative affairs and human resources.

d. Technical assistance announced for the start up of the LDO

Setting up the LDO and providing it with the assistance it needs in order to function successfully are a major challenge for the municipality.

Therefore technical assistance has been envisaged by the CDC/CMI. A consultant has been identified and introduced to the strategic committee. He may begin to provide support at the end of the first half of 2013.

e. The synergic effect of communication

The creations of the IT department (Mounir Rekik and Nejah Dhieb) were presented to the strategic committee and the Leader of the special delegation as part of the presentation of the work of the "Organization" workshop. Considerable progress has been made on some tools of which the municipality's decision-makers knew very little. They were shown the municipality's internal portal with its internal messaging system, and the municipality's future website.

This demonstration only confirmed the fantastic potential of the municipality's managers, and their great motivation, in spite of the constraints. It is time for the decision-makers (special delegation, General Secretary) to **unleash the municipality's internal energies and to take decisions.**

The consultants suggested that the messaging system be declared the preferred means of communication between departments and made mandatory as soon as possible, which they felt would have a symbolic value.

B. Assistance to improve the effectiveness of municipal services and the LDO

1 The structure of the Local Development Office (LDO)

This paragraph summarizes the discussions with the strategic committee.

Mission

The main purpose of the LDO is to implement structuring actions that derive from the Greater Sfax Development Strategy. The complexity of the projects, which require specific governance and exceptional resources, calls for a special structure charged exclusively with this mission.

Issues of organization and work tools must be addressed first of all, as soon as the offices and equipment have been made available, and suitable staff recruited.

The LDO will be charged with setting up an overall action plan to run over the short, medium and long term. This schedule, which is a road map, will be used as a benchmark for as long as the LDO is in operation.

Efforts will have to be focused on the short term (one year) in order to get some operations up and running fast and to highlight the importance of the LDO in the upgrading and modernization of the city of Sfax.

The LDO will be answerable to the municipal council and the Leader and will provide them with a progress report at regular intervals.

Composition

The project manager will be the head of the LDO. He/she will also lead a multidisciplinary team. The LDO will consist of a team of two to four people, including a director of coordination and officers with responsibility for project development, monitoring and evaluation of the initiative, and communications. This team will be set up gradually, as the necessary appointments are made.

The LDO's position in the organization

Because the LDO's mission is special and exceptional, it must have a special position. The LDO will not be expected to carry out operations that come within the scope of the City Investment Plan (*Plan d'investissement communal*), the municipality's normal planning function.

The LDO's main purpose is to help the city. In order to carry out its special mission and ensure it has the total support of the municipal administration, it will be directly answerable to the General Secretary. It will act as project manager with responsibility for implementing the action plan, with the assistance of the municipality's technical departments.

To this end, the General Secretary will set up mechanisms through which the LDO will collaborate and work with the other municipal structures, using administrative instructions. To reflect these changes, the organization chart will be updated in order to include the LDO and its functions will be made clear.

The fact that the LDO is answerable directly to the General Secretary does not mean that it is hierarchically superior to the general technical departments. This arrangement was chosen in order to emphasize the strategic nature of the LDO's missions, which are closely related to the Greater Sfax Development Strategy.

Functional links with the municipal departments

Each municipal department will appoint a person to act as a focal point, who will be linked to the LDO's action plan. Located within their own departments, they will act as an interface between the LDO and the departments involved in the implementation of the Greater Sfax Development Strategy.

The focal points will form an extension of the LDO team, acting as intermediaries, managing initiatives and providing information on which decisions are based. They will be responsible for implementing actions that have been subcontracted to the technical departments by the LDO.

The appendix contains:

- **Two charts that show the position of the LDO** in the municipality's organization and the functional relationships between the LDO and various municipal departments which will be based on the focal points.
- **Job descriptions** for the managers who will be gradually drawn into the LDO. These descriptions are very detailed and may be simplified. The managers concerned must read and adapt them to have a better idea of their new responsibilities.
- In addition to the descriptions of the main and specific activities, the job descriptions include a profile of the ideal person for that position, by reference to the three standard areas, namely knowledge, know-how and interpersonal skills.

Six job descriptions are provided:

- Head of the LDO, coordinator of strategic projects
- Project planner and developer
- Relations with civil society/ lobbying/ mediation
- Head of the GIS, geographical information system
- Management controller
- Statistician

2 Assistance for the municipal services

The purpose of the LDO is to bring about a clear improvement in the functioning of the municipal services. The municipality's decision-makers and managerial staff believe this to be true.

This improvement may be achieved in two main areas: human resources management and the general organization and operation of services.

Two action plans been prepared in collaboration with the municipality's managers.

2.1. Human resources related work

a. The preparation of a specific action plan

The participants have prepared a detailed action plan, which covers four main activities:

- Staff training

- Motivating senior managers
- Recruiting / assigning / reassigning
- Better communication

The action plan is included in the appendix.

b. Use of the action plan by the municipality

The human resources department is responsible for the implementation of the action plan. It may however continue to work with the interdisciplinary group who attended the workshop.

Each of the four main activities mentioned above must be expanded upon and presented in the form of a specific action plan showing the activities, the person with responsibility for execution, dated plan of the activities, etc.

It may be possible to implement some actions immediately, without acquiring any special competencies or specific budget.

