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transformation of African public and private administrations*

Plan for relocating CAFRAD headquarters from Tangier to Rabat

Introduction

At the end of the 59th ordinary meeting, held on July 9, 2024, in Rabat (Kingdom of Morocco), the Executive Committee and the Governing Board of the African Training and Research Centre in Administration for Development (CAFRAD), consisting of Ministers responsible for Training and Research in Public Administration and/or Ministers of Civil Service or Administrative Reform of each Member State or their representatives¹, have proceeded to the election of Dr. Coffi Dieudonné ASSOUVI, as the new Director General of the Pan-African intergovernmental organization.

The Governing Board has mandated the new Director General of CAFRAD to proceed with the relocation of the headquarters of the Organization from Tangier to Rabat, the Moroccan capital, so that it benefits from the positive effects of its proximity to all other Moroccan and foreign public and diplomatic institutions.

It should be recalled that in its 45th meeting dated June 20, 2007, the Governing Board had already taken the same decision to relocate the headquarters of CAFRAD to Rabat and mandated the then Director General and the Government of the Kingdom of Morocco to work on the modalities of this relocation. In this context, the Governing Board has also decided that

¹Read article 7 paragraph 1, a of CAFRAD Establishment Agreement.

the rights of the staff be studied and preserved and examined on a case-by-case basis and that the moving be made around the months of April and May 2008.

However, before this decision, the 44th meeting of CAFRAD Governing Board held in Rabat (Morocco) on June 29, 2006, "accepted the principle of relocating the CAFRAD headquarters from Tangier to Rabat and recommended that a thorough study be made on the human, social, financial and legal implications of this relocation in order to submit it to the next meeting of the Governing Board". This study was conducted and has allowed the Governing Board to take the decision of relocation at its 45th ordinary meeting.

This decision of the supreme body of CAFRAD, which is still waiting to be implemented, calls for legal, socio-financial and solutions.

1. Legal solutions to be implemented for a regular relocation of the CAFRAD headquarters

Under the provisions of Article 28 of the CAFRAD establishment agreement, the Governing Board is the only body competent to amend² the establishment agreement on the proposal of the Executive Committee. The amendment will be made in the two-thirds majority of its members present and voting. By deciding to relocate the CAFRAD headquarters to Rabat, the Board has thus amended the Article 4 of the establishment agreement which provides that "the headquarters³ of CAFRAD is established in Tangier (Kingdom of Morocco)."

Action to be taken by the Governing Board: The appropriate legal solution would be for the Governing Board to proceed with the formal modification of the establishment agreement, in particular its article 4, even if the decisions of the statutory meetings have the same legal force as the establishment

²The amendment will be made in the two-thirds majority of its members present and voting.

³The term "headquarters" shall designate all land, buildings, annexes and facilities occupied by the Centre (art 1, section 1, a of the headquarters agreement of 17 July 1970).

agreement as well as all other texts which mention in their respective provisions that the headquarters of CAFRAD is in Tangier. This is the headquarters agreement between CAFRAD and the Kingdom of Morocco which states “In view of the initiative of HIS MAJESTY THE KING OF MOROCCO, may God assist him, aiming at establishing an African Training and Research Centre in Administration for Development, whose headquarters would be in Tangier.” Similarly, in the staff regulations and other statutory documents of the Centre, it is also mentioned that the headquarters of CAFRAD is in Tangier.

As part of the implementation of this decision, the Government of the Kingdom of Morocco raised a building which it made available to CAFRAD.

In any event, the new Director General of CAFRAD, Dr. Coffi Dieudonné ASSOUVI, has taken cognizance of this decision and intends, in accordance with his prerogatives as the executive authority of the decisions of the Governing Board⁴, to implement it with the greatest diligence and with the political, financial and logistical support of the President of the Governing Board and the entire Government of the Kingdom of Morocco.

Indeed, given the human, social, cultural, political, financial and logistical implications of the decision, it is essential that the Government of the Kingdom of Morocco, the founding and host country, provides its strong political support and unwavering commitment to support the new Director General, who is determined to relocate the headquarters of CAFRAD to Rabat. The political support of other Member States is also necessary and useful for the implementation of the decision.

2. Socio-financial⁵ solutions in favor of CAFRAD staff

The CAFRAD staff are the driving force and catalyst for the continuity of CAFRAD’s activities. Without staff, CAFRAD would not exist. The preamble to the Staff Regulations of 1 July 2012 was clear on the vital importance of

⁴Read article 12 of the CAFRAD establishment agreement.

⁵Attached is the financial plan for the relocation of CAFRAD headquarters to Rabat

human resources for CAFRAD. It recognizes that, in order to succeed in its mission, CAFRAD must have an adequate statutory framework and a motivating service environment, thus ensuring its staff the professional development, the legitimate guarantees and rights to which they aspire. This framework is also essential to generate and support innovations, creativity and inventiveness at the Centre.

