

**Organisation  
Intergouvernementale  
Panafricaine**

*Au service de l'innovation,  
de la modernisation et de la  
construction d'administrations pour  
une Gouvernance Publique  
Responsable*

منظمة إفريقية بيحكومية



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**Pan African  
Intergovernmental  
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*Serving innovation,  
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Governance*

*The renovated CAFRAD in the service of the global, digital, intelligent and  
sustainable transformation of African public and private administrations*

## **Report on the taking office of the new Director General of CAFRAD**

**A year of transition rich in activities is more than ever  
necessary to reform CAFRAD in depth**

**Theme:** Renovating CAFRAD (building a new CAFRAD) to make it more relevant, more effective and more useful to the Member States and the beneficiaries of its services: an imperative of the new Directorate General.

**August 2024**

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**EXECUTIVE SUMMARY**

Following my election as Director General of CAFRAD, the Governing Board mandated me to lead a radical change in CAFRAD while preserving the spirit of the Founding Fathers.

The diagnosis reveals that CAFRAD is currently undergoing a period of lethargy due to certain inadequacies in the institutional texts and the non-existence of scientific, qualified, competent and experienced staff capable of carrying out value-added activities in the interest of the Member States. This worrying situation, noted by the Governing Board, discourages Member States from making their financial contributions to the Organization, thereby leading to the accumulation of social debts and those owed to the Institution's service providers. This is why I am considering, under the authority and with the approval of the Governing Board, the supreme organ of CAFRAD, to completely reform the Pan-African Intergovernmental Organization, to overhaul its fundamental texts in order to give it the legal, institutional, human and financial means enabling it to respond effectively to the multiple challenges of global, digital and intelligent transformations of African public administrations.

**Keywords:** High-performance, agile, resilient, robust public administration, Africa, renovated CAFRAD, renaissance of Africa, structural, systemic, global, digital and intelligent transformations of public action.

## **Introduction**

At the end of the 59<sup>th</sup> session of the Executive Committee and the Governing Board of the African Center for Administrative Training and Research for Development (CAFRAD), held on July 9<sup>th</sup>, 2024 in Rabat (Kingdom of Morocco), the election of the Director General, Dr. Coffi Dieudonné ASSOUVI, of Beninese nationality, took place following a very rigorous selection process sanctioned by a vote of approval by the Governing Board at the end of which the new Director General obtained 14 votes against 7 for Gambia and 4 invalid ballots.

The Governing Board, which postponed the approval of the draft budget for July 2024-June 2025 and the work program for July 2024-June 2025, mandated the new executive authority to prepare and submit them at the end of September-beginning of October in an extraordinary online session. It was in deference to this decision that the Chair of the Governing Board invited the outgoing Director General and the incoming Director General to proceed with the handover. This activity was preceded by the taking office ceremony and appointing the new Director General. To this end, the new Director General of CAFRAD, who is committed to the global transformation of Africa and African public administrations, stayed in Morocco from July 24 to August 7<sup>th</sup>, 2024.

### **1. Official ceremony of taking office and appointment?**

It takes place on Thursday, July 25<sup>th</sup>, 2024 from 2 p.m. at the CAFRAD headquarters in Rabat under the effective presidency of Her Excellency, Madam Minister Delegate to the Head of the Royal Government in charge of Digital Transition and Administrative Reform, Chair of the Governing Board and in the presence of the members of her Cabinet, the Ambassador of Benin to the Kingdom of Morocco in Rabat, the Representative of the Ministry of Foreign Affairs, African Cooperation and Moroccans Expatriates and four CAFRAD agents who traveled from Tangier to Rabat for the occasion.

Following the speeches by the Chairwoman of the Governing Board and the new Director General of CAFRAD, Dr. Coffi Dieudonné ASSOUVI, his appointment, afterwards a visit to the new CAFRAD headquarters in Rabat took place.

### **2. Administrative transfer of responsibilities between the outgoing and incoming DG**

After the ceremony of taking office and installation in the new CAFRAD office in Rabat, the new servant of the member states of the Pan-African intergovernmental organization went to Tangier. The work in Tangier consisted of the study of files, the handover ceremony and a meeting with the staff.

#### **2.1. Handover files**

The outgoing Director General and the incoming Director General instructed CAFRAD staff to prepare the files in the following order:

1. Administrative and HRM files;
2. Financial files;
3. Technical and scientific files and ongoing projects: scientific program of the Center;
4. Cooperation/partnership files;
5. Activity reports;
6. Fundamental texts of CAFRAD.

These files were reviewed and signed by the outgoing Director General and the incoming Director General.

## **2.2. Handover ceremony in front of the staff**

A handover meeting was organized between the outgoing Director General and the incoming Director General in the presence of the staff of the Institution. This meeting was remarkable by the speech of the outgoing Director General, the intervention of the Staff Representative, the speech of the incoming Director General and the exchanges between the new servant of CADRAD and his colleagues.

A handover report was drawn up and signed by the two personalities in due form.

