

Reflection on the New Public Management, case of Morocco

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Abstract: Public organizations, including universities, have for a long time demonstrated enormous deficiencies. From the 80s, the improvement of their performance has become a major issue calling for certain public management reforms grouped under the expression "New Public Management". This is a new approach imported from the private sector to overcome the performance experienced by the public sector. The era of New Public Management (NPM) began by mobilizing British and American reforms as a unified phenomenon or movement that was later exported worldwide. The spirit of New Public Management is to bring new concepts such as efficiency, effectiveness and relevance. In other words, develop a culture of performance and evaluation in the public sector. However, and after 30 years, the NPM raises today the question of its utility and its contribution in the public organization.

In the Moroccan context, some reforms have been undertaken inspired by the contributions of the NPM. Through this communication, we will try, in a first part, to present a historical analysis of the New Public Management in a global way. We will also review its contributions and its principles. In a second part, we will consider the reforms used in Morocco as part of the new management public management

Keywords: New Public Management, performance, public sector.

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I. Introduction:

Public organizations have, for a long time, demonstrated enormous dysfunctions and deficiencies. They are often considered ineffective because of their organizational nature and the purpose of their institution (Charreaux, 2006). Indeed, it is characterized by an excessive bureaucracy, rigid, expensive, non-innovative, and a centralized hierarchy which leads to profound upheavals, in terms of indebtedness and deficit (Albouy & Obeid, 2009).

The improvement of their performance has thus become a major issue calling for certain public management reforms grouped together under the NPM or the new public management. The era of NPM began by mobilizing British and American reforms as a unified phenomenon or movement that was later exported worldwide.

NPM has emerged since the 1980s as the sacred instrument of modernization of public administrations. It refers to a set of principles and techniques of public administration reform adopted initially by several OECD countries. The contributions of the NPM are aimed at "democratizing" the public administration and introducing performance management systems and quality management techniques (Maesschalck, 2004). The spirit of the NPM is to bring new concepts such as efficiency, effectiveness, relevance. In other words, develop a culture of performance and evaluation in the public sector.

Through this communication, we will try, in a first part, to present a historical analysis of the New Public Management in a global way. We will also review the contributions and principles of this New Public Management. In a second part, we will consider the reforms used in Morocco as part of the new management public management

1-Nmp: A Timely Emergence

Public management is defined as "the whole process of finalization, organization, animation and control of public organizations aiming to develop their general performances and to guide their evolution in the respect of their vocation" (Bartoli, 1997). Currently, in the field of public administration, we are talking about change, and the transformation of governments: new forms of governance, new relationships between citizens and their governments and between the public, private and governmental sectors.

In this work, we discuss the emergence of the New Public Management, including its history and its contributions according to an approach based on a literature review.

1.1- Historical Analysis:

The 1980s marked a turning point in public administration in terms of reform and modernization around the world. According to Caiden (1991), "legacy administrative systems were slow, inflexible, and

insensitive to changing human needs and new circumstances." (P: 1). Thus, the concept of "NPM", was adopted as a trend in many countries, especially in developed countries, as England and United States. Its origins can be traced back to the political direction that began in these countries in the late 1970s and 1980s. Pitiful flexibility and a lack of adaptation to political changes, a market Citizen attitudes characterized administrative states. This is how the OECD¹ qualifies the reform issue as "hot".

Internal imperatives have pushed states to adhere to reforms. These relate particularly to citizens' dissatisfaction with services and political administrations that seem unable to meet their demands for more widespread democratization and participation.

The OECD cites other imperatives such as the development of the global market; national findings that the public sectors of member countries are underperforming and accumulate more budget deficits and public debt burdens (OECD, 1996). Changes in public management began in the United Kingdom in the early 1980s with widespread privatization; government cuts and power cuts that began during the early years of the Thatcher government. In the United States, the key event was the publication of "Reinventing Government" by Osborne and Gaebler (1992), which culminated in the "National Performance Review" led by Vice President Al Gore (1993).

The New Zealand reforms of the 1980s are the result of a serious economic crisis and not the introduction of a new type of public management. The people involved were clearly trying to solve practical problems, they did not consider the standard approaches to public administration in depth and were consciously inspired by other theoretical frameworks, including the economy (Boston et al., 1996). In Japan, where bureaucrats are perhaps the most developed in the world, national insurance in the bureaucracy collapsed. Brazil, Mexico, and other Latin American countries have been subject to similar tensions from an increasingly demanding and insatiable public with regard to the quality and responsiveness of the public administration.

Donors were also interested in the issue of performance. The OECD, the World Bank and the International Monetary Fund (IMF) have also been interested in improving the public management of their member countries and clients (Saltmarsh et al., 2003). This issue is disseminated to recipient governments and integrated into public administration reform programs. For example, one of the World Bank's basic fundamentals for poverty reduction strategies is the "results-oriented" and the Poverty Strategy Papers which should include: objectives, indicators and systems for measuring and evaluating performance.

