



**TOWARDS A NEW  
DEVELOPMENT MODEL**  
STRATEGIC REPORT 2019/2020

CHAPTER 1

**Under the direction of Mohammed Tawfik MOULINE,**  
*Director General of the Royal Institute for Strategic Studies*

# |Chapter 1

GOVERNANCE, AT THE HEART OF THE  
DEVELOPMENT MODEL TO BE BUILT

The new development model draws on a temperance approach that aims to put an end to the predatory economy which caused such damage during the Anthropocene\*. Many solutions to existing problems are known and both financial and technological resources are often available ; what is generally lacking is government action. That is why the cornerstone of this development model is governance: without it, it is not possible to lead, or even complete, the revolution in human activities that is already underway.

# 1

## UNDERSTANDING

Governance is a fundamental prerequisite for the successful implementation of any development model, regardless of its components. World political history continues to prove this. The best intentions and the most technically perfect model are useless if the system in charge of its implementation does not take ownership of it, regardless of whether this governance is public or private.

For this model to be implemented, a comprehensive but clear governance framework is required. It could be deployed through four axes, according to two main principles :

- ▶ **Justice and ethics**, because worsening inequalities lead to a breakdown in the social ladder\*, exacerbated sense of injustice and increasing abuses of all kinds, including corruption.
- ▶ **Flexibility and adaptation**, in order to facilitate the evolution of this model, which is essentially transitional. Hence the importance of governance that is both smart, sensitive to varying contexts and nimble, i.e. seeking to minimize hierarchical structures and bureaucratic red tape.

# 2

## PARADIGM AND VISION

### 2.1 Axis 1 : Enhance collective intelligence



■ Source : IRES processing \_ <https://www.ekilium.fr/blog-coaching/entreprises-liberees-et-agilite-organisations/intelligence-collective-en-entreprise-comment-ca-marche/>

A manifest desire to **participate\*** in the decisions impacting them has emerged among stakeholders around the world, from Brazil to Hong Kong, including in non-democratic countries. Indeed, two distinct visions of democracy now seem to be emerging :

- ▶ Formal democracy, which allows citizens to choose their governments ; this choice does not however necessarily imply that citizens are involved in public authorities' decisions.
- ▶ De facto democracy, involving stakeholders (citizens or not) in the decision-making process, through various consultative mechanisms : from conference-consensus\* to Etats Généraux (Estates General\*) or the development of territory-specific projects\*, for example.

# 2

## PARADIGM AND VISION (2)

**Consultation\***, another collective intelligence process, is becoming increasingly crucial, whether to resolve conflict situations between the State and civil society, for example, or between companies and trade unions, or to coordinate the pooling of resources between managers or partners.

**Collaboration\***, which is a form of closer collective intelligence, is expected to develop not only in the fields of economics (coopetition\*) and public policy\* (public-private partnership for example), but also in the social and environmental fields in which some situations, such as poverty, depletion of natural resources and natural disasters are so dire, that close collaboration between various stakeholders is essential, whether for purposes of pooling efforts or coordinating action.

Thus, however much exchange it involves, collective intelligence is proving to be both a governance tool in its own right (23) as well as a prerequisite for dealing with the increasing complexity of situations.

### 2.2 Axis 2 : Streamline resources and uses

The world that lies ahead promises to be less hospitable than that of the 20<sup>th</sup> Century. Nowadays, a slow energy transition is already compelling countries that rely the most on hydrocarbons to slow down their consumption before another, cleaner, cheaper and more abundant energy is available. Many natural resources are at the center of bidding wars which limit access to them, such as fine wood, sand and copper. Drinking water is starting to move along that path, as are some food products. By 2050, the growing global middle class and the sharp increase in the world's population will put increased pressure on least available goods. The 7.5 billion human beings already consume in 7 months each year what nature regenerates in 12 months.

# 2 PARADIGM AND VISION (3)

Likewise, current production and consumption practices generate quantities and types of waste that nature can no longer absorb on its own. Contamination is spreading to soils and subsoils, groundwater, rivers and oceans, and even to the air we breathe.