## **2.3. Meeting of the new DG with his colleagues**

The discussions between the new Director General and the staff focused mainly on the defining collective and multicultural working methods, the rules of living together and the need to base collective action within CAFRAD on the triptych: proximity, pragmatism and trust, as well as the rules of frank and sincere collaboration.

**3. Analysis of the problems arising from the handover files and operational recommendations:** a difficult state of affairs requiring strong/bold measures for the overall transformation of CAFRAD.

Pending the conduct of an in-depth diagnosis, it emerges from the analysis of the files that CAFRAD is undergoing a lethargic period marked by certain inadequacies of the founding texts, an inappropriate organization chart, the quantitative and qualitative **insufficiency** of the scientific and expert staff who can lead the Center by my side, the lack of attractive projects, the financial unavailability, the accumulation of salary arrears of the staff **and the absence of an official car for the Director General**. In reality, the real and genuine problem of CAFRAD lays in the absence of staff in its core business, namely training, research, advice and consulting, as well as in its areas of intervention, in particular Public Administration, responsible public governance, African studies, international relations and international law. As a result, CAFRAD suffers from staff who must carry out a detailed and holistic analysis of training needs, set up diversified training offers that meet the real needs of beneficiaries, manage viable and profitable projects, carry out activities that generate financial resources, coordinate research and development that can lead to innovation, guide Member States on digital and

ecological transformations of public action and advise them on the measures to be implemented to build a new model of public administration, a synthesis of the four (4) systems, original, specific to Africa and capable of promoting sustainable and inclusive development. However, it is unanimously and consensually accepted that no country, no organization can develop without talent. The solutions to these problems will allow **CAFRAD to assert itself and shine in Africa and beyond, in the world as a unique and effective pan-African structure for the modernization and intelligent transformation of African public administrations.**

### **3.1. The institutional transformation of CAFRAD**

This involves updating the organization chart and strengthening the scientific and expert workforce.

#### **3.1.1. Energizing CAFRAD's organization chart: an imperative for strengthening its institutional and human capacities, as well as its global influence**

An organizational chart is a diagram or schema that presents the internal structure of an organization or company. Employees and functions are represented by rectangles or other types of shapes, sometimes supplemented with photos, coordinates, links, icons or illustrations. Straight or angled lines connect the levels together. An organizational chart is a schematic representation of the functional, organizational and hierarchical links and relationships that exist between the elements and individuals of a formal organization, whether public or private, national or international, and highlights its organizational structure. Thus, it makes it possible to clearly illustrate the hierarchy and positioning of the people, positions and services that make up the organization.

Indeed, like any international organization, CAFRAD has an organization chart. However, the CAFRAD organization chart:

- **is not clear and coherent:** it is noted that the CAFRAD Establishment Convention dated December 28, 1967 provided for an organization chart, and the Staff Regulations dated July 1<sup>st</sup>, 2012 established another CAFRAD organization chart. The two (2) types of CAFRAD organization chart have never been put in place and applied in order to ensure the readability of the clear distribution of responsibilities and tasks within CAFRAD.

To illustrate the difference in organization charts, it is sufficient to refer to the provisions of the two (2) aforementioned texts. Under the provisions of Article 12 of the CAFRAD Establishment Convention, "The General Management constitutes an executive body for the deliberations of the Governing Board.

Placed under the authority of a Director General, the General Directorate includes:

- 1) The Research, Training and Consultation Department.
- 2) The Documentation and Publications Department.

- 3) The Administrative and Financial Department.
- 4) Financial Control.

The internal organization of each Department is determined by the Executive Committee on the proposal of the Director General”.

In the Staff Regulations, we read in Article I.IV.1. of Chapter IV (Organization), that "The Center is organized into Departments<sup>1</sup>. Each Department is headed by a Head of Department appointed by the Governing Board and placed directly under the authority of the Director General.**It's not adapted to the areas of intervention of CAFRAD and its development.**

**"It is therefore important to establish a single, clear, coherent and incentive organization chart for CAFRAD. To do this, it is essential to adopt the organization chart of the CAFRAD establishment agreement by enriching it: Thus, the departments will be placed within the directorates provided for in the establishment agreement.**

In the same perspective, it is urgent to update the CAFRAD organization chart by setting up structures for strategic planning, analysis, communication, monitoring-evaluation, auditing and advice and quality reporting to the General Directorate, by creating specialized thematic research teams, by formally establishing CAFRAD focal points in the ministries and by creating a center for economic intelligence and strategic monitoring in a globalized world, of the knowledge economy, where information has become a strategic resource for organizations. "In a world dominated by the all-powerful information, its strategic management is vital for the survival and development of our companies, as well as for maintaining our States at a certain level of power and independence. Anyone who does not practice it, whether a State or a company, finds themselves in a disadvantaged position", Alain Juillet, Senior Manager for Economic Intelligence, 2007.

### **3.1.2. An urgent need to strengthen CAFRAD's human capacities**

Human resources management (HRM), sometimes called human capital management, is the set of practices implemented to administer, mobilize and develop the human resources involved in the activity of an organization. These human resources are all employees of all statuses (workers, employees, managers) who are part of the organization, but also - and increasingly - linked to it by relationships of subjection (thus, external service providers, or subcontractors, are considered to be part of the scope of the company's human resources).

