

THREE YEARS AFTER THE ADMINISTRATIVE REFORMS : What perception do executives and non-executives of the Ministry of Higher Education and Scientific Research (MHESR) have ?

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SUMMARY

The objective of this exploratory research is to assess the perception that the executives and non-executives of the Human Resources Directorate of the Ministry of Higher Education and Scientific Research of Gabon are making of the various reforms three years after their implementation on the one hand, and on the other hand identify the various sticking points if necessary, which would hinder the completion of the process. 42 civil servants, 13 executives and 29 non-executives, participated in this study and the data were collected using a questionnaire and statistical analyses with SPSS 24 show that, according to the occupational categories, the reforms were well on the other hand, the balance sheet remains negative given the difficulties encountered on the ground. The management method initiated does not receive any favourable feedback and finally, following the austerity policy initiated in 2018 ; professional mobility remains ineffective due to the blocking of all administrative situations (recruitment, reclassification, advancement, etc.) for 3 years.

1- THEORIC CADRE

Since the 1990s, the basic tool of human resources services is no longer just the position, but rather the individual. Practices have become significantly individualized and concepts that are now in vogue, such as talent management (Mirallès 2007, Bentein, Vanderberghe, & Dulac, 2014, Martin, 2014), are the result of this thought centered on the identification of " key people" and the individual performance model. The work of Bonnenfant, D'Alincourt and Deforges (2011) focused on public management, building on the dynamics of the reforms pushed in 2007 by the French government. They have been able to demonstrate that the evolution of supervisors' skills is necessary, especially when they are equipped with tools and working methods adapted to the complexity of the projects, so that they can make sense of these projects and mobilize the Agents. Today, the public sector cannot simply copy the private sector. It must also enhance skills, adapt methods but also recognize and value performance.

Also after Bonnenfant and al. (2011), the State has made a visible change of direction, around two strong axes : the reform of effective public management, the strengthening of the transparency of information on the one hand, and on the other, the new management method

based on new accounting and budgetary mechanisms for the state. Bonnenfant and al. (2011) conclude that since the 2000s, administrative reform policies have been characterized in France by a new dynamic, illustrated by the launch in 2001 of the budgetary reform (LOLF) and in 2007 of the "General Public Policy Review" (RGPP), and marked by a much clearer influence of New Public Management. The balance sheet that can be drawn up remains uncertain, however, as the ambitions of the reformers contrast with the reality on the ground and the strategy adopted, deprive these reforms of the consensus that would be necessary for their proper implementation. The new public management aims to transform the state by systematically drawing on the logics of competition and methods of government used in companies : outsourcing, auditing, regulation by specialized agencies, individualisation of remuneration, staff flexibility, deconcentration of profit centres, performance indicators, etc. These are all instruments that will be imported and disseminated in the public sector in the name of adapting to the "realities of the market and globalization".

The New Public Management is about ensuring that public officials no longer act by simple compliance with bureaucratic rules, but seek to maximize results and meet the expectations of users. This implies that the administrative units are responsible for their specific production and that they enjoy a certain autonomy in the implementation of their project. Management techniques are based on the three concepts of "objectives-evaluation-sanction" each entity is made "autonomous" and "responsible". Moreover, the work of Issam Sleiman (1998), on the reform of the Lebanese Public Administration after the end of the civil war in 1990, showed the great role to be played by this administration in rebuilding the country's society and economy, because it would suffer from several problems. Indeed, the citizen is not at the centre of the attention of the public administration. The majority of Lebanese believe that public administration primarily serves the interests of those in power and certain officials, which leads to the neglect of the interests of the citizen. Archaic, complicated and overwhelming working methods are one of the main causes that drive citizens to complain about the administration. Entrepreneurs, service seekers in many areas, municipal officials and all those in need of government services and support face complex and confusing procedures.

The Lebanese public administration has so far suffered from excessive centralization and poor coordination between central and local administrations (municipalities). The latter are victims of a real guardianship despite their general jurisdiction. Corruption in public administration is becoming more and more serious. The authorities talk about the culture of corruption that is spreading within society. Corruption in public administration is at the root of corruption, including the level of employees, lack of effective control and accountability, excessive centralisation, political interference in the affairs of public administration. Corrupt officials are protected by some influential political figures because corruption in public administration is largely due to political corruption. Corruption, whether in the administrative or political fields, is protected by the structure of clientelism under the guise of confessionarism. One public servant is placed in a key position, another is moved, piston-based networks of services and influence-peddling networks are created, all under the guise of denominational sharing. Corruption has very negative repercussions in all areas. To combat corruption in the public sector, a law was established in Lebanon in 1953, known as the illegal enrichment law, but it was never enforced. Another law, under the same title, was passed in 1999, unfortunately it had the same fate.

In considering the aforementioned problems of the Lebanese public administration, the need to adopt the principles of modern public administration, as part of a general administrative reform, are aimed at establishing an administration dynamic, efficient and flexible public policy. A modern public administration that can serve the citizen and ensure the economic and social development of the country on the one hand, and on the other hand, its national cohesion.

It can meet key social needs while respecting the principles of good governance, and reform that could manifest itself from within and outside it requires the adoption of a progressive strategy of reform and development. Although the reference to France and Lebanon remains very theoretical and historical, in concrete terms, a new public management has been put in place, even if the content remains different. And the aim here is to highlight the deadlocks that these reforms in both countries have faced when they were implemented.

Like the countries that reformed their public administrations, Gabon has not remained on the margins, it is decree No. 25/PR/MBCFPF of 16 January 2013 establishing and organising a Human Resources Directorate (HRD) within each department which is the starting point for all the other reforms initiated by the Gabonese state (reform set up the new remuneration system, the professional mobility of state employees, etc.). With this in mind, our study will focus on the issues and even the perception that executives and non-executives have of the establishment of the Central Human Resources Directorates (CHRD) in each departmental department, the New Compensation System (NCS), the new mode of public management (NPM), etc., by asking the question : what can be the most valuable of centralized management of human resources within a public organization ?