In order to address this global situation, several good governance rules are urgently required, such as **the pooling** of equipment and infrastructure, for example, the **streamlining** of uses (reducing waste generated, limiting packaging, reducing water and energy consumption, etc.) as well as **community-based management of commons\*** such as in the case of self-administered neighborhoods in Brazil (see Best Practice No. 2), local water management systems in Spain, etc....

## 2.3 Axis 3 : Pursue decentralization

The development of collective intelligence mechanisms, such as the need to streamline resources and uses, clearly demonstrates that many solutions are local in scale.

Therefore, **the principle of subsidiarity\*** - i.e. assigning responsibility for public action to the entity closest to those directly concerned by it - established, in particular by the European Union, should systematically apply so that the most competent authority for the matter at hand, be it public or private, is entrusted with it.

# BEST PRACTICE N°2

## Participatory democracy\*: The Experience of Porto Alegre, Brazil (24)

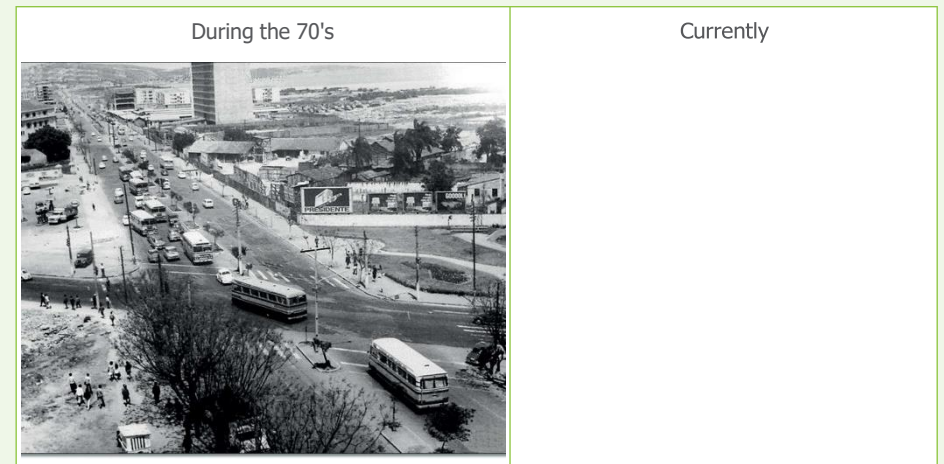
In the late 1980s, Porto Alegre introduced a new concept of participatory democracy\*, focused on boosting citizens' participation in local political decision-making.

In 1989, the city launched its "participatory budget" and supported the development of neighborhood associations, placed under the aegis of the Union of Residents' Associations of Porto Alegre. In close consultation\* with the party that had won the municipal elections in 1988, these associations designed a system putting the public in charge of the municipal budget.

Neighborhood associations participate annually in regional and thematic plenary sessions during which they are instrumental in determining strategic investment priorities for the development of their neighborhoods.

### Porto Alegre

*Porto Alegre, a medium-sized city with nearly 1.5 million inhabitants, is the capital of the State of Rio Grande do Sul*



Source : IRES processing \_ Composite series of images \_ [https://fr.wikipedia.org/wiki/Porto\\_Alegre](https://fr.wikipedia.org/wiki/Porto_Alegre) / <http://www.brasilbrasil.com/porto-alegre/>



# 2 PARADIGME AND VISION (4)

This reliance on local authorities presupposes a sufficient level of **decentralization** for such authorities to have the powers and resources, both legal and material, to solve problems without resorting to higher echelons of authority, with the support of multi-level governance\*.

While a broad decentralization movement erupted in the second half of the 20<sup>th</sup> century around the world, opposing forces, from autonomists to nationalists, are currently attempting to hold it back. Decentralization must, however, be expanded and intensified to best prepare for future crisis management. This requires not only legal mechanisms but, above all, qualitative intellectual, individual and collective capacity building.