It is therefore important to pay particular attention to the situation of the staff in the context of the relocation of the CAFRAD headquarters to Rabat. The staff have taken root in Tangier, most, if not all, of the current CAFRAD agents were born in Tangier or in the surrounding areas. They have developed beyond the ties of the land, a congenital, vital and mythical relationship with the city of Tangier. Tangier has become the DNA in their blood. It would be difficult for them to get rid of it at the risk of losing their livability.

Indeed, since the decision was taken by the Governing Board, the staff have expressed their concerns about this change of city, particularly the issue of financial security: the cost of living in Rabat being slightly higher than that in Tangier, the rent, the school fees for children and the necessities of a comfortable and decent life. The staff, especially women, express the risk that leaving their husbands in Tangier to settle in Rabat in the name of work entails; culturally, the husband will not want to follow his wife to her work station. These concerns are all legitimate and explain the reluctance of the staff to come and settle in Rabat, in the capital which is however more beneficial for the influence of CAFRAD.

However, the quality of worker at CAFRAD is consubstantial with the profession of diplomacy, the CAFRAD agent is par excellence a diplomat and who says diplomat, says movement, travel around the world by plane. The relocation of the headquarters to Rabat within the same country represents only the lesser evil.

In view of the need to implement the decision of the CAFRAD Governing Board on the relocation of the headquarters of the Pan-African Organization and the importance of this moving for the activities and African and global influence of CAFRAD, it is essential to reconcile the concerns of the staff and the interests of CAFRAD and to conclude that it is necessary to relocate the headquarters of CAFRAD to Rabat and to respond to the fears of CAFRAD workers: this is the reason why, I suggest to the attention of the Governing Board, by virtue of my powers of proposals and implementation of the directions decided by the deliberative body, the following measures to be implemented with heart and humanity. These measures have already been suggested by the study report and approved by the 45th ordinary meeting of the Governing Board:

1. ensuring the relocation on the basis of staff volunteering within a period of 3 to 6 months, the moving will be gradual, those who are ready immediately will join Rabat and the others will follow so that the relocation is completed in 6 months at the most;
2. providing compensation for travel, installation and relocation to agents who have voluntarily decided to join the CAFRAD headquarters in Rabat; pending the statutory increase in salaries and related benefits;
3. terminating the contract of agents who wish to leave CAFRAD and pay the subsequent allowances; the agents' contract being a fixed-term contract;
4. ensuring the complete equipment of the new headquarters in Rabat, with high-speed Internet connection, computers and accessories, and the flags of the Member States flying in front of the building;
5. hiring a **removal company to transport from Tangier to Rabat the equipment that is still in good condition and the library;**
6. keeping temporarily in Tangier for a period of 6 to 12 months a person who can receive postal mail while awaiting the distribution of the new post office box in Rabat;
7. setting up a staff motivation allowance in Rabat or for cost of living adjustment in Rabat.

8. increasing staff salaries in proportion to the United Nations scale by revising the Staff Regulations; the latest version of these Regulations dates from 1 July 2012:

Chapter VII: Salaries and Allowances

Paragraph 1: Salary Scale

Article III.VII.1.A.

The salaries of agents are set in accordance with salary scales established for each category by the Governing Board on the proposal of the Director General of the Centre (see scales annexed to these statutes: Appendixes 2, 3 and 4).

Article III.VII.1.B.

The salary scales are revised periodically by the Governing Board on the basis of reasoned opinion from the Director General of the Centre.

Conclusion

The implementation of the decision of the Governing Board on the relocation of the headquarters from Tangier to Rabat has dragged on for too long, leading to CAFRAD's lethargy and a tarnishing of the reputation and influence of the Pan-African Organization. It is urgent for the Government of the Kingdom of Morocco and the Governing Board of CAFRAD to strongly support the new Director General, who is already based in Rabat, to implement this decision with the greatest diligence. It is in the interest of CAFRAD and the Member States that contribute to its budget. The headquarters in Rabat gives CAFRAD its status as an international organization, unlike that of Tangier.

Rabat, on 2 October 2024

Dr. C. Dieudonné ASSOUVI

Director general

Appendix

The financial plan for the relocation of CAFRAD to Rabat

As part of the CAFRAD relocation from Tangier to Rabat, it is essential to assess the financial implications of this moving. Indeed, although the city of Tangier presents a strategic framework for CAFRAD's activities, Rabat presents administrative advantages that justify this change, while involving additional costs in several areas. This financial assessment essentially focuses on four main elements: the cost of living and salary adjustments, rents, moving expenses and compensation for staff who cannot move to Rabat.

- **Cost of living and adjustment of staff salaries**

The cost of living in Rabat is significantly higher than in Tangier, particularly in terms of services, housing and leisure. Thus, according to the OK Voyage website, the cost of living for a family of 4 in Tangier is estimated at 2,402 Euros per month, while in Rabat it is estimated at 2,761 Euros, a difference of 14%. Furthermore, the Numbeo website evaluates the cost of living in Tangier using a points system that allows for a more accurate comparison between the two cities. Tangier is therefore evaluated at 20.74 points compared to Rabat which is 22.33 points, a difference of 7.66%. Consequently, the average cost of living between the two cities is estimated at 11%.