Many of the envisaged actions do not require any specific competencies or the intervention of external human resources specialists. It was noted that some of the people who attended the workshop have the competencies required to act or the competencies necessary to learn on the job.

Many of the envisaged actions do not require any special budget. They should not be delayed due to a lack of internal funding, and should start as soon as possible.

Applications for funding should be made to national or international sponsors for other actions that deserve to be described in more detail.

These are mentioned in the action plan which can be found in the appendix. They comprise:

- Training in the techniques of presenting arguments, municipal marketing, lobbying (human resources action plan: activity 1, subactivity 1.7).
- Technical assistance with the preparation of a recruitment plan depending on the needs of the municipality (human resources action plan: activity 3, subactivity 3.1).
- Technical assistance with the city's external communication needs (operational effectiveness and content of the town hall's website, facelift for the city's Facebook page, communications plan, marketing plan (human resources action plan: activity 4, subactivity 4.2).
- Evaluation of the equipment purchased to set up the municipality's internal portal and the internal messaging system (internal organization action plan: activity 1, subactivity 1.1)

c. Job descriptions of positions within the human resources department

One of the municipality's tasks is to reestablish effective human resources management.

Five job descriptions are included in the appendix to give the department a better understanding of its management role and persuade its managers to carry out certain functions that are currently not performed. The job descriptions are intended to inform and instruct.

The job descriptions cover:

- Director of human resources
- Head of strategic workforce planning, selection and recruitment
- Head of development and assessment of competencies
- Training adviser
- Head of personnel administration

2.2. Work relating to departmental organization to better support the LDO

a. The preparation of an action plan

The participants have prepared an action plan covering six areas, classified in order of priority:

- Update Sfax's Geographic Information System (GIS) and make it operational
- Set up an IT helpline
- Improve work organization in the various departments
- Improve internal communications between the various municipal departments
- Set up remote services for citizens
- Gain a better understanding of costs to facilitate decision-making

The action plan is included in the appendix.

b. Execution of the action plan

As most of the areas covered by the action plan involve more than one department, the General Secretary will be responsible for its implementation. The General Secretary will be able to appoint project managers, for each area covered. The "Gain a better understanding of costs" section, which relates to analytical accounting, falls within the remit of the Finance Director.

As with the human resources section, some actions may be launched immediately, without any specific competencies or budget.

c. Job descriptions

The decentralized cooperation department has an important role to play in the implementation of the GSDS, particularly with regard to the marketing of the city of Sfax, and the search for funding from sponsors.

Three job descriptions are included in the appendix, not in order to create jobs corresponding to the descriptions, but to inform management about all of the tasks that need to be carried out in this field:

- Director of the partnership and of decentralized cooperation
- Head of the partnership and of decentralized international cooperation
- Head of the partnership and of decentralized international cooperation

Aware of the difficulties of communicating with its citizens, the municipality recently recruited a professional in this field. However, communications is a complex field that is not limited to press releases, press conferences and writing articles.

To give a better idea of what this activity mainly involves, two job descriptions have been included in the appendix:

- Communications manager
- Communications adviser

Even in the opinion of the strategic committee, many of the municipal administration's practices are still "archaic". In spite of all previous efforts, the organization and modernization of the departments remain a challenge for the General Secretary, who needs an extra person with special expertise in office organization. A job description for such a position is therefore included in the appendix:

- Organization and methods/modernization adviser

2.3. Manager training

The human resources action plan includes the preparation of an action plan that must be expanded by the human resources department. This task must be undertaken as soon as possible. It would be useful if the national expert charged with supervising the LDO could also supervise the execution of the training plan.

The training plan should be relatively easy to deploy as many elements are already in place:

- The political will of the municipality's decision-makers who say they are ready to "put the train back on the rails" in the words of one of the members of the special delegation.
- Personal initiatives: for example, some departments have already prepared a questionnaire of training needs but unfortunately they are not in use.
- A reference framework for the (new) municipal jobs involved in territorial engineering, which is included in the first part of this report.
- Job descriptions which are included in the appendix.

As mentioned elsewhere, many training initiatives may be organized internally, within departments or across departments within the municipality. It is clear that a departmental manager has two complementary roles: one is to perform their own tasks and the other is to train colleagues. This is naturally the role of a manager. Many competency problems have been reduced in other municipalities by requiring managers to devote half a day to internal training every week.

With respect to more complex training needs, the director of human resources should approach the Centre de Formation d'Appui à la Décentralisation (CFAD), which is their natural contact point. He/she can make a request for training, make a suggestion, or negotiate with this organization. Through its international partnerships, the Centre is able to respond to the new needs of Tunisian municipalities. However, the municipalities, including Sfax, must explain exactly what they want. Requests for training from municipalities must prevail over the courses already offered by CFAD.

3 Recommendations relating to the national statutory and regulatory framework

These recommendations apply to the decentralization reforms, city development strategies, governance and management.

3.1. Decentralization and the place of local authorities in the development process

- Words must now be turned into action and the decentralization reforms must begin.

The decentralization debate became relevant after the Revolution and decentralization is now seen as an important stage in the strengthening of participatory democracy.