The Ministry of Higher Education and Scientific Research, like several other Ministries, is experiencing dysfunctions in the management of the civilian personnel of the State in which it is responsible. It is in this context that the highest authorities have decided to create a new framework for the management of civil agents of the State through the establishment of the Central Human Resources Directorates (CHRD), decentralized services of the Directorate General of Public function, in which each ministry will be able to define the bodies and employment structures it has at its disposal for a better definition of its sectoral policy. These reforms initiated by the Government would aim to regularise a large number of dysfunctions found. For the operationalization of the various reforms initiated by the State, several axes are highlighted ; management method, the consolidation of the public officials' file, the control of the wage bill, the professional mobility of state employees, etc.

1.1. Managerial plan

According to the Gabonese Public Service's Bi-semi-annual Information Journal No. 1 (2016), on a managerial level, the Directorate has (following the reform) a managerial strategy with an obligation of long-term results. This strategy is characterized by the establishment of certain mechanisms to monitor public officials on a daily basis ; i.e. the proximity management of public officials of the state. According to the Minister of the Public Service, "administration of the administration" needs to be brought closer together. In order to ensure that the handling of agents' files is carried out in good conditions, with a quality service and satisfactory deadlines. From now on, it is the public service that investigates the files on the spot and no longer the Central Directorate of Personnel (CDP), in order to avoid anarchic recruitment. The aim is, in particular, to provide answers to the needs expressed by services and users in terms of activity profiles and therefore the skills sought (recruitment) and in terms of monitoring needs (forecast management of staff and Skills).

On the human level, the Central Human Resources Directorate (CHRD) today would allow a better visibility of the administrative situations of officers at the level of the Ministry of Higher Education. On users, the service rendered (optimizing career progress, solving the problems they encounter, improving the satisfaction of professional expectations) : one of the long-term visions is to offer a policy of management of resources Optimal humanities and for each civil servant a career opportunity throughout his professional life. The aim here is to better manage the agents in order to better serve the users. Managing the needs of officers as closely as possible

involves redefining the respective roles of the central directorate of decentralized resources and services. Since the implementation of these reforms, this is what is expected, if it is to be paraphrased the Journal Bi-semi-annual No. 1 (2016) of the Public Service.

1.2. Remediation and updating the public officials' file

At the same time, the establishment of the Central Human Resources Directorates (CHRD) is the aim of the authorities is to improve services, opting for the deconcentration of work. The initiative also aims to clean up and update the public officials' file and to develop a mapping of officers. Important, says the Minister of the Public Service, who finds it incomprehensible that the situation of an officer who has experienced several assignments is not updated several years after his first assignment.

1.3. Controlling the wage bill

Under the New Compensation System (NCS), the income of public officials and the pensions of those who have stopped working will be increased. For officers, the NCS would guarantee an immediate increase in salaries since July 2015, an increase during advancements and an improvement in the level of superannuation. This reform would aim to modernize the Gabonese administration by providing it with fairness, justice, flexibility and attractiveness. In other words, this new system would be based on more consistent and effective administrative management of staff.

One of the primary purposes of the New Compensation System would be to promote the purchasing power of state agents. This would first result in the payment of all income (salary and bonus) in the balance of the month, and no longer at the end of the year. For example, teachers will receive their Training Incentive Premium (TIP) or the Research Incentive Premium (RIP) no longer once a year for some and per quarter for others, on the other hand with their salary, each month. With this increase in revenues, public officials would be able to access certain banking procedures more easily, such as taking out loans to finance personal or professional projects. The lack of vision and objectives in the management of public official compensation for more than 20 years has resulted in the lack of consistency in the system, resulting in an increase in the wage bill and a low pension officers who are allowed to exercise their rights in retirement. However, with reform, pensions should be much more coherent.

1.4. The mobility of public officials

Mobility is a powerful instrument of professional enrichment, through the acquisition of new skills and new experiences through confrontation with other professional backgrounds and cultures. But, should this mobility still be done in the right conditions. Indeed, the mobility of public officials does not always meet objective criteria. Some officers, for example, are assigned to a disciplinary staff without the actual need for the hospitality service or administration. In this regard, it is not surprising to observe in some administrative structures a plethora of unusable agents who do not know, sometimes what to do. However, with the establishment of the CHRD, due to the proximity management of resources, it will now have the capacity to guide, guide, advise agents, after taking the time to know their aspirations, their skills not used in the or discuss their career prospects with them.

As evaluation maintenance is the preferred instrument for this function, mobility is an option open to all professional categories. Knowing that for non-executives, geographical mobility is all the more difficult because of the material problems it can cause, this must lead to being more attentive to facilitate functional mobility. It can, as such, play the role of an effective lever to help agents adapt to the continuous changes in their professional environment,

in a career system where agents are recruited in advance to carry out their entire career paths in the public sector.

2. PROBLEMATIC

The government has gradually expanded the scope of state intervention to meet strategic priorities or the development of new social demands. This movement has accentuated the problems of the functioning and coordination of public organizations, leading them to structure themselves in analog forms to the typical ideal of bureaucracy (Drefus, 2000), a model theorized by Weber (1960). With the extension of the role of the state, the model of bureaucratic organization has gradually become established and the socio-economic changes that have been going on in Western countries since the end of the 1970s are having the consequences of crises requiring public action to be more performance-seeking. As part of this approach, the model of public performance has been strongly challenged, as Lorino (1999) points out. It is the concern to improve the public sector, that the managerial dimension of human resources has been borrowed from the private sector and in general, any human resources management system is characterized by a structured organization, which has the to achieve upstream targets. The public administration has undergone a series of reforms aimed at the modernization of the state, with the introduction of the managerial process, the transition has been gradually made through a process that does not lead to abrupt ruptures. From this perspective, France, for example, has not remained on the margins, because it is always a question of reforming its administration, even if at the end of the French revolution, this administration was already judged as bloated and finding it too heavy, too (Pinet, 1993).