Quality human capital is a raw material and an essential and fundamental material for the development of Africa. The pioneering works of Schultz (1961) and Becker (1964), awarded the Nobel Prize in 1979 and 1992 respectively, remain significant in the theories of human capital, in

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<sup>1</sup>See the organization chart provided for by the CAFRAD Staff Regulations in Appendix 1.

connection with development. However, according to Spence (1973), investment in human capital would be mainly a mean for the individual to point his talents to companies, rather than to increase them. Lucas (1988), Romer (1990), Barro and Lee (1993), using endogenous growth models, have shown that investment in human capital would lead to an increase in physical capital, which would in turn lead to economic growth.

Beyond the impact of human capital on growth and productivity, recent developments emphasize the quality of education, which can play a determining role in the accumulation of skills (Hanushek and Woessmann, 2015). Some authors including Baumol (2004, 2010) have examined the role of education in promoting entrepreneurship and innovation.

A somewhat different perspective is provided by Bell et al. (2019) who emphasize the importance of socio-economic factors in the accumulation of human capital. According to the OECD (Organisation for Economic Co-operation and Development), human capital covers “*the set of knowledge, skills, competencies and individual characteristics that facilitate the creation of personal, social and economic well-being.*” “*Human capital is an intangible asset that can advance or support productivity, innovation and employability*<sup>2</sup>.”

Human capital plays a crucial role in the economic development of a country. It refers to the set of skills, knowledge, abilities, experiences and qualifications that a person acquires over the course of their life. It is often used in the context of economic and social development to describe how investments in education, training and health of individuals can stimulate economic growth and improve quality of life. Indeed, an organization is first and foremost based on human resources. They constitute its first force which must deploy the other assets of the organization to achieve the defined objectives and the overall performance. They are consubstantial, existential and vital to any organization, a human collective built from a social project, a set of material, human and financial means organized in a structured way and whose individuals share a common objective. Organizations are therefore born from an organized collective action<sup>3</sup>.

The American industrialist Henry Ford (1863-1947) understood the irreplaceable place of human resources for an organization. He wrote to this effect: "Take everything from me, but leave me my men and I will start all over again." Thus, if some organizations are so efficient or innovative, it is because they have a distinctive element: their highly competent staff with

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<sup>2</sup>OECD, *Investing in Human Capital*, OECD, 1998; *The Well-being of Nations: The Role of Human and Social Capital*, OECD, 2001.

<sup>3</sup>Desreumaux (2015) proposes a definition that has become commonly used: "an organization is the rational coordination of the activities of a certain number of people to achieve an explicit common goal, via a division of labor and a hierarchy of authority and responsibilities."

the best assets (distinctive skills and expertise<sup>4</sup>), which they know how to manage well. However, to have quality human resources, actors of development, they must be trained and trained well. Thus, only well-trained, highly qualified, competent, motivated and committed women and men constitute resources for development. Consequently, investing in education, vocational training, health, food security and nutrition is essential to create a solid base to ensure inclusive and sustainable economic growth. It is essential to reaffirm the central role of human capital in the economic development process. Beyond simply constituting a productive workforce, human capital represents a fundamental lever for stimulating innovation, increasing productivity and promoting social inclusion.

By investing in education and training, countries can create a qualified workforce, capable of adapting to economic and technological developments in an uncertain macroeconomic context. This is why the creation of CAFRAD is justified and it must ensure that its training is adapted to the development needs of African countries. **As a result, CAFRAD must “attract and retain talent”** in order to cover all of its areas of intervention and ensure its visibility and global influence. CAFRAD’s mission, which is highly essential to member countries and to the achievement of the African Union’s Vision 2063, requires the mobilization of scientific human resources in quantitative, qualitative and geographical terms.

Indeed, the rehabilitation of the organization chart calls for the urgency of providing CAFRAD with highly qualified and competitive scientific personnel with diversified and multidisciplinary geographical profiles. It is useful to emphasize that the mission and areas of intervention of CAFRAD as well as the evolution of the international and African context and the transformations of public administration and governance challenges far exceed the current human capacities of the Pan-African Organization.

CAFRAD has four (4) professional category staff who act as assistants without the holders of the relevant positions. The Pan-African Organization uses the services of five (5) administrative category staff and two (2) staff, one of whom is responsible for maintenance and the other is a courier. The financial controller is an expert seconded by the Government of the Kingdom of Morocco. For example, apart from the most important positions which do not exist, the positions of secretary of the General Directorate and librarian are not filled. Thus, the management of correspondence and the CAFRAD library is left stranded.

The status of CAFRAD staff distinguishes two (2) categories of agents: professionals and administrative staff.

**The table below shows the situation of CAFRAD staff.**

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<sup>4</sup>**Distinctive skills:** An organization's distinctive skills are the knowledge and know-how that enable it to differentiate itself significantly, advantageously and sustainably from competing organizations. They are sometimes presented under the term "areas of excellence".