However, up to now, the debate has lacked structure. Some initiatives have attempted to make progress in this direction, but they are rare. One of them was set in motion by the Forum of Federations, a Canadian organization working with the Ministry of Development⁴ and the local government committee (National Constituent Assembly), whose aim is to draw attention to the positive impacts of decentralization and how it can be implemented.

While there is a real willingness to discuss this subject, action is slow in coming. However, many actors, including municipalities and civil society, wish to see a decentralized Tunisia.

- The municipalities must be allowed to take centre stage in local development.

Local authorities must change a lot if they are to play a real role in local development. Such a change requires serious reform of the institutions, regulations and local taxation. It also requires an increase in human resources (taking account of the new jobs involved in local development, the recruitment of specialists and adequate training) and financial resources.

- A framework law must be prepared on decentralization; it must be adopted and implemented.

It would be desirable to start a national debate on this issue. National and regional conferences could be organized to consider decentralization, including all the actors concerned. Even if the issue of decentralization is technical, it is primarily political in the current context.

The ideas generated at the conferences could feed into Tunisia's future decentralization policies.

- Human competencies must be developed by setting up a training program focused on decentralization issues.

Such a program must be open to all the actors involved, particularly politicians, local authority officials and members of NGOs. The Centre de Formation de d'Appui à la Décentralisation (CFAD) may play a driving role. In order not to waste time and avoid distractions, the human resources must be trained before the decentralization laws come into effect.

3.2. The city development strategies

- The technical collaboration between the Direction Générale des Collectivités Locales (DGCL) and the World Bank must be strengthened and extended.

The DGCL has begun a technical collaboration with the World Bank to prepare the terms of reference for a series of studies that will look at municipalities' urban development strategies. The studies will deal with the strategic aspects and also lay down a detailed action plan. This will form the framework of an intervention plan that

⁴ The Ministry of Development has just merged with the Ministry of Planning and International Cooperation.

will be based on a series of structuring actions that will place the development of the local authorities on solid foundations. The initiative is to be encouraged but it should have a wider basis involving, in addition to the Ministry of the Interior, other actors such as the Ministries of Development, Infrastructure, Transport, the Environment and Industry and actors from civil society.

- The strategic approach must be institutionalized in order to include municipal investments.

It must be possible to incorporate the current CIP (City Investment Project) in the strategic development documents. The Plan de Développement Stratégique (PDS) is a tool that specifies which objectives will be pursued by the municipality over a period of five years at least, and the resources and measures that it intends to devote to this goal. It is a document with a political and strategic value that translates the municipality's policy and the general political program laid down by the municipal Council.

- The urban development strategies must allow for the population to take part in the decision-making process.

As with the GSDS, the PDS will only succeed if the citizens are involved in the process either directly or via their representatives. The projects must be defined by the people, who must be invited to take part and able to express their needs. They must also be involved in the choices and set the priorities for the next five years. Planning is a participatory process which increases popular involvement, the expression of people's needs and the transparency of the municipality, which will subsequently be held to account by the people for the success of the plan.

The will of the people will therefore find expression in the plan which will become a preferred tool for the technical and financial partners who will have the opportunity to support local development initiatives instead of funding external projects which do not necessarily meet the priority needs of the population.

3.3. Governance and management of competencies

The whole of the Tunisian public service must be modernized.

- The concept of performance must be introduced for public service managers, particularly those working in local government.

National workshops on performance and performance indicators must be organized by the DGCL and the managers. The performance indicators may be defined jointly, then sent out to the municipalities chosen to test the method. They will then be evaluated and incorporated in regulations.

- The concept and practice of implementing programs by reference to targets must be introduced.

Obsolete working methods from archaic institutions must be eliminated. They are known to hinder inter-departmental collaboration, communications, manager development and efficiency. It is also important to stop discouraging managers and impairing their competencies.

Target-oriented project planning may be used in project planning, implementation and evaluation. This method encourages participation and communication, which are too often missing in government offices, particularly local government. By this means the

planning process can bring about "changes in attitudes" rather than being a mere "technique". It also raises the status of team members who are able to use their knowledge, know-how and expertise to the full.

- Human resources management in the public service and local government must be totally reorganized and it must become a specialist discipline.

Human resources management must be placed in the hands of professionals charged with mobilizing and developing human resources in order to increase effectiveness and efficiency in support of the public administration strategy. Human resources management is a profession. It would be sensible for the DGCL to create a body of specialist human resources managers.

- The administrative management of municipal managers should be made more flexible.

Recruitment

Due to understaffing, municipalities are sometimes incapable of carrying out the simplest assignments. This must become a thing of the past. A first stage, before decentralization, would be to start revising the Local Authorities Code (Code des Collectivités) to allow the municipalities to have their own recruitment scheme. At a second stage, once the decentralization laws are in place, the municipalities will be free to recruit managers to fill priority positions.

In order to prevent the total wage bill from rising above a reasonable level, human resources policy must take account of retirements, must offer early retirement, and encourage some staff to set up their own businesses (by offering assistance with business start-ups and guaranteeing a minimum volume of orders).

It was suggested above that there could be a body of specialist human resources managers; it would also be desirable to have a specialist body of project managers. The municipalities need these specialists to manage the PDS. If each of the 264 municipalities set up its own PDS, **around 1,000 new positions could be created for young graduates.**

Careers

There should be an understanding between any manager recruited and the municipality that the person concerned will have a real career. This presupposes that the process of decentralization and municipal empowerment is put into effect.