Since the 1960s, the Gabonese administration has suffered from several ills ; administrative slowness, phenomenon of ethnism, geopolitical influence, political sponsorship, co-optation or corruption to integrate the Civil Service, which is the only way to be part of the Gabonese civil servants. And yet according to the texts, integration into the public service is done by way of competition, following all these "drifts", the public administration is described as "unproductive" by the populations who constantly decry these practices. In an effort to address all these shortcomings, the Gabonese government has introduced a series of reforms in the public administration and efforts to reform this administration are as old as the scope and scope remain of great contribution. These reforms (see Decree 25/PR/MBCPFP of 16 January 2013, for example, which include the creation of CHRD) are part of the New Public Management (NPM), which is a new form of public management based on the culture of profit and borrowing practices and tools from the private sector (Bartoli, 1980). Noting the non-productivity and lack of productivity of public officials, the government has set up a human resources modernization project, which is part of the Gabon Emergent Strategic Plan (GESP) project. After a broad diagnosis, the conclusions showed that without quality human resources, it would be difficult to carry out the necessary reforms to the process of modernization of the state. It is with this in mind that the Ministry of Budget and Public Accounts, not to mention that of the Public Service, had instructed a new dynamic of management of civil agents of the State, in order to professionalize and de-center the management function Human resources hence the development of the organic text (Decree No. 25/PR/MBCPFP of January 16, 2013) establishing the Central Directorates of Human Resources (CHRD). One of the ongoing challenges faced by managers of public administration is the need to evolve a number of tools at their disposal, while preserving the specialties of civil servants, as well as the guarantees of their own to their status.

The emergence of the NPM over the past thirty years and adapted to the private sector has helped to reduce the divergences and silos in terms of human resource management between the two types of sector. However, we can still see some dysfunctions within this administration in terms of staff control or reorganization and recruitment at the public service level. The route of the files of agents being recruited, for example, takes longer than expected, while the reform centred on New Public Management (NPM) which relies on private sector tools is already in place and accepted. In the face of all this, we are able to ask ourselves a few questions ; in terms of human resources management, to what extent will the transfer of management methods from the private sector be beneficial to the public sector ? What can be the issues of the CHRD reform and how is it perceived by MHESR administrative officers ?

2.1. Work hypotheses

As a general assumption of our study, we will remember that the intersection between the implementation of administrative reforms and the perception of the executives and non-executives of the CHRD of the Ministry of Higher Education and Scientific Research is related significant.

H1: The type of management perceived varies depending on the individual characteristics. This difference is perceived in the sex of the agents, men have a more pronounced perception than women (H1a). This difference is also observed in the age of the participants. Older people feel that the type of management is different than their older colleagues (H1b).

H2: The new compensation system is perceived differently depending on the gender of the public servants (H2a), and the job title (H2b).

H3: Occupational mobility is recognized as non-effective based on the occupational category (H3a), and the gender of the agents (H3b).

H4: The lack of autonomy of CHRD is perceived according to occupational categories.

3. METHODOLOGIC CADRE

3.1. Presentation of the study framework and characteristics of the participants

	Heads of Services	Administratifs Officers	Simple Agents
Women	1	4	22
Men	2	6	7
Total	3 (7.14%)	10 (23.80%)	29 (69.05%)

Our study took place over four months in the Ministry of Higher Education and Scientific Research (MHESR) and more specifically in the Central Directorate of Human Resources, it was carried out in collaboration with the agents simple agents and department heads of the CHRD of MHESR. With regard to the age pyramid, we have a staff of 8 officers under 30, 7 officers in the 31-35 age group, 9 officers in the 36-40 age group and 18 officers in the 40 and over bracket. The subjects who participated in our study are agents with at least five (5) years of professional experience.

3.2. Data collection and processing tools

For the collection of our data we chose a quantitative measurement tool namely a Likert-type questionnaire with 5 possible responses ranging from 1 "not at all agree" to 5 "completely agree" based on the assertions that had been proposed to them preceded by a socio-demographic collection (sex ; socio-professional categories, years of professional experience, entitled the position and number of dependent children). We are talking about assessing the perception of the ministry of higher education and scientific research in the face of the new reforms of the public service, three years after the implementation of these.

The instrument is a questionnaire developed on the basis of a pre-survey. It assesses the determinants of administrative reform among MHESR officers, and consists of 32 items. The questions thus formulated are as follows; the subdimensional management 6 items *"With the new reforms of the Public Service, the follow-up of my career is done alone without my intervention, Since the implementation of these reforms, the observation shows that the files of MHESR agents, are dealt with in the satisfactory deadlines, In my opinion, the respective roles of CHR and its decentralized services are redefined to best manage the needs of agents,"* the sub-dimension creation of the CHR 11 items *"The implementation of CHR has encouraged the updating of situations Officers having experienced several assignments or appointments, The establishment of the CHR has encouraged the updating of the MHESR officer file, The establishment of the CHR has promoted the remediation of the MHESR officer file"* the subdimensional New System Compensation (NSC) 7 items *"The introduction of the New Compensation System has promoted the valuation of agents' incomes".*

"The payment of all income (premiums and salaries) in the balance of the month is a good initiative of the public authorities, One of the advantages of this new compensation system is the ease of underwriting loans from banks", the subdimensional occupational mobility 6 items *"The occupational mobility of public officials does not always meet certain objective criteria (as often affected without taking into account real needs), The implementation of occupational mobility for non-executives promotes their adaptation to changes in the professional environment, . The professional mobility of MHESR officers and staff enables the acquisition of new skills"* and the autonomy sub-dimension of central directors 2 items *"I believe that the CHR stake managers assigned to each department do not benefit decision-making latitude, in my opinion, administrative reform has not yet achieved the desired objectives."* This tool, as noted above, has been supplemented by socio-demographic variables such as ; age, gender, number of dependent children and the title of the position of the officers making up the MHESR.

