

## **The new public management as a model of managerial innovation at the service of the Moroccan local territorial administration**

## **Le nouveau management public comme modèle d'innovation managériale au service de l'administration territoriale locale marocaine**

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## **Abstract**

The new public management has established it self in the precursor countries since the 1980s, particularly in Great Britain. At the ultimate stage of this innovative approach in the public affairs governance , different countries through benchmarking underwent a transposition of this new situation which paved the ground towards the introduction of a new spirit of public policy which is based on both performance and efficiency; the managerial innovation once applied to the local territorial administrations requires many different factors (financial resources, efficient and productive human capital, participatory approach of civil society of citizens ...etc). So, it is in this sense that the objective of this article is aiming at evaluating the role of the new public management as an innovative model which paves the ground towards both the modernization of public affairs and the introduction of responsible citizen governance as a solution to the identified dysfunctions.

**Keywords:** New public management, governance, efficiency, performance, innovation

## **Résumé**

Le nouveau management public a fait ses preuves dans les pays précurseurs depuis les années 1980 en l'occurrence en Grande-Bretagne, à l'issue de cette démarche innovante en matière de gouvernance la chose publique, différents pays et par le biais de benchmark ont entrepris une transposition de cette nouvelle donne qui permet l'instauration d'un nouvel esprit en matière de politique publique basée sur la performance et l'efficience ; l'innovation managériale appliquée aux administrations territoriales locales, exige plusieurs facteurs (ressources financières, capital humain performant et productif, approche participative de la société civile des citoyens...) c'est dans ce sens que l'objectif de cet article est d'évaluer le rôle du nouveau management public en tant que modèle innovant permettant la modernisation de la chose publique et l'instauration d'une gouvernance citoyenne responsable comme solution aux dysfonctionnements relevés.

**Mots-clés :** nouveau management public, gouvernance, efficience, performance, innovation

## **Introduction:**

The theoretical foundation of the organizational systems and the managerial practices are deeply rooted in many sciences (social, economic, psychological, psycho-sociology, management of organizations). This richness in research and writing on the subject of management and public administrations<sup>1</sup> has generated a new paradigm<sup>2</sup> in the governance of public affairs which is based on the creation of both, the value and the valuation of human capital. In this perspective, the premises of the new public management has proved to be an optimal solution to face the various dysfunctions of the classical model of organization and management (weak implication of the public actors, bureaucracy, results-oriented policy rather than actions, absence of citizen satisfaction and high cost relative to productive GDP); therefore, introducing this new style of management which is adapted to the needs of all stakeholders and by dynamically integrating the private sector and civil society into a participatory approach will definitely enable the implementation of this new pathway of governing the public affair and to make territorial administration<sup>3</sup> and local communities a field of innovation in human development.

The territorial administration entails the new directives of the public administration modernization in the era of advanced regionalization and the organic law that have propelled a new mode of operating the public governance ; its strategic position in the new context of socio-economic development of regions and localities requires the implementation of new management tools based on the performance and the efficiency of public service at the service of citizens and regional development. The bottom-up management practice allows the development of human resources and also the resources which are specific to each region and localities in order to implement some political projects which are initiated by stakeholders (the private sector, civil society, State) in a participatory approach of the citizen and also which is characterized by the notion of action rather than tasks.

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<sup>1</sup> Public administration refers to all state and public entities and the services they render to citizens. Therefore when using the public administration, public organization, public sector or public service, we designate the entities, the structures and the services rendered in the context of the relationship of the State and its extensions with the citizens.

<sup>2</sup> The paradigm refers to a framework that groups together a set of beliefs, technical values shared by a scientific community at a given time. This framework makes it possible to define the legitimate problems and methods and channels the investigations. It sets a common language that would promote the dissemination of work and thus allow greater efficiency of research (In Raymond Alin Thietart and al, 2014, P19)

<sup>3</sup> The territorial administration is defined as a general administration, initially responsible for the provision of a certain number of services for the benefit of the citizens, then invested with a certain number of missions intimately linked to the classic prerogatives of the State, such as the maintenance of public order and supervision over local communities and finally mandated to participate in the implementation of missions related to economic and social development.