N°	Current position	Diplomas	Grade	Basic salary in US D	Date of taking up service	Seniority
<b>Professional staff</b>						
1	DG Assistante	Master of Business Law	P.1/9	1686, 31	Dec. 2009	15 Years
2	Training and research assistant	Master research in organizational management	P.1/5	1500, 08	Oct. 2011	13 Years
3	Publications assistant	Sworn translator	P.2/4	1818,42	Nov. 2008	16 Years
4	Assistant in communications and public relations	Master in Marketing and Commercial Action	P.1/1	1303,65	Jan. 2020	4 Years
<b>Administrative staff - general services</b>						
1	Administrative management Assistant	Degree in private law	G.7/3	1211,70	Aug 2006	18 Years
2	Secretary of Programs	Degree in private law	G.7/3	1211,70	March 2007	17 Years
3	Accountant	Postgraduate Diploma in Finance, Auditing and Management Control	G.4/8	859, 01	Jan. 2013	11 Years
4	Protocol/ Order Office	Bachelor's degree in Biology	G.5/4	898,59	2017	7 Years
5	Information and Communication Technology Assistant	Master in business management, information systems option	G.5/1	806, 92	Jan. 2020	4 Years
<b>Maintenance staff</b>						
1	Cleaning lady	Without a diploma		240,00	1997	27 Years
2	Courier	Without a diploma		250,00	1997	27 Years
<b>Personnel seconded by the Government of the Kingdom of Morocco</b>						
1	Financial controller, expert seconded by the Government of Morocco			504,72		

**Source:** Table established from data from CAFRAD administrative and human resources management files, August 2024.

This table shows that the number of CAFRAD staff is insufficient in both quantity and quality. There are no senior scientific executives who can work on CAFRAD's core business, namely training, training engineering, educational engineering, training system engineering, evaluation of the effectiveness of training programs, research, consultation, publications, the library, advice and modernization and transformations of public action, public policies, new professions in diplomacy, innovation in the service of public administration. It is impossible to design a training center without staff specialized in training engineering. CAFRAD thus suffers from a lack of geographical, disciplinary and functional diversity among its staff.

Worse still, the Scientific Council provided for in Articles 19 to 21 of the CAFRAD establishment agreement<sup>5</sup> does not exist. Similarly, the International Advisory Committee which remains to be formalized.

The non-existence of the Scientific Council deprives the Director General of an important and vital scientific body which "*deliberates on the draft scientific programme of CAFRAD before the Director General submits it to the Governing Board of Directors. It studies the conditions for implementing the programme and the working methods to be followed, and in general all other measures likely to promote the proper scientific functioning of CAFRAD.*" It follows that CAFRAD's scientific programmes cannot be developed and implemented with the required dexterity and expertise. It is therefore understandable that with the current staff, CAFRAD is not in a position to set up and implement attractive and innovative scientific and technical projects that can convince Member States and technical and financial partners to financially support CAFRAD's objectives.

**In addition to ensuring the effective and efficient management of the existing and the activation of the Scientific Council and the International Advisory Committee, it is important to deploy a plan for mobilizing high-level scientific human resources in order to fill vacant positions and to fill the staff deficit that is hampering the implementation of CAFRAD activities. The use of experts seconded to CAFRAD by Member States and voluntary international organizations could be a solution to boost the Organization.**

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<sup>5</sup>Article 19: Composition

The Scientific Council shall comprise at least three and at most five members appointed by the Governing Board on the proposal of the Executive Committee from among specialists who are not part of the Center's staff and who have recognized expertise in public administration in Africa. They shall be appointed for a period of four years, renewable once. Half of the members thus appointed shall be replaced every two years.

Article 20: The Scientific Council shall meet once a year under the chairmanship of the Center's Director General. The Director of Research, Training and Consultation and other members of the Center's scientific staff, invited by the Director General, shall participate in its work.

Article 21: The Scientific Council deliberates on the CAFRAD scientific program project before the Director General submits it to the Governing Board. It studies the conditions for program execution and the working methods to be followed, and generally any other measures likely to promote the proper scientific functioning of CAFRAD.

The diverse and diversified nature of the staff in terms of disciplinary and geographical profiles (different countries) can contribute to the rooting of CAFRAD in the Member States and consequently to its African and global influence. A well-conducted recruitment process through a widely open international call for applications is already a communication and visibility campaign for CAFRAD. We know for this purpose that the recruitment of the new Director General of CAFRAD and his election on July 9, 2024 by the Governing Board of Directors had a global media impact. This process in itself is already a campaign to rehabilitate and consolidate CAFRAD to the public opinion, in the media and social networks and in the world.