4. PRESENTATION OF RESULTS

4.1-Scores of subdimensional administrative reform variable by socio-professional category (SCP)

Variables	Heads of service	Administratives Agents	Simple agents	t	β	p
Public Management	2.61 (0.65)	2.10 (0.42)	2.10 (0.42)	5.69	0.39	
Creation of CDHR	3.39 (0.51)	2.79 (0.52)	2.79 (0.52)	3.84	0.41	.000
New Compensation System (NCS)	2.62 (0.54)	2.31 (0.57)	2.31 (0.57)	11.24	0.22	.210
Occupational Mobility	2.61 (0.53)	2.70 (0.59)	2.70 (0.59)	11.24	0.13	.000

Table 1 : Regression analysis between the perception of the implementation of administrative reform according to the socio-professional category of MHESR employees

After the descriptive analyses carried out on the basis of the data collected, the results obtained show at first glance that compared to the subdimensional management, the score

obtained is around 2 for the three socio-professional categories (moy=2.61 ; E.T=0.67 for department heads, moy=2.36; E.T=0.81 for administrative officers and for ordinary agents, moy=2.10; E.T=0.42). By looking at the scores recorded, the administrative managers have a slightly higher perception than the other categories, while the regression analyses carried out confirm this significant difference ($\beta=0.39$; $p<.000$) civil service reforms with the aim of modernising public administration, the management dimension is still slow to take its toll Brands. When the policy decides to put certain organizational tools and methods of the private sector at the service of public administration, it is not surprising that this type of change that changes the behaviour of agents finds some resistance.

It should be noted that growth and profitability become "masters" words engraved in every political discourse, when the strategic plan of each ministerial structure must be declined to qualify the performance potential. Here, with the aim of quantifying the public service to the user, the public service through its agents and the authority of its leader want to copy without adapting certain processes of the private sector. And yet, this administration must first communicate with other departmental organizations, review the channels of information distribution, why not outsource certain tasks that can burden public action.

Faced with all these constraints of the reality of the functioning of the Gabonese administration, there is still a reluctance of line managers in the civil service to leave decision-making latitude to the Central Directors to take any decision inherent in the operation or smooth running of the ministerial department in which they were assigned. The success of such measures, depends on the trust and involvement invested in the men and women who have the heavy task of carrying out these projects of redesign and in return, the administration as a whole must be able to evaluate the contributions recognize each member of the link, develop the necessary skills, above all inform upstream and involve the real actors at the expense of certain sociological burdens such as ethnicity or co-optation that are recurrent phenomena in the Gabonese administration.

With regard to the creation of the Central Human Resources Directorates (CHRD) in each departmental structure, the recorded score ranges from 3 to 2 (moy=3.39 ; E.T=0.51 for department heads, moy=2.83 ; E.T=0.86 for administrative and moy=2.79; E.T=0.52 for simple agents). All occupational categories combined praise the creation of these central branches in all departments, but point out that there is no perceived difference between these central and previous directorates of staff. Because it must be remembered that the purpose of setting up these branches was to deconcentrate the public service in order to manage the careers of officers and other public servants in a close and rapid manner. It must be noted that three years after the creation of these, this reform is struggling and taking these marks, the administrative situations of the agents always obey the same previous principles (personal approach and individualized follow-up, etc.), when it comes to recruitment, advancements, reclassifications or other tenure of officers who have come out of training or internships.

As for the new remuneration system, the score is around 2 (moy=2.61 ; E.T=0.54 for department heads, moy=2.58 ; E.T=0.67 for administrative and moy=2.31; E.T=0.57 for simple agents). It should be remembered that remuneration remains a key element of the employment contract, as it is the monetary counterpart to the service rendered (Citeau, 2002). For many Gabonese civil servants in general and those of the Ministry of Higher Education in this case, their only source of income remains wages, and it is after a general observation of dissatisfaction as the newspaper points out. (2016) of the civil service, marked by wage demands of state agents, that the Gabonese government has decided to initiate the reform of the remuneration system. Finding the old remuneration system obsolete, and with a view to raising the cost of living, in March 2015, the same government through a commission to develop the

new remuneration system was set up to reflect on it. According to the experts appointed to this committee, the old remuneration system was becoming less and less operational to take charge of the evolution of the wage policy, the shortcomings of which had been identified by the 2013 audit.

This audit operation had pointed the finger at the inconsistency of the variables of the basic balance (index, SMIG, classification rate, specialty coefficients), the complexity of the compensation scheme, the insufficient management of the benefits and the arbitrary determination by reference to the value of the index point of certain pay accessories or the determination without a legal basis of certain items of balance. All of these changes were intended to plausibly eliminate differences in treatment between state agents, minimize the gap between working income, pension, and provide a working and working method. Different. In concrete terms, there was talk of reducing or eliminating in some cases these premiums, which were sources of disparity and inequity. On the other hand, some staff in this department have simply had their research incentive premiums indexed to monthly pay, boosting the salaries of teacher-researchers, for example.