Making an accurate definition of the managerial innovation concept remains perplexing due to the interaction of several fields of application (economic, social, cultural, environmental) and so it is more judicious to propel the device of process of implementation rather than an exact and exhaustive delimitation of this paradigm. when we refer to the theoretical foundations and to the various research works, according to (Vache, 1993), "managerial innovation as a driver for local development implies, of course among other things, focusing efforts on the individual. That is to say the individual is at the center of development, and therefore it's about building the human capital. " the approach based on human development, well-being and social peace represents the foundation of local development that is joined to sustainable development in order to create a dynamic around autonomy and localized exchange; on the other hand, and following (Cavathe, 1997) "the experience shows that there is a close interaction between the economic growth of a country and the existence of a democratic framework and the conditions of development of the poorer countries ", showing at this level, the committees and a new distribution of wealth without favoring one region over another and thus supporting the local development by setting up exogenous conditions relating to public policies and democratic framework.

The new public management is based on three foundations : the tools which are mobilized to perfect the public governance, the role of human capital in establishing the quality of service in the image of the private sector, the implementation of performance indicators allowing to act in real time on the noticed shortcomings and dysfunctions. All these parameters require an awareness of the importance of this new public management in the modernization of territorial administrations and the guarantee of a localized public service that encourages the increase of the satisfaction of the citizens and to support all stakeholders need ; this challenge requires the implementation of operational strategies which are based on the results deployed during action projects, supported by a participative approach. The adoption of a participative management, which is open to the various recommendations and exploiting all the chances that are gathered through the complaints and the shortcomings in the production of the service according to the required standards, requires the innovative nature of the new public management by means of an international benchmark. it therefore makes it possible to compare itself with the different practices which are led by precursor countries (Great Britain, Scandinavian countries) so as to win the challenge of modernity and create a socio-economic dynamic for each territory one of them. In this configuration, we set the following

**problematic : What is the contribution of the new public management as a model of innovating in the local territorial administration in Morocco ?**

In order to understand this problematic, we structure this article in three parts: first, a review of the literature that would allow it to situate and delimit the concept of new public management; in a second phase, we position the benefits of the adoption of the local territorial administration of this new mode of management and governance and also the different results which were obtained by other precursors in the field; and lastly, the development prospects of this new concept in the Moroccan public administration and particularly the local territorial administration.

**1- Literature review : the new public management's reference framework as a model of innovation**

In order to support the new socio-economic orientations, it is undeniable to innovate it in terms of management and governance; That's the way how several paradigms and managerial approaches have been the subject of redefining their basic functions and their implementation process so as to optimally support this new trend that places competitiveness and efficiency at the center interest of any public or private body. within this perspective, the classic task-oriented model of management (Max weber, 1864-1920) showed its impotency at the era of digitalisation and public liberties, this orientation was supported by the new constitution of 2011, which puts the transparency, human rights and the participation of civil society in public affairs as a lever of proximity and factors inseparable from the quality of the public service.

The territory notion invokes a geographical division to delimit the area of action and makes it possible to take up the socio-economic challenges; in fact, in the globalization era focuses on the exchanges between states by going beyond the limits and therefore stimulates the strategies of multinational firms for new territories which may be potential markets or in a logic of seeking greater productivity , cost control. These very multinational companies adopt a policy of relocating part of their production to get closer to the resources which they need, whether these are raw material or low-cost labor. The various public policies which have been conducted till now have certainly created added values; however, they did not allow a socio-economic development which is dedicated to answering the various problems which are related to the needs of the localities, especially in rural or remote areas.