## 2.4 Axis 4 : Develop factual knowledge

Public policy decisions are in most cases made according to ideologically-based assumptions, obsolete knowledge or preconceived ideas. This sometimes leads to a lack of understanding on the part of those concerned by such decisions. However, the effectiveness of any governance depends first of all on the following triptych :

- ▶ **Actual and up-to-date knowledge** of the matter at hand, through quantitative and qualitative data (surveys, polls, surveys) from representative samples.
- ▶ **Precise and systemic identification** of the specific issue raised, based on scientific investigation...
- ▶ In situ validation of proposed solutions, through **experimentation and evaluation** before, after and during implementation.

# 2

## PARADIGME ET VISION (5)

The new governance must impose the principle of factual knowledge in order to avoid seeing bad decisions, ignorance and litigiousness gain ground in society :

- ▶ Organizations and companies must put an end to "purely declarative" statements, such as lofty objectives which are known in advance to be impossible to achieve, mere advertising of major projects never completed, or wishful thinking on corporate social and environmental responsibility\*, Marketing and advertising agencies shall refrain from misleading or deceptive ads or wordings intended to mislead the consumer into believing things that are false or unfounded,
- ▶ Under penalty of prosecution, the media shall double-check information provided with other independent sources, refrain from tarnishing reputations without legal evidence and ensure objective communication of the information..

In this regard, big data must be the focus of particular attention : do the "profiles" generated by mass data processing really reflect the behavior of multifaceted and increasingly complex individuals ? Are they not only producing ideal characters, whose reality is only statistical ?

The new governance must therefore be concerned with deploying and enhancing collective intelligence in order to better address a range of issues and adequately streamline processes and resources. This is consistent with a decentralization approach that allows subsidiarity\* to improve the quality and speed of decision-making. In addition, it relies on high-quality information to provide the most effective and relevant solutions and to promote a greater level of knowledge among citizens.

The new governance can only be able to tackle future challenges by forcing the necessary leap forward (*leapfrog`*), towards more freedom, modernity, responsibility and enlightened vision.

# 3 PROPOSING

In matters of governance, the central question is no longer "what to do?" but "how to do it and do a better job?" How can we make sure that the reforms identified are implemented in conditions that significantly improve the social well-being of Moroccans? This generally involves raising awareness and enforcing the "rules of the game" or adopting and implementing new rules where necessary.

In this respect, particular attention should be paid to strengthening institutional capital, which, given its cross-cutting dimension, shapes the expected outcome of choices made in terms of intangible capital (human capital, social capital, relational capital, brand capital, etc.).

Laying the foundations for a new form of governance in Morocco, which breaks with previous practices, requires the implementation of the principles and four axes outlined above.

In addition to stepping up decentralization (see Chapter 4 - 4.4.1) and deconcentration, there are three main guidelines stemming from this governance, whether it is public or private :

## 3.1 The principle of honesty

Honesty is based on three explicit postures : ethics, transparency and accountability.

As an ethical measure and a way of curbing the annuity economy, Morocco should **ban speculation** (on land, raw materials, food products, permits, etc.) in general, and more specifically, that affecting citizens' living standards, while pursuing and intensifying **anti-corruption action**.

The Kingdom of Morocco should also prohibit **environmentally damaging practices**, and support alternative approaches.

Transparency requires accountability and widespread access to data produced by the State and the public sector, whenever such data is not of a truly sensitive nature.

Being held accountable at all levels leads, on the one hand, to more extensive evaluation and, on the other hand, to ensuring that no one is exempt from a justice system which is independent of political power.

# 3 PROPOSING (2)

## 3.2 New approaches to action

The key three-pronged approach that Morocco must adopt is based on : agility, to enable continuous adaptation, experimentation, to promote innovation and pragmatism, to respond as effectively as possible to needs identified.

Agility is demonstrated in multiple ways :

- ▶ **New project management methods** such as SCRUM (see Box No. 5), for example, which enable projects to evolve during implementation : applied to public authorities\*, they can accelerate transformations underway and foster a more entrepreneurial mindset, while preserving the spirit of public good.
- ▶ **New organizational structures**, for example, project-based (project teams) or reconfigurable cross-cutting clusters.
- ▶ **Continued training** of employees whose skills must be regularly updated, particularly in the context of digitalization\*.
- ▶ **Shortening the command chain** and promoting participatory subsidiarity\*.