**CAFRAD** is dragging a paradox: the salary of the staff, including that of the Director General as head of an international organization with its implications in terms of responsibilities, charges and reputation, is insufficient compared to the cost of living in Morocco, the salary scales practiced by the United Nations and the mission assigned to CAFRAD. **As an illustration, at the United Nations, the Senior Director, D2 earns at level 1, 267,212 US dollars and at level 10, 317,475 US dollars.**

**The D1 Director earns US\$240,276 at level 1 and US\$299,119 at level 13; the Deputy Secretary-General earns US\$351,729 and the Assistant Secretary-General earns US\$326,546. At the International Labour Organization (ILO), the D2 earns US\$154,212 at level 1, Gross and US\$186,038 at level 10; the D1 Director earns US\$137,890 at level 1 and US\$174,415 at level 13.**

**At the Economic Community of West African States (ECOWAS), the Senior Director, D1 earns between US\$81,435.54 and US\$128,488.99.**

And yet CAFRAD is unable to pay these meager salaries. Thus, CAFRAD's financial situation is not such as to attract and retain the talents who will be up to the mission entrusted to it. It is true that CAFRAD is experiencing financial difficulties, but these should not be an obstacle to the mobilization of quality human resources. Indeed, the availability of a highly competent and experienced workforce can help to deploy innovative financial resource mobilization strategies and establish strategic partnerships that benefit CAFRAD. If recruitment is expensive for an organization, the unavailability of staff with the right profiles is more expensive.

In view of its mission and its areas of intervention, by way of illustration and not exhaustively, CAFRAD must internally develop skills in andragogy, techno-pedagogy, training engineering, pedagogical engineering, training system engineering, analysis of training needs, setting up training programs, execution and evaluation of the effectiveness of training programs through key performance indicators, training engineering, development of human resources management tools, HRM strategies, social audit, optimization of human resources performance, business intelligence, analysis of international events, legal, administrative and diplomatic writing, negotiations and communication, etc.

### **3.2. The new Director General, a leader to be strengthened by a technically advanced team**

The new Director General has demonstrated strong, authentic, ethical, participatory, visionary and transformative leadership. But a leader only achieves goals and obtains expected results with a well-prepared, competent, motivated and determined team to achieve organizational goals.

Indeed, leadership is the ability to develop ideas and a vision, to live by values that support these ideas and this vision, to influence others to guide their behavior and to make difficult decisions, particularly in the field of human resources. For Noel Tichy, leadership consists of carrying out, through other people, an action that would not have occurred in the absence of the leader. And, in today's world, this is achieved less and less by command and control and more and more by changing people's mentalities and therefore modifying their behavior. Today, leadership consists of the ability to mobilize ideas and values that energize other people.

*“The management system includes all the social processes (leadership, communication, motivation, training) that aim to positively influence the members of the group, so that they offer their active collaboration in achieving organizational objectives<sup>6</sup>.”* Warren BENNIS (1925-2014) identified the four (4) characteristics that make the best organizations:

- i) staff are aware of their importance alongside the leader;
- ii) knowledge and skills play a major role;
- iii) everyone feels part of a whole and
- iv) the work is exciting.

### **3.3. Surmountable financial difficulties**

The implementation of the work program approved by the last CAFRAD Governing Board in 2023 has been very poorly achieved due to the quasi absence or absence of the resources necessary to achieve the objectives initially set. This is why priority was given to cooperation and collaboration activities and to resolving social issues related, among other things, to agents' salaries.

The financial situation of CAFRAD is worrying. The Governing Board amply highlighted this during its 59<sup>th</sup> ordinary session held in Rabat on July 9<sup>th</sup>, 2024 and recommended shock therapy to avoid the worst for the Pan-African Organization. If today, CAFRAD is an Institution that has been able to adapt to developments in the world and in Africa, it should be noted that like most African regional organizations that are faced with the persistent gloom of the global economic situation and the consequences of the Covid-19 crisis, it

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<sup>6</sup>Marcel Laflamme, Management: systemic approach, theory and cases, 3<sup>rd</sup> edition, Gaétan MORIN Editor, Chicoutimi, 1981.

displays a clinical picture requiring sustained attention and active mobilization of all member states and strategic partners.

During this financial year, several countries paid their contributions, thus breaking the cycle of arrears accumulated during previous financial years. We seize this opportunity to thank them and encourage other States to do the same. However, CAFRAD records arrears of contributions and accumulates significant debts. As of July 31, 2024, the total amount of arrears of contributions of Member States to CAFRAD amounts to **\$5,359,349.20**, that of the Institution's debts to staff to **\$322,221.20**, and that of suppliers to **\$54,898.73**, for a total debt of **\$377,119.93**. The social debt represents seven (7) months of unpaid salary. As of the same date, only the Republic of Benin and the Kingdom of Morocco are up to date with their annual contributions.

However, the analysis of these financial difficulties reveals that they come from arrears of contributions, the irregular nature of payment of annual contributions by Member States and above all the inability of the Organization to diversify its sources of financing and the resources of its activities and provision of services to beneficiaries.

A highly competent team working in a spirit of excellence and performance under strong and visionary leadership can convince Member States of the added value that the Organization brings them in terms of training, capacity building of target groups, research, advice and support for the conduct of reforms and improvement of the decision-making process. In other words, it is urgent to invest in CAFRAD's human resources to hope to ensure its visibility and attractiveness. According to Her Excellency, the President of the Governing Board, CAFRAD would make money if it manages to create convincing added value for States. Thus, the major challenge facing the Center:

- i) the implementation of a bold and financially sustainable action plan and
- ii) the continuous improvement of the quality of its services by developing the relationship of trust between the actors and by responding concretely to the needs expressed by the Member States. Listening, proximity, pragmatism and trust must allow the Pan-African Organization to regain the spirit in which it was created in 1964 and to prove its current capacity to face the challenges of the global transformations of Africa and the Public Administration. Today more than yesterday, Africa needs a renovated CAFRAD, with a new formula.