Once we assume that the local and the regional authorities are disparate and do not take any benefit from the same resources, both human and natural; the process of fulfilling the conditions for integration into the overall economic operation proves difficult or even impossible particularly with the adoption of a conventional management. In this context, acting locally by taking into account the current state of each region and territory and that the actors who are directly related to each region can formulate and pilot the projects which are specific to their region will help to establish a socio-economic development; at the end of this strategic reflection, the redeployment of human capital and the integration of new management tools which are based on both innovating and adapting this way in order to meet the challenge of excellence and being able to accompany the changes in terms of both mentality and practice which are a sine qua non condition for the success of this challenge. This requires the implementation of new public management which is much more a results-oriented and action-driven mindset in the spirit of entrepreneurship and which needs to be put in place gradually and over time. The notion of innovation therefore refers to the capitalization of achievements and the mobilization of new tools in the spirit of gaining productivity and performance, and this is the fate of the territorial and local administration. The new public management dedication could be recounted via the comparative factors allowing to apprehend this new approach characterized by the following elements:

- ✓ the management of public officials within the context of public management, which is believed to be normal to the traditional one, is based on the rules and the procedures which are reduced and mobilized by bureaucracy and hierarchy when carrying out their tasks; once in the new public management, the centerpiece of the management of its agents is the merit, the individualisation of remuneration and the assessment of staff are based on individual interviews which are to be compared to the descriptive sheets consisting of objectives which are assigned as shares in results to be discounted.
- ✓ At the level of the financial and the accounting management, which represents the centerpiece at the level of public institutions and institutions, the setting up of a new public management is imperative to focus on the development of management control as what is done in the private sector through the terms cost and performance in order to achieve an optimization of the financial resources and also a reduction of the expenses of the nonproductive activities.
- ✓ The training and support of public officials to ensure adequacy in view of occupied the positions allow them to complete their mission, this action must be established throughout

the year and of course adapted to each locality in order to establish a new spirit in public governance.

- ✓ Another element which is related to the citizenship of the public institution that refers to sustainable development and the social responsibilities is fully integrating the new public management, as long as in this framework public, the institutions are obliged to outsource activities. Their skills which are limited or their cost are raised to gain productivity, efficiency and performance of the service which is allocated to citizens; it is in this sense that we evaluate all the stakeholders linked to the production of the public service and who must be at the standards of sustainable development and therefore the protection of the environment through the optimized management of the resources and putting in place ecological tools to protect biodiversity.

In short, the new public management is considered as an opportunity to express the entrepreneurial spirit into the state apparatus by introducing market logic, its operation and the prospect of a responsible governance in order to make sure that this concept was propelled during the 80's and in Great Britain being the precursor in its establishment. The foundation of this approach is the financial aspect in order to optimize the resources and the control costs in order to satisfy the taxpayer in a quality of service logic. This in its turn helps to gain a sustainable competitive advantage which is an attractiveness in view of foreign direct investment; these gives energy to the economic apparatus and the social dimension and consequently the establishment of social peace, reduction of poverty and precariousness in the logic of human development and citizenship.

The performance therefore results from the alliance between the efficiency and the effectiveness and also requires the establishment of a reference system that redefines the ways of action of the public service and the adoption of a new *modus operandi* which allow an update for organizational charts, for functional or hierarchical relationships and values, and for missions and service to taxpayers.

Corporate governance is defined as the setting up of principles and rules which control and limit the actions of leaders (Perez cited by Mercier S., 2004). These are the reports which establish the link between corporate management, its board of directors, its shareholders and other stakeholders. This term is translated from the English "corporate governance", appeared in the 1970s after a series of scandals that took place in the world, particularly in England and the United States, spreading till France. In 1990s, following the cases of fraud and bad



governance (Capron et al., 2004) in corporate governance, it was therefore a question of knowing how the management of the company is established and how it is controlled (Perez R., 2002).

In the 1995 Vienot Report, the governance is equated with respect for the principles of smooth operation and transparency which are conducive to the improvement of the company management as well as its image to both the public and the investors. It therefore represents the framework in which the company's objectives are set and in which the means of attaining them and monitoring performance are defined (Joras M. et al., 2002).