# 3 PROPOSING (3)

Agility is only possible if it is coupled with an enabling and **flexible legislative framework** and public administration reform in both in terms of operating procedures and human resources management system.

**Public administration must be rehabilitated** so that it can once again attract high profiles, as well as eliminate the dysfunctions which characterize it, particularly in sectors in direct contact with citizens. To successfully complete its transformation, Moroccan public administration must seek inspiration from private management rules and capitalize on the opportunities provided by digitalization\* (see Best Practice No 3), while prioritizing the general interest.

## Box n°5 : The SCRUM methodology (25)

"The term SCRUM first appeared in 1986 in a publication by Hirotaka Takeuchi and Ikujiro Nonaka (26). It describes a new, faster and more flexible approach to developing new products or services.

The SCRUM approach is not intended for all types of projects. This is an approach that is easy to understand, but difficult to master. It follows the principles of the agile\* methodology, i.e. active involvement and participation of the client throughout the project.

Considered as a project management framework, SCRUM consists of several fundamental elements: roles ; events ; artifacts ; rules.

It is an empirical, dynamic and participatory approach to project management. A synchronization meeting, called a daily "melee", is planned to monitor the project's progress."

# 3 PROPOSING (4)

To this end, it is advisable to :

- ▶ to provide public administration (central and regional) with the same tools as the private sector (chart of accounts, strategic planning and umbrella projects, results-based culture, etc.) ;
- ▶ provide better service to the public : move from a user, taxpayer and citizen culture to a customer culture ;
- ▶ reason in terms of intangible capital and establish it as a criterion for evaluating public policy decisions ;
- ▶ shift from personnel management to human resources management, with a focus on a skills-based rather than a degree-based approach ;
- ▶ prioritize public services that are closest to citizens as part of administrative reform.

Morocco must capitalize on the opportunities that advanced regionalization provides to improve the efficiency of central administration and establish the foundations for a territorial governance of public policies.

Furthermore, this new governance must seek greater public policy coherence and closer coordination between stakeholders. It must cement the exemplarity of the State and consecrate its role as a visionary to the benefit of the general interest, in the long term.

The reform process must be separated from political and electoral contingencies. Reforms must be deployed on the ground and the allocation of budgetary resources must be systematically conditioned on the achievement of objectives assigned to public services.

# BEST PRACTICE N°3

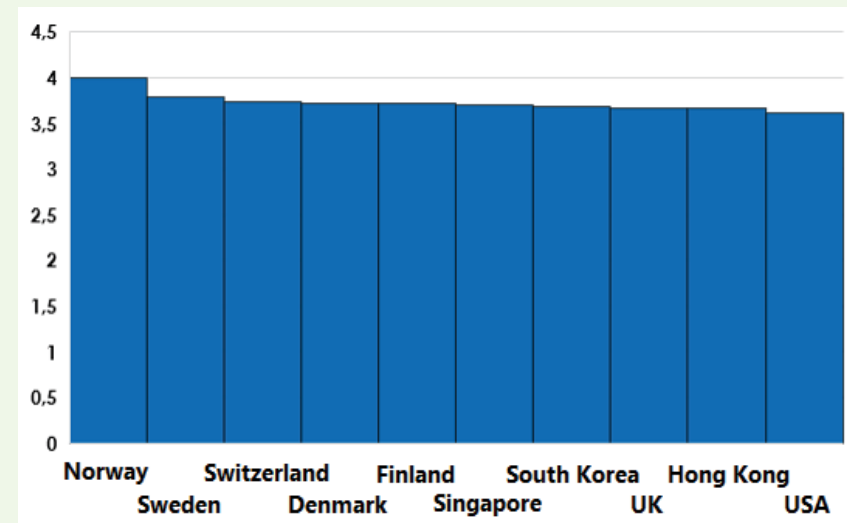
## The Agency for Public Management and E-Government in Norway (*Difi*)

Nicknamed the El Dorado of the digital nomads, Norway ranked first in the world in 2017 in the Digital Transformation Index\* (see Figure 21). It is one of a few countries in the world with high levels of digital trust among its citizens.