For the agents of this organizational structure, all recognize that it is the higher categories (A and B) that have succeeded, because the calculation of the basic balance remains on an indicated mode, the boost so decried by the government is effective, but the consequences are not plausibly observable ; hence the frustration shown by some officers of lower grades or those of the Non-Permanent Labour Force (NPLF). In conclusion, regardless of the variation in the minimum scores recorded by each socio-professional status, this difference is not significant ($\beta=11.24$; $p<.210$), meaning that this discrepancy does not affect their perception of this aspect of reform.

Perceptions at the level of occupational mobility, according to Pauron and Quarré (2003), the mobility of state agents can be studied from three angles : geographical mobility, categorical mobility (change of socio-professional category) and structural mobility (change of ministry or service within the same ministry). We will remember from these mobilities for example that geographical mobility does not integrate changes of establishment within the same department, the change of body or rank within the same socio-professional category is not retained (mobility), nor the change of direction within the same ministerial department (structural mobility).

In the case of our study, the score obtained by the categories assessed also averages around 2 (moy=2.61 ; E.T=0.53 for department heads, moy=2.81; E.T=0.77 for administrative and moy-2.70 officers; For single agents), this slight variation is more observed in the lower categories and it is administrative officers who think they have benefited the most from this mobility. This is not surprising insofar as after the establishment of CHRD within each departmental structure, they were mandated to reorganize these branches, with this in mind we saw the creation of several sub-directions and services, modifying the original chart. As a result of these changes, the main beneficiaries are the administrative officers who have had appointment promotions for some with assignments to fill these new positions and make these CDHR effective or even operational ($\beta=0.13$; $p<.000$).

4.2. Scores the subdimensional of the variable administrative reform by gender of MHESR officers

Variables	Male	Female
Public Management	1.93 (0.49)	2.33 (0.58)
Creation of CDHR	2.27 (0.70)	2.48 (0.53)

New Compensation System (NCS)	2.70 (0.68)	2.95 (0.59)
Occupational Mobility	2.66 (0.78)	2.75 (0.52)
Successful reforms		

This second phase of cross-section between the subsizes of the administrative reform variable and the sex of the agents shows slight differences in perception between the two groups. As far as management is concerned (moy=1.93 ; E.T=0.49 for men vs. Moy=2.33; E.T=0.58 for women). Women in this study accounted for more than 64% (64.1%) of the total number of participants. Based on MHESR workforce statistics, the finding shows that women remain in the majority that men and several policies are directed towards better treatment of Gabonese women. They were most promoted to positions of responsibility.

On the other hand, with regard to the creation of the central human resources directorates in each departmental structure, the perception of the new remuneration system, the professional mobility of state employees or the overall perception of implementation of administrative reform, the score obtained by these variables is around 2 ; for the creation of The CHRD. (moy=2.70 ; E.T=0.68 for men vs. Moy=2.95 ; E.T=0.59 for women), compared to NCS (moy=2.27 ; E.T=0.70 for men vs. Moy=2.48 ; E.T=0.53 for women), for men's occupational mobility (moy=2.66 ; E.T=0.78) vs. (moy=2.75 ; E.T=0.52) for women.

After analysing the data, the results obtained show that the score recorded at the level of the subdimensional management is around 2 (moy=2.10 ; E.T=0.47 for agents under the age of 30, moy=2.09; E.T=0.53 for those between the ages of 31-35, moy=2.62; E.T=0.53 for those between 36-40 years of age and finally moy=2.06; E.T=0.58 for officers aged 41 and over). Although the variation is no longer major, we will remember that it is those between the ages of 36-40 who have a greater perception than colleagues in other age groups. The same is true when we consider the creation of CHRD within each departmental structure (moy=2.81; E.T=0.32 for the under-30 age group, moy=2.74; E.T=0.44 for those between 31-35 years of age, moy=2.93; E.T=0.64 for those between the ages of 36-40 and moy=2.86; E.T=0.82 for the 41 and over age group). Here, it is the officers between the ages of 36-40 who welcome the creation of this type of directorate in each department, but the under-30s and those 41 and over have only a slight difference.

In the case of NCS, for example, it is always the officers between the ages of 36-40 who show a perception that is more pronounced than their other colleagues (moy=2.34 ; E.T=0.42 for under 30s, moy=2.40; E.T=0.34 for those between the ages of 31-35, moy=2.65; E.T=0.59 for the 36-40 age group and finally moy=2.24; E.T=0.75). In terms of occupational mobility, there is a tiny gap between officers under the age of 30 (moy=2.83 ; E.T=0.49) and their colleagues in the 36-40 age group (moy=2.85; E.T=0.62). Overall, it is still employees between the ages of 36-40 (moy=2.78 ; E.T=0.50) who point out that 3 years after the implementation of these administrative reforms, no major changes have been observed, this view is shared by those under 30. Years (moy=2.57 ; E.T=0.15), the oldest (moy=2.50; E.T=0.56) and those between the ages of 31-35 (moy=2.49; E.T=0.33).

4.3. Effect of sex and age on the variable administrative reform

This analysis of 2x1 regression between the sex variable and one of the subdimensional of administrative reform (management). We are talking about assessing the perception that MHESR officers have of the various reforms initiated by the Gabonese civil service. After the results obtained, the cross between the sex of the agents and the type of management (F=3.46; p.71) gave no significant results, men (moy=1.98; E.T=0.49) have no more pronounced perception than their female colleagues (moy=2.33; E.T=0.58) at the level of the new

management of the public administration initiated by the high authorities of the State. All agree that there is no change between past practices in the way human resources are managed in the public service and the current mode of management. This reform is struggling to take shape; which invalidates our hypothesis (H1a): "The type of management perceived varies according to individual characteristics. This difference is perceived in the sex of the agents, men have a more pronounced perception than women"

By conducting an in-depth analysis, i.e. crossing the different age groups of MHESR agents and the type of management, the results tell us that there is no significant difference in perception (F=2.32; p.09) when agents are assessed on the basis of their age; 30-year-olds (moy=2.10; E.T=0.47), agents between the ages of 31-35 years (moy=2.09; E.T=0.53), between 36-40 years of age (moy=2.62; E.T=0.53) and the 41-year-olds and older (moy=2.06; E.T=0.58). Regardless of their age, all agents have a negative perception of the current management style according to them, which does not differ from the old one. This type of management would suffer from certain contextual realities, such as heism, co-optation, etc., for example. This de facto invalidates our hypothesis (H1b) which states that "The type of management perceived varies according to individual characteristics. This difference is also observed in the age of the participants. Older people feel that the type of management is different than their older colleagues." A homogeneity test of variances and covariances was conducted to assess the proportion of variable explained in this absence of relationship, i.e. 13% (R²-0.13).