- In the first which extends from the 1930s to the 1970s, we are moving from the managerial theory to the agency theory.
- In the second starting from the 1970s to the 1990s, the new conceptions of performance emerge. The agency theory (Jensen and Meckling 1976) defines the framework where the delegations between the owners (principal) and the managers (managers) must function.
- The third that starts from the 1990s is marked by the resumption of the shareholders of their power. Some authors among others attribute this trend in order to increasing the size of some institutional shareholders in the companies and also to the presence of minority of shareholders who are aspiring to preserve their rights and to know how the company is being managed and how it is operated.

In order to establish a reference frame for the concept of new public management, of an innovation in governance and of the adoption of the new device to meet challenges by a model from localities, we recount the historical panorama of development models and public service; Morocco, just like other developing countries, has had two major economic policies since its independence. The first is characterized by import substitution, which was adopted in the early 1980s; the specificities of this policy mainly remains in the export of agricultural and fishery products, the emergence of the textile industry which offers a field of competitiveness to different foreign investments given the abundance of low-cost labor, phosphate revenues and foreign currency transfers of Moroccans reside abroad.

The creation of an industrialized economic fabric was definitely obstructed by the absence of oil, and this represents a considerable asset in the implementation of this strategic orientation; however, the agricultural sector has attracted all its attention as a development engine for the



construction of dams and the promotion of the principle of irrigation while the sector of tourism represents a lever of development during this period accompanied by the policy of implementation hence processing industries which is expected to face the high cost of tariffs. The objective assigned to this development policy is to record an economic growth above 3.3%.

The adoption of this policy had an adverse social consequences and indeed, the emergence of a rather dynamic bourgeoisie combined with the emergence of small family businesses have both created a social disparity in the image of poverty and precariousness; the welfare state undertook some support projects in order to deal with the dysfunctions of the public administration and the critical state of the social situation by the constructing housing estates and redeploying slum dwellers and setting up improvements for the public thing which is in this case health.

All of these actions are in need of significant financial means and it is in this way that the kingdom has more and more appealed to foreign loans by creating an imbalance between external resources on the one hand and internal needs on the other. The dependence of the Moroccan economy on the annual rainfall and the climatic conditions is obvious since agriculture employs more than half of the population and accounts for almost a third of GDP; on the other hand, the lack of an integrated policy that combines the different sectors has been hampered by the cost of energy, the absence of a policy based on research and development to provide the state with a sustainable competitive advantage, the weaknesses of telecommunications and the monopoly of transport inhibited the emergence of a fair development policy which is reinforced by a strategic vision for the well-being of citizens and the acquisition of a territorial attractiveness.

In order to challenge the lowering phosphate prices, the rising cost of the Sahara war, the recording of a long period of drought, the rise in the cost of energy and the limitation of Moroccan immigration to Europe, the state spawned a new vision of the structural adjustment policy in 1983;

The foundation of the Moroccan economy rivaling in the world market supported by tax reforms and the structuring of companies to increase their vulnerability in view of external competition as well as the adoption of a privatization policy and the withdrawal of the state's protection and providence act has certainly stabilized economic social development and boosted growth to 2% and reduced an inflation to about 10%.

The structural adjustment policy has recorded a decrease in state expenditure while the social disparities between the different sections of the population have increased. On the other hand, the privilege of the urban areas, in this case the axis stretching from Kenitra to Safi, has largely contributed to the consecration of Morocco at two speeds. The urban areas are favored by public policies and they adopt modernization and infrastructure projects, while the drought-stricken rural area is oriented towards an agriculture which remains dependent on climatic conditions and as long as the rainfall records a low development hence pushing towards rural exodus; consequently, the limits of the structural adjustment plan and the different development orientations (liberalization of the economy, privatization of state institutions, etc) have demonstrated that their limits on the operational actions really affect the different regions of the state as well as the socio-economic development of the citizens' economy. In this respect, it was undeniable that the state is undertaking some new strategic orientations which are based on regionalization and territorial development in order to establish the objectives of the local development; this concept has the particularity to be transversal since it mobilizes different actors (State, private companies, civil society) by taking into consideration the specificities of each region in order to allocate to it some consequent projects which have tangible impacts on population and localized development.