Norway set up the Agency for Public Management and e-Government (*Difi*) in 2008 with the main objective of strengthening government action and improving the organization and efficiency of public administration.

*Difi* is dedicated to ensuring that Norwegian public administration is characterized by the values of excellence, efficiency, citizen focus, transparency and democracy. It aims to develop public sector organization and leadership, while coordinating public authorities and services to citizens (27).

Figure 21 : The top 10 countries according to the Digital Evolution Index\*



Source : IRES processing \_ The Fletcher School and Mastercard, Digital Planet 2017

# 3

## PROPOSING (5)

### 3.3 New leadership

To bring about change, Morocco must foster the development of new forms of leadership (see Best Practice No. 4), in which general skills - soft skills (see Box No. No. 6) are essential.

#### **Box n°6 : Soft skills or broad competencies (28)**

Soft skills refer to a broad set of skills, competencies, behaviors, attitudes, and personal qualities that enable people to effectively navigate their environment, work well with others, perform well, and achieve their goals. These skills are broadly applicable and complement other skills such as technical, vocational, and academic skills.

|| Source : Workforce connections: Key soft skills that foster youth workforce success, Child Trends, June 2015

Three sets of specific skills characterize future leaders :

- ▶ Develop a vision which is compelling (guidelines, goals), meaningful (sense-making) and communicate it clearly.
- ▶ Treat everyone equally, promote participation\* and take responsibility.
- ▶ Build bridges by valuing diversity, openness and inclusion, while promoting experimentation.

A leader who is guided by these principles must not only focus on the present to manage change, but also visualize the future to set out a roadmap to prepare it. These values constitute the bedrock of the leader's ability to drive change in his/her organization, regardless of its size or industry.



# BEST PRACTICE N°4

## The "1Malaysia" strategy in Malaysia (29)

**"1Malaysia"** is a management philosophy adopted in Malaysia, at the initiative of Prime Minister Najib Tun Razak, elected in April 2009. *"People First, Performanse Now"* is its slogan. Focused on a culture of high performance, precision, innovation, integrity, will, loyalty and wisdom, this strategy is underpinned by three key pillars :

- ▶ Pillar one refers to the principles of national unity, namely : respect for others regardless of ethnicity, respect for the nation's founding principles, enshrined in the Federal Constitution, and the promotion of social justice.
- ▶ Pillar two focuses on incorporating the notion of citizenship and wisdom in decision making.

- ▶ Pillar three focuses on improving the effectiveness of the public governance system. To this end, a program called *"Government transformation"* was launched in 2009. It relies on :
  - ❖ Using a private management style and a performance and results-based management culture ;
  - ❖ Promoting competition between various public sectors and resorting to subcontracting and near-privatization ;
  - ❖ Implementing a cohesive and comprehensive public policy evaluation framework, through an array of key performance indicators, managed by the Ministry in charge of monitoring the performance and quality of public services.

# R

## EFERENCE NOTES

---

### External publishing:

- (23) LEVY, Pierre. Intelligence collective. Basic Books, 1997. 277p: < <https://portail-ie.fr/resource/glossary/51/intelligence-collective> >
- (24) AUROI, Claude. La pensée comptable-Expériences de gouvernement local en Amérique latine : Cúcuta et Porto Alegre Graduate In : Institute Publications. 1998:<https://books.openedition.org/iheid/2671?lang=fr>.
- (25) Site web "Qu'est-ce que la méthodologie Scrum ?" : < <https://www.planzone.fr/blog/quest-ce-que-la-methodologie-scrum>>
- (26) TAKEUCHI, Hirotaka. NONAKA, Ikujiro. The new product development game. In Harvard Business Review. January 1986 : < <https://hbr.org/1986/01/the-new-new-product-development-game>>
- (27) Site Web Agency for Public Management and eGovernment Difi : < <https://www.difi.no/om-difi/about-difi>>
- (28) Workforce connections. Key soft skills that foster youth workforce success, Child Trends. June 2015.
- (29) Site Web "The 1Malaysia Concept Part 1" : < <https://www.najibrazak.com/en/blog/the-1malaysia-concept-part-1/>>