### **3.4. The execution of CAFRAD activities hampered by the lack of rolling stock and equipment**

Since the outgoing DG's vehicle was completely damaged and unrecoverable following a traffic accident, the CAFRAD executive authority no longer has any rolling stock.

### **3.5. The transfer of CAFRAD headquarters from Tangier to Rabat, a vital necessity to strengthen the visibility and reputation of the Pan-African Organization**

The international and cosmopolitan character of the city of Tangier had undoubtedly favored its choice to house the headquarters of CAFRAD. But today, the building that houses the headquarters of CAFRAD is visibly occupied by another structure called Technopark. It does not bear any CAFRAD sign and there is nothing to indicate that it is the CAFRAD building. No one knows where the headquarters of CAFRAD is located in Tangier.

This geographical situation tarnishes the image, visibility and reputation of the Pan-African Organization. The offices of CAFRAD are dilapidated and unsuitable for intellectual work worthy of the name. The office of the Director General is open to the roads, allowing in the noise of passers-by from the horns of vehicles. If the staff adapts to these working conditions at the risk of their health and safety at work, the researchers, experts and academics and even the Ministers of the Civil Service of the Member States, the partners and the officials who will visit CAFRAD will be offended by it. Worse,

CAFRAD is an international organization that benefits from diplomatic privileges and immunities including the inviolability of its premises, objects and property. Consequently, the Institution must not share its building with another structure.

It is for all these reasons that since 2007, the Governing Board has decided to transfer the headquarters to Rabat, the capital of the Kingdom of Morocco, in order to ensure greater visibility and notoriety. At the end of the 59<sup>th</sup> session held on July 9, 2024, in Rabat (Kingdom of Morocco), the Executive Committee and the Governing Board of CAFRAD, composed of the Ministers responsible for Training and Research in Public Administration of each Member State or their representatives<sup>7</sup>, proceeded to elect 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 move the headquarters of the Organization from Tangier to Rabat, the Moroccan capital, so that it can benefit from the positive effects of its proximity to all other Moroccan and foreign public and diplomatic institutions.

It should be recalled that in its 45<sup>th</sup> session dated June 20, 2007, the Governing Board had already taken the same decision to transfer the

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<sup>7</sup> Read article 7 paragraph 1, a of the CAFRAD Establishment Convention.

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 transfer. In this context, the Governing Board also decided that the rights of the staff be preserved and studied on a case-by-case basis and that the transfer be made around the months of April and May 2008.

However, before this decision, the 44<sup>th</sup> session of the CAFRAD Governing Board, held in Rabat (Morocco) on June 29, 2006, "accepted the principle of transferring the CAFRAD headquarters from Tangier to Rabat and recommended that a thorough study be carried out on the human, social, financial and legal implications of this transfer to submit it to the next meeting of the Governing Board." This study was carried out and allowed the Governing Board to take the transfer decision at its 45<sup>th</sup> session.

This decision of the supreme body of CAFRAD, which is still awaiting execution, calls for the overhaul of the fundamental texts of CAFRAD and has financial implications for staff in terms of moving and installation allowances in Rabat.

It is worth recalling that the 45<sup>th</sup> session of the Governing Board, held in Tangier on 20 June 2007, approved the study on the transfer of the CAFRAD headquarters from Tangier to Rabat. This study (DG.1/2007, Doc. 10) sufficiently revealed the vital and indispensable need to transfer the CAFRAD headquarters to Rabat in order to strengthen its visibility and notoriety.

Indeed, the international nature of CAFRAD means that it must serve all those who are called to benefit from its activities. Also, CAFRAD is at the service of all African countries and its headquarters must be located in a place that facilitates its work, its accessibility and its influence throughout Africa. Comparing Tangier to Rabat, it turns out that in Rabat:

- CAFRAD will be much more accessible to its various participants in its meetings thanks to the proximity of the international airport of Rabat and Casablanca;
- CAFRAD will have the ease of contact with the administrations, diplomatic representations and regional and international institutions established in Rabat;
- CAFRAD will benefit from the great national expertise of the researchers, professors and civil servants working in Rabat;
- CAFRAD will be much more visible at the national and international level. It will have direct and easy contact with visitors who will come to Morocco and with partners from various countries. For CAFRAD, the city of Rabat is more enriching and more convenient for its work, compared to Tangier.

In short, the transfer of CAFRAD headquarters to Rabat will have implications for Moroccan staff living in Tangier with their families and for the city of Tangier. However, to better establish and maximize the impacts of CAFRAD activities in Morocco, throughout Africa and the world, the city of

Rabat is well suited to host CAFRAD headquarters. A solution must be found for Moroccan staff who will not be able to travel to Rabat. Compensation should be considered as the solution.