Transfers

Managers must be able and encouraged to transfer from one city to another.

- The CFAD must develop new areas of initial and in-service training so that the public service and municipalities have real professionals at their disposal.

Training of this type no longer consists of two-day seminars that only allow for a general presentation of the subject: it means developing a real program of study. Several areas of training are to be developed to assist the municipalities in their new role, for example there will be courses in engineering, human resources management and territorial engineering.

GENERAL APPENDICES

Statement/summary by city: Sfax

Sfax, Tunisia's second largest city, has 265,000 inhabitants (2004) in a metropolitan area with an estimated population of approximately 600,000. This economic capital is located 270km from Tunis.

Since the Revolution in January 2011, the electoral process has been interrupted. The municipality of Sfax is currently run by a second special delegation, appointed by the Ministry of the Interior in October 2012. The date of the next municipal elections is not yet known. The present unelected municipal team lacks legitimacy in the eyes of the population.

The General Directorate of Local Authorities (DGCL) still exercises strong external control at the present time. In the absence of new provisions, the provisions of the previous regime still apply. Decentralizing reforms, which had already failed to materialize before the Revolution, are still awaited. Although all the municipalities very much want these reforms, their principles are still under discussion by the committees of the National Constituent Assembly; it is not certain that they will be published in the near future.

The General Secretary of the municipality is the head of the municipal administration. This has about 1,644 staff (all categories combined), with 274 senior and middle managers. They have an average age of over 50, which means that replacing them will cause difficulties before long. Many managerial positions (71) remain vacant. The percentage of managerial staff is 5.5% to 9% depending on the calculations. There are proportionally too few technical managers.

The wage bill accounts for 67% of the total budget, 17% over budget. The municipalities do not control recruitment, which is the responsibility of the supervisory body. At the present time recruitment is frozen and managerial staff salaries are paid from the municipality's own financial resources which have been significantly reduced in the last several years.

There is a single salary scale for the whole of the Tunisian public service, no distinction being made between central and municipal management. The approximate net monthly salary for a junior engineer is TND 900 (€420) and for a senior engineer, TND 1,500 (€700). At the outset of their careers, the salaries earned by municipal engineers and engineers working in the private sector are not very different. A newly qualified IT/ telecommunications engineer in the private sector earns TND 950 (€450), an electrical/energy engineer TND 750 (€350) and a civil/mechanical engineer, TND 1,050 (€500). But in the private sector salaries rise much more quickly than in the public sector; after 10 years' service, private sector engineers earn on average TND 3,000 (€1,400), double the salary of a senior engineer in the public service.

A career as a municipal manager is not attractive (salary, a lack of working facilities and means of communication, political interference in departments, lack of information, lack of management, little possibility of internal mobility). The municipality administers its staff but has no human resources management department.

Sfax, like all Tunisian cities, is well equipped for delegated project management (calls for tenders, terms of reference (TOR), specifications, evaluation of tenders). The technical departments (Ministry of Infrastructure) provide assistance, usually of high quality. Outsourcing solid waste management has been a positive experience for many municipalities.

Efforts have been made to computerize services, in spite of staff reluctance. An Intranet system linking the districts and the city hall departments is being installed; the obsolete city hall site is about to be modernized. The GIS, having only three layers of information, is little used; information is not added to it nor is it updated regularly.

The departmental management system is described as "archaic" by certain members of the special delegation: no management, no authority, no inter-departmental meetings, poor internal and external communications.

On the other hand, the diagnosis has identified a desire to change and modernize, as reflected in the efforts to set up a complete IT system and the desire to communicate better with the citizens. It is noteworthy that Sfax has a strong, competent civil society, which is ready to collaborate with the municipality. The presence of international sponsors ready to collaborate is also a positive factor.

Begun in 2002, the Greater Sfax Development Strategy (GSDS) was completed in 2008; it was a long-term strategy that had been prepared on a voluntary basis and was Tunisia's first city strategy. It involved Greater Sfax, made up of Sfax and its seven surrounding and partner municipalities; this entity has no legal status. The authors of the Strategy were the municipality at that time (whose members are no longer in office) and civil society. The GSDS, which received many international contributions, is considered relevant but deserves to be updated. For the present municipal team, this document is an inheritance by default. Its sustainability is poor.

The implementation of the GSDS has not yet begun. However, the municipality has just taken several decisions: to set up a strategic committee to instigate internal reforms and promote the implementation of the GSDS; to establish a Local Development Office (LDO)—the engine of the strategy—its composition and place in the organization chart; and lastly to finalize about ten action plans to modernize services and eliminate numerous internal malfunctions. These action plans have been prepared in consultation with local authority managers; they can be put into effect immediately, and do not require either particular skills or a specific budget.

The French Caisse des Dépôts et consignations has begun to provide the LDO with regular technical assistance, which will continue for at least a year.

Statement/summary by city: Saida

Saida, Lebanon's third largest city, has a population of 60,000, including 40,000 Palestinian refugees (for whom the municipality does not accept responsibility) in an area covering 7 sq. km. Located 40km south of Beirut, its metropolitan area has a population of 266,000 in a space covering 25 sq. km.

The last municipal elections took place in May 2010; the next elections will take place in 2016. The municipal council has 21 members and 13 municipal committees.