The implementation of this concept requires not only the human and the financial resources to have success, but also a dedication of the highest authority of the state to allow a change within the operating mode of the various public policies; indeed, it was necessary to carry out a scenario in order to spot the different opportunities which allow each territory to be developed by adopting projects which refer to the economic, social, cultural and environmental. This challenge requires the establishment of a new public management which is based on the locality and which encompasses its field of action to a territory in the development indicators is not limited to the economic component, but rather to the results taken from the several parameters and mobilizes the all stakeholders in this era of globalization.

In order to take a view of the theoretical foundations and the conceptual framework of the public management, we referred to the 1970s and 1980s when this concept was originated through the neoliberal discourse which is challenged both by the state interventions and the quality of Management within institutions and public administrations ; it is in this respect that the discourses have grown and have highlighted the superiority of private sector management methods to the detriment of the public sector. This consequence aims at transposing the

different tools of the private sector and be able to implement them in the public sector by adopting the most common practices (Rainey, 1990); this perception has forced the redefinition of public administration and bureaucracy which result from classical management (Auby, 1996, Hood, 2005, Parenteau, 1994, Rainey, 1990).

In order to accompany the new demands of taxpayers and to be in concordance with a new global economic and social movement, this new configuration of management within the public institutions has led to tensions with the cultural leaders and this really required a support for change and the cohabitation of the two rationalities namely the managerial and the legal-administrative; Therefore, some new concepts were propelled into the public administration as performance, efficiency, social equity to result in a state which manages the issues and which does not limit itself to be administered (Payette, 1992).

Morocco, like the other developing countries, is part of this new strategic direction which considers the public administration to be a dynamic actor and actively participates in the creation of the value through establishing a spirit of business aiming at both taxpayer performance and satisfaction; in fact, the introduction of this new management method was the result of the identification of several dysfunctions within the public administration connected with the governance and the quality of the services which are offered to the citizens (opening speech of the first session of the current legislature of 14 October 2016 by His Majesty king Mohamed VI). The consecration of this new mode of management within the public administration was stressed in the speech of the sovereign which is addressed to the nation on the occasion of the throne party on July 29, 2017, which incited the officials of the public administration and in particular those who are responsible for the territorial administration and who adopt the active methods and ambitious objectives of private sector and the executives in order to better meet the expectations of the citizens through the implementation of the NPM (new public management NPM forged in 1991 by the British political scientist Christopher Hood ) (Idrissi&elamroui, 2018).

## **2- The problematic positioning, interest and originality of the theme**

Morocco has been a forerunner in Africa in view of the concept of the public management through the adoption of many reforms of the public administration; the insistence on the optimal governance allowing to optimize the resources and to direct the human capital towards the notion of result with the aim of satisfying the citizen; the commitment of the government in a broad process of democratization of society, standardization of transparency

in the management of public affairs are intended to create an effectiveness and attractiveness of the kingdom in view of the direct foreign investments and the equitable sharing of wealth.