4.4. Effect of sex, position and number of dependent children on the new pay system

			Sum of squares	ddl	Square average	F	p
NCS*sex		(Combined)					
	Inter-groups		,076	1	,076	,189	,000
	Intra-grouptable		14,834	37	,401		
	Total		14,910	38			
NCS*occupied post		(Combined)					
	Inter-groups		,657	2	,328	,905	,000
	Intra-groups		13,065	36	,363		
	Total		13,722	38			
NSR*number of dependent children		(Combined)					
	Inter-groups		7,654	9	,850	4,065	,002
	Intra-groups		6,067	29	,209		
	Total		13,722	38			

Table 2: Presentation of the regression analysis between age, position and number of dependent children and one of the sub-dimensions of administrative reform (the new NCS compensation system)

In order to test our hypothesis (H2), a 3x1 multiple regression analysis was performed between the sex, the position occupied and the number of dependent children on the new compensation system (NCS). The results recorded in the table above show us a significant link between the cross variables. At the sex level, for example, all categories (women vs. men) selected in this study have a good perception of the new pay system (F=0.18; p.000), female and executive officers (moy=2.66; E.T=0.43) including men (moy=2.44; E.T=0.47) all say they have been very well received by the new compensation system, as it allows for some fairness between officers working in financial authorities and their colleagues in other departments. Including certain bonuses in the base pay would allow less strike action for those staff who were inclined to do so to get their quarterly bonus in possession of them. A homogeneity test has been carried out and this result is explained at 23% of the total variance (R²=0.23), which partially validates our hypothesis (H2a) "The new remuneration system is perceived differently depending on the gender of the civil servants".

With regard to the position occupied, the crossover of variables gives a significant result between the perception of the NCS and the title of the position ($F=0.90$; $p.00$), once again regardless of the type of position occupied (head of department, administrative officer or simple agent), all acknowledge that they have felt some improvement in financial terms. These are the administrative officers ($moy=2.81$; $E.T=0.77$) who claim to have perceived a revaluation of their purchasing power, even if this idea is also shared by ordinary agents ($moy=2.70$; $E.T=0.59$) and service managers ($moy=2.61$; $E.T=0.53$). With this NCS, some officials who had never had the opportunity to open bank accounts, saw their situation become shaky and above all have a bank loan facility. This result is explained at 15% of the total variance ($R^2=0.15$). This partially validates our hypothesis (H2b) "The new compensation system is perceived differently depending on the title of the position (H2b)"

Compared to the number of dependent children, the officers in this situation have clearly perceived this administrative reform ($F=4.06$; $p.002$). All manage to decline it as they have seen low wages rise and their daily lives change, because for large families, this NCS has boosted the purchasing power of these families. This result is explained to more than 11% of the total variance ($R^2=0.111$) and this partially validates our hypothesis (H2c) which reveals that "The new compensation system is perceived differently depending on the number of dependent children".

4.5. Effect of the position and sex on occupational mobility

The 2x1 crossover between the job title, gender and occupational mobility within the MHESR gives us a significant result ($F=0.16$; $p.000$) at the position title level and ($F=0.18$; $p.000$) at the gender level. First of all, the term occupational mobility encompasses all the possibilities of changing positions : it can be geographical mobility, through mutations, or functional mobility, i.e. a change of domain activity. Functional mobility is generally exercised through detachment, but can also result from a simple change of assignment within the same administration or success in a competition. Through the results obtained in the table, all the professional categories indicate that it is not effective and even better with the austerity measures recently initiated by the Gabonese government, all the hopes of the officials were beaten up. These results validate our hypothesis (H3) that "occupational mobility is recognized as ineffective based on the title of the position (H3a), and the gender of the agents (H3b)."

4.6. Effect of the position occupied on the lack of autonomy of CHRD

Participants in this study were asked to take stock and give their opinion on the consequences of the various reforms initiated by the government three years after their effectiveness and especially on the real autonomy of the CHRD as stated in the te Xtes. The results thus obtained show that, depending on the occupational categories, all have only one message, if there is currently a blockage on the positive consequences of certain public service reforms, it is simply because CHRD has no autonomy in carrying out the missions assigned to them. These structures, created in each departmental structure, do not play their full role to the point where this dependence on the public service hinders the proper functioning of the structure and it is this observation that is observable within the MHESR, ($F=0.18$; $p.000$), which validates our hypothesis (H4) "The lack of autonomy of CHRD is is perceived according to the title of the position."