The Lebanese system of local government is highly centralized. The Ministry of the Interior exerts rigid control over the municipalities (by, for example, supervising them *a priori* and *a posteriori*). Decentralizing reforms are not being considered.

Lebanese municipalities do not have a general secretary. By law, the mayor is the head of the municipal administration, which creates a risk of political interference in technical matters. Local government in Saida has 190 municipal employees (all categories combined) including a single senior manager and four category 2 managers. The percentage of managerial staff is less than 3%. The number of employees working on [short-term] contracts is greater than the number of permanent staff. Recruitment is possible, but slow and difficult, salaries being payable by the municipality, from its own financial resources. The wage bill currently represents 67% of the total budget.

In Lebanon there is a single salary scale for all public service employees, but the pay of municipal managers is one grade below that of the national public service. There is a notable difference between the salary level of a municipal engineer (from USD 800 to 1,200 /month) and an engineer in the private sector (from USD 1,200 /month at career start to USD 8,000 /month at the end). It is generally recognized that a municipal career is not attractive; there are very few candidates for a municipal manager's job. It is not possible to move from one town to another and denominational membership is one of the selection criteria. The same manager runs the administrative and finance departments; he administers the staff, but human resources management is not part of his job. The municipal departments are computerized (but the computers are obsolete) and there is no Intranet. The GIS is not operational; the city hall website is also obsolete and has not been updated. After the diagnosis, a project financed by USAID proposed a new organization chart, produced job descriptions, issued concrete proposals for departmental modernization, established a data processing scheme, and in particular, set up a scheme to improve public access. Apparently few of these proposals have been put into effect.

Given the limited number of employees and the managerial culture of the elected officials, urban services (waste disposal, street sweeping, parks, upkeep of the stadium, emergency services, etc.) are mainly outsourced.

A development strategy cannot be implemented in-house because of the weakness of the municipality's structures and the shortage of managerial staff. On the other hand, civil society is very strong in Saida.

The City Development Strategy, begun in October 2012, is due to be completed in April 2014. It is the subject of a European Union project, in partnership with the Hariri Foundation and with methodological support from Medcities. A team of consultants is organizing the activities involved. It will be a long term strategy, undertaken on a voluntary basis. The CDS was initially planned to cover only the city of Saida, but discussions are currently taking place about the enlargement of the area covered; indeed, it has become obvious that development

projects must involve the metropolitan area as well as the city itself. This enlargement is not without its problems as there are disputes between the city of Saida and the surrounding municipalities which have led to a breakdown in relations between Saida and the Union of Local Municipalities of which it was a member.

The strategy is not about to be rolled out. The municipality's few managerial staff, the representatives of civil society, the members of the project and the experts are currently focusing on the preparation of the strategy and its many political implications. The consultants for the mission have only been able to make proposals on how to structure the implementation of the strategy which it has not been possible to discuss. They have only been able to warn of the need to discuss the realities of implementation as soon as possible, in order to avoid a potentially damaging time lag between the adoption of the strategy and its implementation.

Statement/summary by city: Marrakech

Located 350 km from Rabat, Marrakech is the Morocco's fourth largest city with a population of 830,000 (2004) in a metropolitan area covering 181 sq. km.

Recently, the five municipalities surrounding Marrakech have become districts and have been absorbed into the municipality of Marrakech. The last municipal elections were held in 2009; the next are due in 2015. The Urban Municipal Council itself has 96 elected officials, or 199 including the five districts.

Municipalities are governed by the Charte communale, but its implementing provisions have not yet been published, which hinders the municipalities' effectiveness. Numerous decentralization measures are ready or under consideration. Decisions are expected but the decision-making process on reform is slow. Meanwhile, the DGCL is exercising strong external control while providing the municipality with not inconsiderable technical support in developing and rolling out its projects.

According to the Charte communale: "the Leader [of the municipal council] runs the municipal departments. He is the head of the municipal staff". There is therefore a risk of political interference in technical matters and of managerial instability if the municipal teams change as a result of the elections. The General Secretary has a purely coordinating role.

The municipality has a total of 3,124 employees (in 2012), including 1,705 for the urban municipality and 1,400 for the five districts. There are only 151 senior managers, so the percentage of managerial staff is low, at 4.7% to 8.3%, depending on the calculation. There is a big imbalance between technical managers (25% of the managerial staff) and administrative managers (75% of the managerial staff). The wage bill is 35% as against a percentage recommended by the DGCL of 25%. Recruitment is therefore frozen or subject to the authorization of the local Directorate of Local Authorities. The salaries of officers and managers are the responsibility of the municipality, which does not control recruitment and cannot select the managers it needs.

There is a single salary scale for all Moroccan public service employees. But the special status of local authority staff does not entitle them to bonuses (up to 30% of the salary) or other benefits (for example, employer provided accommodation). As the status of the local public service is not considered very attractive, the most competent managers, attracted by the conditions offered by national organizations or the private sector, do not continue to work there.

Whereas the monthly salary of a junior municipal engineer is about €650, an engineer in the private sector (IT, statistics, banking) earns a salary of MAD 10,000 to 13,000 (€900 to 1,170), during his first few years. The difference in salary between the public and private sector is about 50%.