This initiative is not only concerning the state, but rather all the stakeholders which interfere in the public service so as to rationalize the budgets and to introduce an advanced regionalization that is based on the performance and the efficiency of the expected results; this is how our problematic can be formulated as follows:

**What is the contribution of the new public management as a model of innovating in the local territorial administration in Morocco ?**

This is way how we are linking the two vectors which represent the pillars of our problem in this document articulated around the new public management and its contribution as a model of innovation; on the other hand, by innovation, we mean the different axes which allow the public administration, and particularly the territorial administration, to capitalize on the achievements, to create a dynamic around the public service and to satisfy the needs of the citizens. So, in order to approach this problem in a vision of bringing value, we index the following questions:

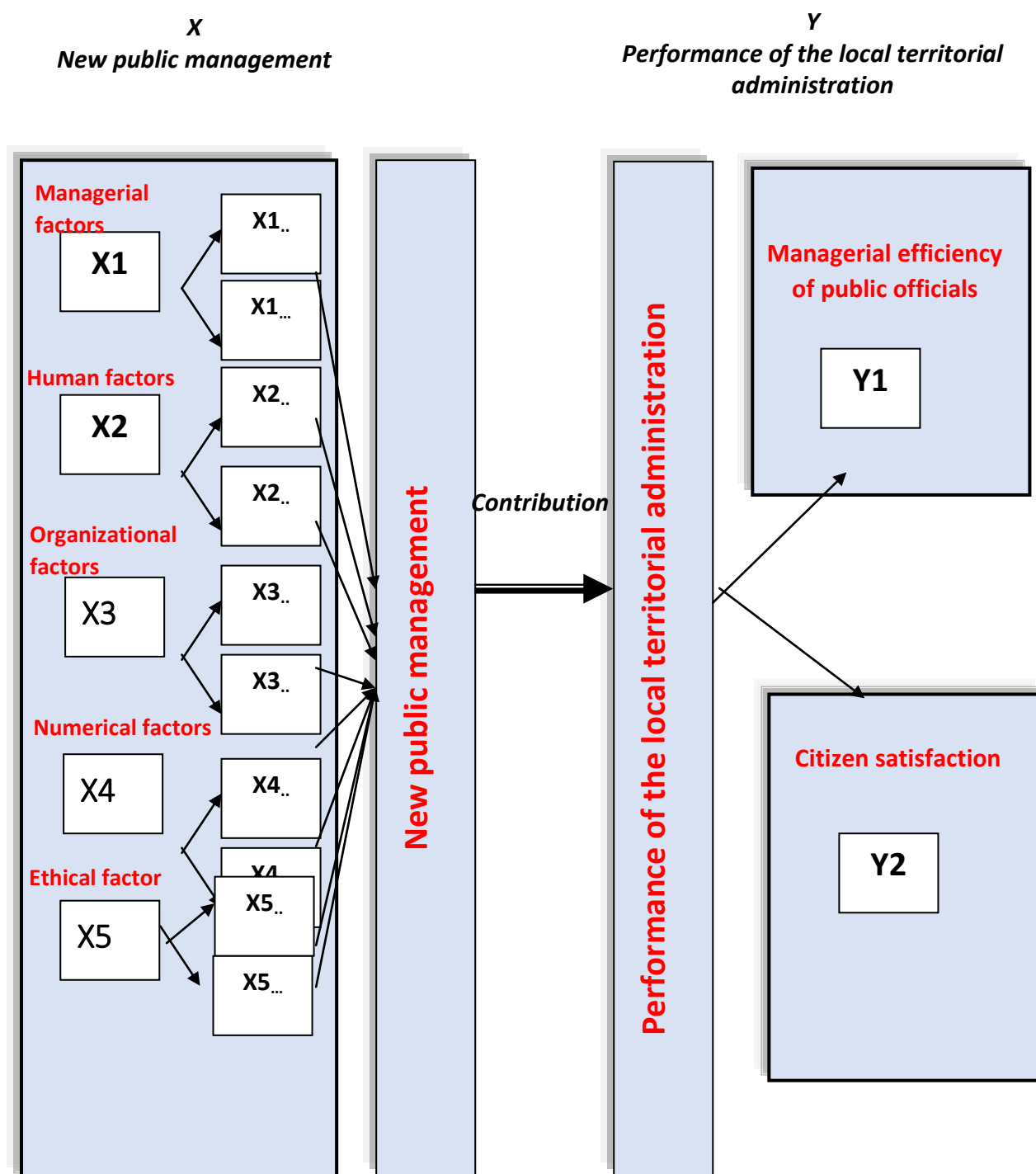
- What is the contribution of the notion of the new public management in the consecration, acquisition, piloting, and durability of performance of the public administration?
- Could the performance of the rendered service be linked to the legal requirements of the public administration?
- What are really the performance indicators so as to meet the challenge of the new public management in public administration?
- Does the adoption of a managerial policy intended towards improving the quality of service and the performance of the public administration really depend on the mode of governance or operational tools?