Thus, and in order to compensate for the increase in the cost of living, a salary adjustment is necessary. An increase must be considered for staff, depending on the standard of living in Rabat. It should be noted that the last revision of the salary scale dates back to 2009, i.e. 15 years without adjustment to new economic and social realities. Advancements in staff levels have been frozen due to the financial crisis since 2017, employees have not been able to benefit from their deserved advancements. We therefore suggest a revision of the salary scale by 20%.

- **Rent:**

The rent in Rabat is significantly higher than in Tangier, especially in the central and residential areas. According to several websites such as Ok Voyage, Combien-coute.net, Stayhere and darna.ma, the average cost for a one-bedroom apartment is estimated at around MAD 4000 in the centre of Rabat and MAD 2300 in the outskirts. On the other hand, a 3-bedroom apartment can cost between MAD 8000 and MAD 10,000.00 in the city

centre of Rabat, and between MAD 5000 and MAD 6300 in the outskirts. According to this data, the average cost of a two-bedroom apartment in Rabat can be estimated at between MAD 4000 and 6000.

- **CAFRAD relocation⁶ :**

- a) Relocation of the library and offices:**

- CAFRAD has a significant quantity of books and magazines that will need to be transported to Rabat, in addition to equipment, furniture, etc. Thus, after on-site assessment of the premises in Tangier, the transportation of the library and CAFRAD offices from Tangier to Rabat is estimated at MAD 110,400.00.

- b) Relocation of staff:** the transport of personal effects takes into account the transport costs of personal luggage accompanying the concerned person. It is allowed up to a cumulative total maximum of 1900kg in gross weight or 33 cubic meters in volume for the agent and halves for the spouse and for each dependent (pursuant to the staff Regulations). According to the removal company, the cost of a transport truck from Tangier to Rabat is estimated between MAD 4000 and MAD 6000.

- **Termination allowance for the staff:** employees who, for obvious reasons, will not be able to move to Rabat, will be entitled to a termination allowance based on their seniority and the conditions of their contract.

Total cost estimate:

Adding these elements together, the total estimate for the relocation would be approximately:

- Moving of offices and the library: MAD 110,400.00
- Moving allowance for the staff: 3 trucks per 9 people is estimated at MAD162,000.00
- Housing allowance is estimated at MAD 768,000.00
- Proposed increase in the salary scale to 20%: the amount is estimated at MAD 479,324.24.

⁶ The costs of moving property and the library as well as staff effects can be reduced to zero if the Government of the Kingdom of Morocco enlists its own moving trucks.

DESIGNATION	Amount in MAD
Relocation of the library and offices	110,400.00
Moving allowance for the staff: 3 trucks each or MAD18,000 x 9 people	162,000.00
Housing allowance:	768,000.00
+20% on the salary scale	479,324.24
TOTAL	1,519,724.24

Consequently, and in order to adapt to the cost of living in Rabat, the CAFRAD budget should take into account this financial plan and should at the same time be increased. This increase will necessarily lead to a revision of the scale of contributions of Member States, as suggested at the 44th Meeting of the Governing Board, held in Rabat (Morocco) on 30 June 2006.

It should be noted that, from a legal point of view, the basic documents of CAFRAD such as the Staff Regulations, the Headquarters Agreement, the Establishment Agreement and the Financial Regulations must also be revised.

Finally, the implementation and carrying out of this financial plan relies essentially on the contributions of Member States. Their support is essential to ensure the viability and effectiveness of the proposed adjustments. CAFRAD member countries are also invited to contribute to this cost, in the form of donations.

As a reminder, the following are the proposals and the allocation of responsibilities adopted during the 45th Meeting of CAFRAD's Governing Board on June 20, 2007.

Summary of proposals and allocation of responsibilities

The relocation of CAFRAD headquarters from Tangier to Rabat must take the following into account:

1. Payment of compensation to staff unable to move to Rabat and approaching retirement age:

Responsible party: the Directorate General of CAFRAD and the Governing Board;

2. Updating and applying the revised salary scale for staff, in relation to life in Rabat (as soon as the headquarters are relocated):

Responsible party: the Directorate General of CAFRAD and the Governing Board;

3. Moving CAFRAD assets to Rabat:

Responsible party: Government of Morocco

4. Bringing compliance of CAFRAD legal texts. (Upon transfer of headquarters):

Responsible party: CAFRAD and the Governing Board

5. Provision of suitable premises to CAFRAD in Rabat

Responsible party: Government of Morocco;

6. Review and update of the Staff Regulations. (During the 46th Meeting of the Governing Board in June 2008):

Responsible party: CAFRAD and the Governing Board

7. Revision of the scale of Member States contributions. (During the 46th Meeting of the Governing Board in June 2008):

Responsible party: CAFRAD and the Governing Board