The municipality has a personnel administration department. Conscious of the lack of human resources management, the elected officials have set up a modernization department, one of whose tasks is to make proposals for HRM. This has led to certain relational difficulties between the two departments.

In spite of the efforts made so far, there are too few computers in the departments; many managers work with their own personal computer. The departments are not connected via an Intranet. Access to the Internet through Wifi is difficult and limited. The city hall's website is

undergoing modernization. On the other hand, the GIS system, run by four enthusiastic technicians, performs reasonably well in spite of the difficulties in collecting information.

The municipality's main problems are: a lack of management, internal organization and authority (due to the statutory provisions); the problematic absorption of the districts into the urban municipality; the very small number of managers and, at the same time, the underuse of the skills of those in post in the districts; poor internal communication between departments; poor performance monitoring; lack of HRM and management training; lack of communication with the citizens.

Among the positive factors are the desire to modernize (on the part of the elected officials and the managers), and the wish to establish an HRM policy. The dynamism and expertise of some senior managers is remarkable. The municipal team has taken the initiative in a number of areas by: revising the organization chart (still awaiting approval by the DGCL); creating a team structured so as to implement the PCD; setting up structured coordination between the municipality and its districts; improving public access, etc.

The Plan Communal de Développement (PCD) was completed in June 2011. It is a medium term strategy (2011-2016), made mandatory for all the municipalities by the Charte communale; it is therefore the municipality's road map for the next few years. The PCD, which covers Marrakech and its five districts, is considered to be a success. The municipality initiated its preparation and managed the work, assisted by the local Directorate of Local Authorities, and a consultancy firm; civil society was also involved in the work. A group of municipal managers, very involved and still in post, think of themselves as owners of the PCD and are very keen to implement it. The likelihood that the PCD will be sustainable in the long-term is high.

The implementation of the projects presented by the PCD has begun, but only the projects already included in the municipality's budget have been involved. An increase in capacity is therefore imperative.

Under the impetus of the mission, a strategic committee was set up to lead thinking on how to strengthen project management and professionalize the municipality's departments. It decided the themes for the action plans that were produced in workshops, in order to improve the operation of internal administrative structures. It also made it possible to define the aims of the PCD's implementing structure, its place in the municipal organization chart, the composition of its core in terms of human resources so that it has a multi-purpose function, the functional links with the municipal departments, and its financial resources.

An international experience: strategic plans in Turkish cities

The case of Turkish cities has often been cited as a benchmark: their city development strategies are thought to have been a success. It was therefore useful to get more information, and the reality has proved to be more complex.

Source:

Ula BAYRAKTAR, University of Mersin, Turkey and Élise MASSICARD, French Institute of Anatolian Studies (Institut français d'études anatoliennes), Istanbul, La décentralisation en Turquie, AFD, Collection Focales no.7, August 2011.

One aspect of the decentralization reform relates to modernizing the budgetary management of Turkish authorities. A multiannual strategic plan and an analytical budget are currently being prepared in the 205 municipalities with a population of more than 50,000 in order to manage municipal spending more efficiently (Law 5018 of 2003 on financial management and public supervision). The *strategic plans* and *performance programs* describe, by activity, the municipality's objectives accompanied by quantitative and qualitative indicators. These documents, drawn up by the municipalities, have been adopted by the municipal councils and constitute commitments for the municipality concerned.

However, in practice the contribution of the elected officials is very limited, since these plans have to be adopted within about six months of the local elections (Law 5343, article 41). The newly elected officials are unlikely to gain sufficient knowledge of the plans and master the issues in such a short space of time.

Strategic plans do not fit easily into the culture of the municipalities

The introduction of an approach so unfamiliar to the Turkish public service is not without problems. Some municipalities have set up a strategy and planning department in order to pool financial and technical information about all the municipality's operations and to monitor, evaluate and control the implementation of the performance program.

However, according to a recent study (Songür, 2008), 10% of municipalities, including one metropolitan municipality, have not set up a dedicated planning department. Almost half the departments that have been set up have prepared their strategic plan with the help of external advisers (private firms or academics), and 36.5% of the municipalities that have called upon such expertise have totally outsourced the drafting of the plan. For the other municipalities, developing a strategic plan often amounts to no more than copying and pasting the plans of other institutions, if sources in city halls are to be believed. In this respect, the plan prepared by the district of Seyhan, which received high praise from a government minister, seems to have inspired many other municipalities.

There are frequent difficulties in reconciling these strategic plans with investment programs and the budget. While senior managers of municipal departments welcome the philosophy behind the reform in terms of traceability and effectiveness, they consider that putting such documents into practice in the Turkish context is unthinkable, mainly on the grounds that most city hall departments lack staff with any knowledge of accountancy, or that, in the light of current practice, multiannual financial planning is not a realistic proposition.

In general, these strategic plans seem to be seen not as a reference framework of relevance to the activities of local authorities, but rather as formalities with few implications. In the same way, the departmental authorities do not have staff sufficiently qualified to prepare such plans, which in practice are therefore prepared by the decentralized administration.