### **3- The methodological approach and the expected results**

In this configuration, we plan to propose for a public administration performance model grouping management methods and tools within the framework of NPM considered transdisciplinary at the crossroads of disciplines (political science, economics, law, sociology), in essence, it is also multidimensional at the crossroads of the various fields of management sciences (strategy, marketing, social responsibility, finance, human resources) specific to the Moroccan public administration and which will provide practitioners and public decision-makers with a reference framework capable of improving their managerial skills and therefore set up a modern administration based on simplicity and efficiency.

Admittedly, the various theories that have dealt with public management are fairly recent nevertheless allowed us first of all to demystify the concept, its implementation and the different processes of its implementation within the public administration and elsewhere. have allowed us to formulate a number of questions that are at the heart of different results that have been obtained in a theoretical way and that aim to improve the process of setting up a management aimed at increasing the performance of public administration and its competitiveness.

In this logic, Morocco has set up several projects to improve the governance of public affairs in order to achieve the objective of setting up a new public management that guarantees an efficient service to citizens and optimization. Resource. The resulting result provides for the involvement of all stakeholders in this project to modernize governance in the public administration and raise awareness of the human capital of this challenge to face all dysfunctions and deficits caused by the management method mobilized to date; we can summarize the modernization axes of the local territorial administration in five factors as illustrated in the figure below:



In fine, the implementation of the new public management as a new model of innovation in the governance of public affairs requires the process of institutionalizing the actions, the valuating and supporting the human capital, implementing a spirit of service and guaranteeing a quality in this sense, evaluating the performances according to the results and

through the annual evaluation, establishing the system of motivation which is based on the merit, granting the financial means which are necessary for the development and the deployment of this process, guiding the public service towards the notion of satisfaction, and the quality of the treatment of complaints.

## **Conclusion**

As a conclusion, we can notice that the new public management foregrounds a challenge and an innovative model for both top management and public officials while the optimization of human material resources must allow a rationalization, a better performance of the quality of service which is rendered to citizens. This situation first requires the existence of a direct link between the mode of governance that results from new public management and the performance of the service which is rendered to the citizens in a logic of results.

Therefore there is no doubt that the management tools that are applied in the private sector have made it possible to develop the productivity, the profitability and the performance of the quality of service; this characteristic is measurable through some quantifiable parameters (such as sales, market shares, profit, etc.) and qualitative ones (such as customer satisfaction, loyalty to the brand, etc.); notwithstanding the performance indicators which are using the private sector, the specificity of the public service combined with the state of mind in which public servants perform their services represent obstacles that may inhibit the process of setting up new public management in the public sector. territorial administration. It is for this reason that it is useful to take into account the current situation of the territorial administration, to be able to raise its mission and its importance in the consecration of new strategies of modernization of the public service especially in the era of the advanced regionalization.

The veracity of this new public management within the territorial administration represents a collective project that mobilizes all staff and uses the various private sector management tools and in this case the forward-looking and preventive management of jobs and jobs. Skills that will be the basis of the restructuring of resources that are at the base of citizen governance. The identification of the dysfunctions that mark the public administration makes it possible to set up a plan of accompaniment and coaching in the spirit of piloting the performance within the administration and to enable all human resources to flourish in the exercise of their services as well as to be able to meet this challenge, which remains the only way out for a modern and innovative administration in the era of digitalization.



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