**3.6. Revision of the fundamental texts of CAFRAD with a view to strengthening the status of CAFRAD as an organization and international organization by providing it with all the attributes relating thereto.**

CAFRAD is governed by the following texts:

- the Convention establishing CAFRAD of December 28, 1967, amended by the first Amendment made on November 22, 1985 by the Governing Board meeting in extraordinary session in Tangier to which is annexed the Financial Protocol setting the scale of contributions of member States by category, i.e. four (4) categories of countries;
- the Headquarters Agreement between the African Center for Administrative Training and Research for Development (CAFRAD) and the Kingdom of Morocco of July 17, 1970;
- the Staff Regulations of CAFRAD entered into force on July 1, 2012;
- the Financial and Accounting Regulations of CAFRAD of November 23, 1985;
- the Internal Regulations of the Board of Directors adopted in May 1974.

These various texts have been amended several times by decisions of the Governing Board, some of which have not been integrated or incorporated into the primary text.

For example, the CAFRAD Establishment Agreement and Staff Regulations provide that CAFRAD's headquarters are in Tangier, while several decisions of the Governing Board have transferred CAFRAD's headquarters to Rabat. The appropriate legal solution would be for the Governing Board to formally amend the Establishment Agreement, Staff Regulations and other statutory documents of the Centre, which state that CAFRAD's headquarters are in Tangier.

Similarly, the CAFRAD organization chart must be clearly defined in the original texts of the Institute.

The legal status of the Director-General in terms of rights, obligations, liability regime and the first international personality (principal official<sup>8</sup>) remains to be defined in the fundamental texts of the Organization. The criteria for the recruitment of the Director-General and his benefits are not specified anywhere in the texts.

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<sup>8</sup>The CAFRAD DG must have a cabinet and a group of advisers knowledgeable in matters of public administration and governance.

Also, a rereading of these founding texts<sup>9</sup> will make it possible to confer on CAFRAD all the attributes of an international Organization; to endow it with a specific status; to adapt its mission to the evolution of its environment and to the transformations of public action in the Member States; to increase the annual contribution of the Member States, to define the status of the staff (permanent or non-permanent) in terms of benefits and obligations, to review upwards the salary of the staff; to establish the focal points of CAFRAD in the ministries, to establish the International Advisory Committee of the DG; to reform the “continuing education” component of CAFRAD by determining its terms, conditions of access and the legal value of diplomas and certificates issued by CAFRAD; to reorganize CAFRAD’s relations with the Regional Economic Communities, the African Union, the United Nations, as well as its strategic partners...

**3.7. The synthesis elements of the CAFRAD diagnosis: the SWOT analysis**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• First pan-African intergovernmental institution in the field of public administration and governance</li> <li>• Support from the Royal Government of Morocco</li> <li>• A central concept, responsible public governance, in line with the expectations of national stakeholders</li> <li>• Good reputation</li> <li>• A long experience and diversified expertise</li> <li>• A General Directorate that has the confidence of the Governing Board of Directors</li> <li>• A new General Director rich in experience, expertise in the field and vision</li> <li>• The new vision of the new General Director approved by the Governing Board</li> <li>• A new, more comfortable headquarters in Rabat.</li> </ul>	<ul style="list-style-type: none"> <li>• Fundamental texts regularly modified by the decisions of the Governing Board but these modifications are not integrated into the original texts</li> <li>• Lack of readability of the organization chart</li> <li>• Lack of formalism in the development of decisions by the Governing Board</li> <li>• Absence of a code of conduct for staff and a manual of administrative, technical, financial and accounting procedures</li> <li>• Lack of scientific and expert personnel</li> <li>• Lack of financial resources</li> <li>• Lack of diversification of funding sources and partnerships</li> <li>• Lack of attractive projects</li> <li>• Lack of cooperation with universities and research organizations</li> <li>• Non-existence of the Scientific Council and the International Advisory Committee</li> <li>• Rudimentary, dilapidated and</li> </ul>

<sup>9</sup>The Executive Committee is to be renamed the “Committee of Representatives of African Sub-Regions”. It will also include a representative from each of the Regional Economic Communities and a representative from the African Union.

	<p>unsuitable local in Tangier</p> <ul style="list-style-type: none"> <li>• Limited digital resources</li> <li>• Low functionality of the CAFRAD website</li> <li>• 18 non-member African States and stagnation of memberships</li> <li>• A positioning out of step with the developments in its environment and the transformations of public action</li> <li>• A demotivation of existing staff</li> <li>• Insufficient networking</li> <li>• Difficulties in meeting financial commitments to staff and creditors</li> <li>• Activities below expectations in terms of quantity and quality</li> <li>• Poor execution of scheduled activities.</li> </ul>
<b>• Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>• Real needs expressed but not satisfied by member states leaving a vacant place for a pan-African institution</li> <li>• A dynamic of renaissance and global transformation of Africa underway</li> <li>• New requests and new challenges facing Africa</li> <li>• Morocco's return to the AU with an offensive diplomatic strategy in Africa</li> <li>• The continuation of the legacy of the founding fathers by the King Mohammed VI</li> <li>• The extension to new niches beyond the Administration and target groups: public institutions and private companies, civil society</li> <li>• The emergence of new issues</li> <li>• The support of the African Development Bank</li> <li>• The increase since 1971 in the GDP of the Member States with a desire expressed by the Governing Board to increase contributions</li> </ul>	<ul style="list-style-type: none"> <li>• The instrumentalization of the Institution by groups of Member States</li> <li>• The constant deterioration of the rate of recovery of contributions from Member States and the erratic nature of their release</li> <li>• The emergence of national administrative training institutions</li> <li>• Rivalry between private international training firms and regional establishments</li> <li>• CAIRN-type portal/Prospective notes published by the IFGP</li> </ul>