Insufficient and technically unprepared human resources

One of the main impediments to the local authorities' assumption of responsibility for their competencies is the staff. Staff management in local authorities underwent a radical change in 2007 with the introduction of the "standards for permanent staff" (*norm-kadro*) principle, that henceforth would set the limits. From then on, the Ministry of the Interior would determine the number, job titles and qualifications of staff who could be recruited by local authorities. These standards aim to regulate the quality and type of staff recruited by authorities in order to prevent the partisan and clientelist policies that were previously widespread (city halls recruiting large numbers of people with no specific qualifications, who were surplus to requirements, from the ranks of those supporting the team currently in power). Insofar as these standards limit the power of local authorities to recruit, they can be considered as restricting their technical capacity, particularly as these jobs, with their public service salaries, are not very attractive to qualified staff. Moreover the municipalities have inherited from previous practices permanent staff who often have few qualifications, and must wait for some of them to leave before replacing them. From this point of view, a measure has been introduced solely for the benefit of metropolitan municipalities, namely the creation of "mayoral advisor" positions, open only to graduates with four years' higher education. There are a maximum of five for metropolitan municipalities and ten for municipalities with a population of more than a million.

The law on municipalities (article 49, §3) also opens the way to the employment of [short-term] contract staff and therefore to more flexible ways of working. But—once again, to curb clientelist employment practices—spending on staff has been limited: it is capped at 30% of the budget (40% for municipalities with a population of less than 10,000). Most of the municipalities of the Justice and Development Party (AKP) even make it a point of honor to keep spending on staff at an even lower level, on the grounds that efficiency gains can be made by doing so.

In the end, while local authorities are being given more, and more technical, areas of responsibility (such as urban information systems, *kent bilgi sistemi*, and the new accounting rules), the human resources they have to work with, particularly the number of qualified staff, have been limited. In consequence, everything is pushing the municipalities towards sub-contracting. The municipality of Adana, for example, has most of its construction plans prepared by private firms.

Towards the privatization of municipal services?

One important aspect of the reforms involves the municipalities' room for maneuver in economic matters. It is even expected that the management of municipal services will be left to the discretion of municipalities. So, highway maintenance and public transport can be outsourced to private bodies from now on. After having received the approval of the Ministry of the Interior, the municipalities can also set up companies (water services, refuse collection, etc.). All these reforms show the way not only for the transfer of powers, but also for the privatization of local authority services and therefore, probably, for a reconfiguration of the relationships between the institutional, political and economic fields.

Municipalities can now choose the most appropriate management method for the services that have to be provided (direct management, delegated management, municipal economic institutions, concessions...).

The new law on municipalities extends the possibilities of cooperation between local authorities and the private sector. Municipalities are encouraged to delegate to the private sector. They can now appoint private sector entities to set up and run services such as the supply of water for drinking, for the drains and for industrial purposes; the collection of waste water and rain; the use of mineral water; public transport schemes; the collection, transportation, decomposition, recycling, destruction and storage of solid waste; and the construction of marinas and embankments. Such services can be totally delegated to the private sector for a maximum of 49 years, once the Council of State and the Ministry of the Interior have given their approval. From now on municipal councils can grant concessions, privatize businesses and companies and acquire holdings. Lastly, councils can sign contracts with private actors. Therefore, practically all municipal services can be delegated to the private sector in one form or another, through privatization, subcontracting, service contracts, etc. Other legislation relating to the public sector in general, and not necessarily specific to local authorities, encourages the use of private sector entities – as in the case of the incentives linked to urban renewal schemes.

The municipalities can promote the creation of private companies

There are four main reasons why municipalities are likely to support the creation of private companies:

- Private enterprises can adopt more profitable and efficient commercial policies; by comparison, public institutions must put the public interest first, ahead of economic profitability. Therefore, it is more efficient economically for a municipality to use a private sector company.
- Private entities can borrow from private banks, whereas municipalities can only take out loans from the Provincial Bank of Turkey.
- Private entities are not subject to the narrow framework of the public service and can recruit better qualified employees.
- The private sector has greater room for maneuver and does not have to follow slow and lengthy bureaucratic procedures.

The metropolitan municipalities can hand over the management of their kiosks, car parks and cafés to companies in which they have shares, without being subject to the legal requirements governing public contracts (article 26 of the law relating to metropolitan municipalities).

The increasingly widespread use of subcontracting

Labor Law 4857, promulgated in 2003, enables the public sector to recruit outside staff to produce goods and services for which expertise is "*necessary for institutional or technical reasons*". This law, which is intended to guarantee the socio-economic rights of subcontractors' employees, has encouraged the use subcontracting, which is now widespread, since the conditions for such recruitment are still very vague. These "*institutional or technical reasons*" are too ill-defined to create a valid framework. Contracts of this type owe their popularity to the minimal statutory supervision they allow over the socio-economic rights of employees. Public employers are more favorably disposed towards subcontracting, which allows for more freedom when recruiting or dismissing staff, less room for maneuver for the unions, less pressure on salaries and working hours, and lastly, fewer obligations as far as health and safety at work are concerned.

In other words, subcontracting reduces the obligations that public employers must normally assume within the framework of the public service (Gökbayrak, 2008). In practical terms, one of the consequences of such developments is that there is more insecure, informal, even unregistered work in sectors formerly protected because the work was done by local authorities (road cleaning, refuse collection, public buildings, etc.).