4.7. Effect of sex and the title of the position on administrative reform

			Sum of squares	ddl	Square average	F	P
Sex*administrative reform	Inter-groups	(Combined)	,516	3	,172	,816	,000

	Intra-groups		7,381	35	,211		
	Total		7,898	38			
Titled post*administrative reform	Inter-groups	(Combined)	,446	1	,446	2,213	,000
	Intra-groups		7,452	37	,201		
	Total		7,898	38			

Table 3 : Presentation of the regression analysis between the position occupied, the gender of the officers and the overall perception of administrative reform

After the regression analysis between the job title, the gender of MHESRS officers and the overall perception of administrative reform, the results are significant ; $F=0.81$; $p.000$ with the sex variable and $F=2.21$; $p.0000$ with the title of the post. We can remember here that for the men and women of the Ministry of Higher Education and Scientific Research, all are constantly denouncing the failure of the implementation of these administrative reforms as a whole, even if some of these are acceptable in their specificity, this negative perception is to be indexed to the various austerity measures initiated a few months if not two years after the implementation of reforms aimed at improving the management of Gabonese public administration and the establishment of fairness between civil servants.

This result validates our hypothesis (H5) which reminds us that "the overall perception of the success of public service reforms is different depending on the gender of the officers (H5a), and the title of the position." They are the heads of services ($moy=2.81$; $E.T=0.35$) who are the first to decry the failure of this reform, unlike the other categories; $moy=2.67$; $E.T=0.72$ for administrative and $moy=2.51$; $E.T=0.31$ for simple ministry officers. This result is explained to more than 24% of the total variance ($R^2=0.246$).

Ultimately, our initial assumption that the overall perception of the effective implementation of public service reforms depends on the socio-demographic characteristics of the ministry of education (officials) Higher And Scientific Research, is validated. From this perspective, it can be said that the officials of this administrative structure have very well welcomed the implementation of these reforms, which are very well drafted. On the other hand, it is rather their execution and their applicability in the details that would be problematic.

5. DISCUSSION OF RESULTS

The main objective of this study was to take stock of the various administrative reforms initiated by the Gabonese government three years later, through the perception that the agents of all categories of the Ministry of Education higher education and scientific research have these. The assumption arising from this objective was that the overall perception of the effective implementation of public service reforms depends on the socio-demographic characteristics of the officials of the Ministry of Education Higher And Scientific Research. Thus, women and men on the one hand, heads of services, administrative officers and simple agents of this administrative structure, on the other hand, confirm the failure of this reform centered on the type of public management, the autonomy of the CHRD, the new remuneration system (NRS) and the professional mobility of state employees, since its implementation. This failure is due to several contextual realities.

5.1. The type of management

If culture, as Hall (1979) points out, is a kind of collective mental programming specific to a human group, then all management practices and behaviours at work are affected. The characteristics of members as well as organizations vary by environment and space, to the point that some authors claim that these qualitative differences make comparisons impossible at the

international level other than (Child - Tayed, 1984). As part of this approach, we cannot afford a form of generalization of the management of public administration.

Thus, the management of the Gabonese administration is part of an intercultural perspective. In Gabonese society, the influence of socio-cultural factors such as ethnicity and family are dominant variables and very present in the management of staff and the proper functioning of administrations or even certain companies (Moundjiegout, 2009, 2011). The functioning of certain administrative branches and services remains dependent on the ethnic model, geopolitics is considered one of the policies to combat "sociological burdens" especially in public administration. The family is also a factor that contributes to the proper functioning of a service or administration, this family conception is the result of patriarchal social relations (Elungu, 1991), This organizational model promotes cohesion and gives its members feel safe. It is about creating and perpetuating an idealized imagination in which members have a sense of all power (Davidson, 1971 ; Hernandez, 1997). The dimensions associated with this management model are respect for tradition, loyalty to the leader and a spirit of solidarity. The only risk of this type of organization lies in the cult of the leader and the overly addictive relationships that prevent individual development and initiative in activities. This reality of the functioning of public administration, constitutes one of the obstacles to the implementation of the new way of managing public administration, Gabon needs strong institutions, but also strong men to carry out this great challenge, because the success of certain reforms requires the consideration of certain sociological burdens.

5-2. Occupational mobility

To this day, while the Gabonese civil service offers its civil servants the guarantee of a job for life, it also offers them the opportunity to develop professionally and to be able to hold a different position or to work in another ministry. For certain situations of secondment or appointment. According to the public service officer's code, several means are put at the service of the civil servant for possible professional mobility. With regard to rank advancement, for example, it is a promotion that calls the public servant to higher office and results in the transition to a higher rank. This is observed within the MHESR, not only among research teachers, but also among administrative officers in grades C or B.

Take the example of the administrative assistant (category C) who has four degrees : second and first class administrative assistant, second and first class senior administrative assistant. The advancement of rank, i.e. from administrative assistant from second to first class, then from administrative assistant first class to senior administrative assistant in second class and finally first class, can be done continuously on a rank to the rank immediately higher, by the play of seniority. It can also be accelerated through professional selection, especially after a professional examination, when the officer returns to training at an administrative career school (EPCA, ENA), in a useful vocational training centre (Basile Ondimba Centre) or a qualifying internship. The professional examination concerns officers with good seniority in the public service : officers returning from their training in the professional examinations of the major schools of administrative careers, are entered on a table submitted to the Joint Administrative Commission (JAC). The appointment can then only be pronounced within the quotas set by the special statutes, this is well written in the texts of the Gabonese civil service, and yet certain directives such as this are not applied or even more applied.

The public service texts point out that entry into public administration is a competition. But entering the Gabonese civil service with or without competition gives the agent the opportunity to integrate it permanently or to evolve through competitions. Thus, more than two thirds of body changes are the result of internal competition, but the third remaining the work of several

"manipulations" and other behaviors specific to Gabonese society and geopolitics. This competition route is therefore the fastest to boost his career even if it sometimes takes a few years of service to have access to it. The actual service life is specified in the specific status of each body or employment framework : it can be three years or more.