#### **4. Summary of actions to be taken to boost CAFRAD**

**Action 0:** Implementation of strong, ambitious and bold measures for reform, restructuring and construction of a new CAFRAD during the transition year;

**Action 1:** Redesigning of CAFRAD's fundamental texts and adoption of CAFRAD's status as well as a clear and mobilizing organization chart;

**Action 2:** Organization of a symposium on CAFRAD's 60 years of existence;

**Action 3:** Organization of a CAFRAD presentation tour in the Member States with thematic conferences;

**Action 4:** Rehabilitation of the Scientific Council, institutionalization of the International Advisory Committee and CAFRAD focal points in the ministries;

#### **Action 5: Development of management instruments**

- The development of the CAFRAD strategic plan;
- The definition of the four-year work program;
- The development of a budgeted annual work plan;
- The development of an annual budget project;
- The annual public procurement plan;
- The development of quarterly activity reports;
- The development of the human resources mobilization strategy (highly qualified and competitive scientific and expert staff);
- The development of an annual CAFRAD performance report with key performance indicators;
- The development of a training and skills development plan and motivation of CAFRAD talents;
- The development of an administrative, financial and accounting procedures manual;
- The development of the code of ethics and professional conduct of CAFRAD agents;
- The development of a financing strategy or a hard-hitting strategy for mobilizing innovative financial resources, increasing self-financing capacity, seeking financing from the African and non-African private sector, setting up projects to seek financing from international financiers, increasing consultations and customer service provision, editing, publication and sale of books;
- The development of a communication strategy with a view to promoting and improving the image and reputation of CAFRAD in Africa and around the world;
- The establishment of the debt management/payment plan;
- The strengthening of existing partnerships;
- The establishment of new strategic partnerships;
- The strengthening of the partnership with the Regional Economic Communities and the African Union;
- The establishment of partnerships with third countries and international organizations outside Africa...

**Action 6:** Reform of continuing education to provide training offers that are more adapted to African challenges and meet the needs of Member States;

**Action 7: Rationalization of financial and budgetary management**

As part of the CAFRAD reform, it is urgent to rationalize financial and budgetary management. **This measure requires the revision of the fundamental texts of CAFRAD.**

The social year must correspond to the calendar year, from January 1 to December 31.

- **Activity program and forecast budget**

The Director General submits to the Governing Board via the Executive Committee an activity program, forecast operating accounts and an investment budget for the following year, three (3) months at the latest before the end of the current financial year, i.e. in October.

- **Budget vote**

The Centre's budget is voted on in balance of income and expenditure. It may include a financing surplus.

- **Accounting year-end closing operations**

Within three (3) months from the end of the financial year, the Director General shall prepare the annual financial statements, produce his activity report, prepare the draft management report (annual performance report) and submit them to the Governing Board for the purpose of closing the accounts.

It follows that the Governing Board will devote two sessions to the budget documents and work programs of CAFRAD, an ordinary session which will now take place in October of the current year, and an extraordinary session in March of the following year. Each session will last two (2) days and will be opened or precluded by an inaugural lesson or a major conference on a major issue of public action, lasting 1 hour, including communication and debates.

Establishment in the CAFRAD Statutes (to be adopted by the Governing Board) of focal points of the civil service ministries who can meet at two levels: Senior officials of the Capital and Ambassadors accredited to the Kingdom of Morocco, the International Advisory Committee (IAC to be established as well).

Protocol amending the scales of annual contributions of Member States to be adopted by the Governing Board.

**Action 8:** Recruitment of a legal advisor for CAFRAD.

## **Conclusion**

The handover between the outgoing DG and the incoming DG was an opportunity for the latter to take the keys and management of CAFRAD as well as knowledge of the files. This knowledge will continue with a view to appropriating the intelligence of the Organization in all details. A strategic

diagnosis will result in providing CAFRAD with a four-year strategic plan. Thus, the first year of the mandate will be declared a transition year to conduct the reforms necessary for the profound and global transformation of CAFRAD and its means of intervention with a view to its influence, visibility and the effectiveness of its actions in the Member States.

A strong political will in the Member States, involving not only the Ministers in charge of the Civil Service, Administrative Reform, Training and Research on Public Administration, but also the Heads of State or Government and the Ministers in charge of Finance, or even all members of the Government. In any case, CAFRAD needs a solid and visible rooting in the Member States.

## ANNEX: Current CAFRAD organization chart