Therefore, it is clear that partnerships with the private sector are no longer confined to infrastructure funding, but also cover the production, operation and management of services by (increasingly for) local authorities. Against this background, another initiative which is under consideration, namely the privatization of the Provincial Bank, should also be mentioned, because of the significant consequences it could have if it materializes. If the bank was privatized, the institution would move from the public to the private sector and its functions would be simplified. The Bank would become a purely financial institution, stripped of its role as an intermediary between the government and local authorities. Also it would no longer give technical assistance to local authorities in connection with urban investment projects, in fields as diverse as cartography, town planning, drinking and waste water, construction and surveys.

Proposal for South-South discussions

Theme

What changes do municipalities need to make in order to implement their city development strategy effectively?

City development strategies (CDS) have emerged recently in the Southern and Eastern Mediterranean regions as part of a decentralized approach to development. They have a critical role to play. There is certainly a multitude of innovative initiatives and processes but these ventures are still isolated, fragile and often incomplete.

The World Bank's *Cities for a new Generation* study (Review and evaluation of human resources at municipal level) suggests that the introduction of a CDS presupposes a radical reform of the municipality concerned at both the internal level, i.e. the necessary competencies, the implementing structures of the development projects, management methods and current administrative practices, and the external level, i.e. the supervisory body.

The local actors are largely unsupported by the national authorities in their desire for local development.

Those who participate in and carry forward the CDS (elected officials, municipal managers, members of civil society, etc), are strongly aware of their isolation. They lack visibility and institutional recognition. The local actors' involvement in local development processes and their desire for change are rarely accompanied by lasting changes in decision-making mechanisms and the traditional workings of governments. The Moroccan Charte communale stipulates that *"the municipality undertakes all local community-based action that will get the citizen involved, and develop the collective consciousness for the benefit of local people"*, but this legal recognition of civil society actors and their influence on the local and especially on national decision-making processes remains pretty rare.

This lack of constitutional or legal recognition acts as a significant brake on the growing power of local actors and development processes, which are still faced with a lack of human and financial resources and a lack of technical and organizational expertise.

This state of affairs has already been identified by a certain number of actors in the field of international cooperation who have set up programs to assist and support the local actors. These programs bring international recognition to the process of transferring responsibility for public policy to local government. A certain number of local, regional and national actors, who are involved in various processes, are given technical support and training which enhance their capabilities and the quality of their projects. Nevertheless, the real impact of these programs often remains difficult to evaluate. What is more, these initiatives are often hampered by the lack of involvement of national authorities, who perceive them as irrelevant to their own strategy.

City development strategies will have little chance to blossom unless the fundamental responsibilities of municipalities are carried out to a higher standard

The diagnoses of the cities of Sfax, Saida and Marrakech are revealing. The strategies are realistic and correspond to a development vision based on real needs, expressed by all the stakeholders in the population. But, given the way the municipalities are currently run, they will struggle to implement them while they cannot manage to carry out their fundamental

responsibilities to a satisfactory standard (local public services, highway maintenance and the upkeep of public amenities, refuse collection, transport, etc.).

Therefore the existence of the CDS assumes a radical improvement in municipalities' working practices. All aspects of municipal management are affected. Many elected officials are becoming aware that they must inevitably bring about internal reforms in the municipalities so that they become operational, modern, in step with the needs of the population and credible in the eyes of the voters. The CDS have revealed the state of the municipalities and are driving change.

The CDS are giving impetus to the change in the municipalities

The introduction of the CDS is pushing the municipalities to work in different ways and to introduce change. Most of them have two internal obligations that must be satisfied:

- To improve the day-to-day management of municipal services in order to implement the CDS. Some cities have identified areas for improvement and have drawn up precise action plans (Sfax, Marrakech) to improve the performance of their administration.
- To find the best structure to run the CDS. Several solutions are possible, provided they remain within the legal framework. For example, Sfax and Marrakech have decided to create internal cross-cutting structures, whereas Saida is looking for an innovative type of structure that could be both outside the municipality and under its control, which would be led and funded by representatives of civil society.

A meeting between the cities of the Southern and Eastern Mediterranean

Participants

A meeting between a certain number of cities in the Southern and Eastern Mediterranean could be organized. The participating cities would belong to two groups:

- Cities that have already begun to implement their CDS and are ready to share their experiences.
- Cities intending to prepare a CDS, or on the point of implementing one, who wish to learn from the experience of the cities in the first group.

Representatives of decentralized cooperation schemes involved in the CDS would also take part. Hitherto, many actors have got involved in the design and methodology of CDS development; far fewer have taken an interest in implementation.

Purpose of the meeting

The purpose of the exchanges is to compare the experiences and good practice that facilitated the implementation of the CDS in the cities. This objective can be divided into three themes:

- The measures called for by the municipalities from the supervisory bodies and their replies
- The internal changes and improvements made within the municipalities to make them more efficient and facilitate the implementation of the CDS
- The types of structure set up within (or outside) the municipalities to implement the CDS

A meeting of this type would increase the capacity of the local actors in the following ways:

- It would reinforce the network of Mediterranean cities that meet together to discuss technical concerns linked to local development

- It would give actors access to technical tools that would release synergies and complementarities between cities
- By creating a forum for the cities and representatives of decentralized cooperation schemes and international organizations. The cities need international contacts who can provide the technical tools of cooperation, territorial engineering, training for local staff, etc., in order to implement their CDS projects.