In cases of provision, for example, it is the situation of the civil servant or contract agent, who remains in his or her original body, continues to receive the corresponding remuneration, but who performs duties outside the service where he is intended to to serve. It can only take place with the consent of the official and must be provided for by an agreement between the original administration and the host body. It is possible to make available to the services of the State and its public institutions, local authorities and their public institutions, organizations contributing to the implementation of a state policy, organizations international or intergovernmental issues. There are some MHESR officials who are in this state of affairs, but in reality what is causing the problem are the ways and means used to benefit from such a promotion.

The civil servant therefore remains, as a general rule, paid by his or her home administration, but very often a compensation system is put in place. In this position, the officer is expected to continue to benefit from his advancement and retirement rights, a reality that is sometimes not obvious and it is all these shortcomings and this form of inertia of the public service, that the high authorities have decided to implement these administrative reforms. This provision has a precise and renewable duration indefinitely. In addition, no prior service duration is requested. The provision cannot end the request of the public servant, the host agency or the management department before its completion, as most often it is by way of appointment that the officer receives such a promotion. At the end of the provision, if the officer cannot be assigned to his previous duties, he is placed in one of the jobs corresponding to his rank.

The differences between the provision and the secondment are within a few provisions : in this position, the officer or public servant is always paid by the public service. Of the 14 possible cases of detachment, the most common are ; the placement following the success of a competition, for a mission of cooperation, to perform functions as a member of the government, or a mandate as a member of the National Assembly, the Senate or a local mandate, no prior period of service is requested, but you have to be integrated. Detachment can last an average of 5 years. At the end of the 5 years, if the secondment ends, the employee is required to be immediately reinstated to his original corps and assigned to a job corresponding to his rank. If the detachment is renewed, integration must be offered to the officer in the body or the host employment framework.

These are all measures recorded in the code of the state agent, but which are not taken into account directly. The agent is an actor in his career, from his recruitment to retirement, such a functioning has given free rein to several maneuvers that have tarnished the image of the public service. In the collective memory, the public service is poor, the user is constantly frustrated and the very agent who must render a service to the user is not recognized in the performance of his work ; hence this negative perception of these reforms.

5.3. The lack of autonomy of the Central Human Resources Directors

As Tessier (1987) points out, autonomy is limited by the link of subordination and in the public service by the statutory and regulatory situation of the public servant. This autonomy is also achieved through the organization of work, production processes and assigned objectives. The Gabonese civil service by creating the Central Branches in each departmental structure was tasked with being closer to the officers of each department, giving decision-making latitude to

each appointee. Their autonomy depends on the objectives to be achieved (mission, project, activity), their skills (level of expertise, knowledge used) and their motivation (personal investment). The term autonomy has been overused by the very high authorities who have thought about the implementation of these reforms, forgetting in passing to respect the full application of it, through the retention of the decision-making freedom of HRDs, the possibility to organize work, responsibility for conducting recruitment and career forecasting based on the means granted.

Autonomy is synonymous with independence, it is required when it refers to the leeway granted or the degree of freedom available to the individual at his or her workstation. It is won over when it refers to the ability to change labour standards (a power to act on what is prescribed). It is also learned (production of rules), De Terssac (2011). Even in the most exceptional professional situations, as was the case when state officials were placed under cash, some officials had not complied with the instructions. In this case, the Central Directors were quickly overwhelmed to manage emergencies and in the face of the lack of autonomy and not to mention the constraints associated with the lack of reliable information, some of them were obliged to refer to guardianship. It was from this moment that the users, i.e. the teacher-researchers and some administrative officers of the MHESR realized that the creation of the CHRD announced with a bang were only empty shells.

This exceptional situation of cash-in-cash, the Gabonese official, made it clear to the use of the MHESR that not all these central directors have the same capacity to be autonomous, and not all of them have the same support. It should be noted that like management, innate autonomy is not enough, it is learned in a situation and employees are self-reliant because they have a professional project, because they learn autonomy and because they have support (an organization, networks, etc.). They are not alone, they are "worn" and equipped. Within the decentralized CHRD, the issue of support must be the same, because this exceptional situation has really left a bitter taste for those responsible for not anticipating the management of this exceptional situation.

CONCLUSION AND LIMITS OF THE RESEARCH

At the end of this study, we have come to the conclusion that, the importance of the situation felt by the Gabonese population as a result of the austerity measures initiated by the government, it is essential that opinion polls and other scientific research is being carried out. The promotion of such research on the perception of the Gabonese civil servant following the various reforms initiated by the government are still rare and are sometimes met with resistance from the competent authorities likely to give more information and explanations about the blockages observed on the ground. The results of this exploratory study are important and practically interesting. However, it is important to emphasize the limitations of the study, in order to nuance the interpretation of the results obtained. First, the data collected in this study come only from self-administered questionnaires.

Despite the fact that the subsizes selected in this tool present satisfactory and reliable indicators of internal coherence (Cronbach alpha) for some, there can be no generalization given the weakness of the sample. On the other hand, this search could have been extended to other branches of the MHESR, in order to compare the agents according to the services. This is not to refute the main results and other analyses, on the contrary, this exploratory study should serve as the basis for the continuation of this project in other ministries and to question the government authorities on the perception and feeling of the general public and public servants in particular of the benefits or not of the measures taken without their consent.

In conclusion, the results of this research demonstrate that the general assumption of assessing the CHRD officers' perception of MESRS in the face of administrative reforms initiated over the past three years has indeed been validated. This study confirms the ill-being experienced by the officers who participated in it, regardless of the socio-professional category or gender of the latter. Even if the consequences expected by such reforms remain to the discretion of the civil servant and at all coming, it should be noted that what is truly observable and plausible remains totally in opposition to expectations. It is with this in mind that we suggest to the authorities the involvement of organizational behaviour specialists such as psychologists, sociologists and anthropologists of organisations for an anticipation on the reaction of users or Gabonese officialin in the face of these changes.

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