This trend or reform has been called many times. After the popular term "post-bureaucratic", others include "results-oriented public administration", "managerialism" and "NPM". The last concept is diffused widely. According to the OECD², the main conditions of the reform are: "greater emphasis on results and better value for money, greater delegation of authority and flexibility, stronger accountability and control, customer focus and services, stronger the ability to develop strategies and policies, introduce competition and other elements of the government market "(p: 575).

The "NPM" was born from the belief that the bureaucracy was outdated, the existing models were inadequate and the private sector solutions were the key. This conviction came from the idea that private sector management is superior to that of the public. The solution is therefore to transfer government activities to the private sector through privatization and outsourcing. Since all government activities can be difficult to transfer to the private sector, the best solution is to transfer management practices to government operations. As Andrew Dunsire (1995) shows for the United Kingdom, the goal is to replace "administrative, hierarchical and professional cultures" with a "commercial culture".

1.2-Principles And Contributions:

In most developed countries, public organizations are subject to injunctions designed to change the way they operate, in line with the adoption of practices related to the private sector. NPM has thus become a dominant concept in the reform of public organizations (Politt and Bouckaert, 2004). Although it has been in operation since the late 1970s, this movement has been widely and globally distributed. New concepts emerge: the new public governance (Osborne, 2006), the neo-Weberian state (Cepiku and Meneguzzo, 2011) or the governance of the digital age (Dunleavy et al., 2006) ... Despite this conceptual expansion and the amendments that has been able to make in the precursor countries, the NPM continues to spread worldwide, especially in the countries that access recently (Diefenbach, 2009, Dunleavy et al., 2006), (Desmarais, 2008, Huron, 2011).

Inspired by public choice theories that focus on the perverse effects of public intervention and consider that the solution to social problems lies rather in the market, this movement has taken very different shapes from one country to another. However, there are major components of NPM that are systematically found in public reforms and refer to the search for increased performance (Politt, 2002). Nevertheless, there are three main

¹ The Organisation for Economic Co-operation and Development (OECD)

elements that are common in any NPM-related reform whose search for performance is a unanimous issue (Abord de Chatillon and Desmarais, 2012).

- **Managerialism:** Achieving performance requires first and foremost the search for control over the cost of public actions. While early NPM experiments focused on streamlining expenditures, cost control remains a crucial measure for this stream (Boyne 2003, Kirkpatrick et al., 2005, Diefenbach 2009).
- **Accountability:** this axis combines the search for performance with accountability where attention is given to the actors. It results in the establishment of autonomous structures, responsible for their actions and their results (Barberis, 1998). Accountability is thus a willingness to inculcate in public organizations a culture of performance and insinuate relevant management practices.
- **Contractualization:** The current focus is more on integrating public organizations into networks of multiple actors, including public-private partnerships, which engenders the inclusion of public action and public work in a broad range of areas stakeholders (Boyne, 2003).

The NPM doctrine refers to seven principles (Hood, 1995): the decomposition of the public sector into strategic units organized by product; the introduction of a competition between public organizations but also between public and private organizations; the greater use of managerial techniques from the private sector; a more disciplined and parsimonious use of resources and an active search for alternative means of production at lower cost; a move towards control of public organizations by visible managers exercising discretionary power; a move towards more explicit and measurable (or more controllable) performance standards; and the highlighting of the result measure.

Through these principles, the NPM emphasizes the effectiveness of quality and the services provided (Laufer and Burlaud, 1983, Hood, 1991, Pollitt and Bouckaert, 2000, Gruening, 2001) by adopting new management practices, for example the investment which stipulates that the public debt must be directed towards investment expenditures. It is in the sense of anchoring a performance culture that NPM has emerged. It has provided ideological support to public sector management by providing a set of tools available for transfer to new environments. NPM focuses on goals and performance measurement rather than on compliance (Hughes, 1994, Hood, 1991). Unlike the traditional language of public administration that evokes images of rules, regulations and sluggish decision-making processes (Donald J. Savoie, 2016).

Table n ° 1: Comparison of Weberian and NMP type administrations

	Weberian administration	NMP Administration
objectives	respect the rules and procedures	Achieving goals, satisfying the customer
Organization	centralized (functional hierarchy, pyramidal structure)	decentralized (delegation of skills, structuring networking, governance)
Sharing of responsibilities politicians / administrators	Confused	Clear
Performing tasks	division, parcellisation, specialization	Autonomy
Control	Tracking indicators	Performance indicators
Type of budget	Focused on the means	Goal-oriented

Source: Amar A. and Berthie L., "New Public Management: Benefits and Limitations," p.3

II. Nmp In Morocco: Work In Progress

Since the emergence of the NMP, Morocco has not spared its will to join this movement. With this in mind, it has embarked on a series of structural reforms that can bring public administration to a satisfactory level and make it a citizen administration. The question of NPM's contribution to the Moroccan administration is interesting in that it allows for the subsequent study of the impact of these reforms on the public administration and explains some factors that could hinder their success. Before proceeding to a reflection on the contribution of the reforms undertaken in Morocco within the framework of the NMP, it will be interesting to recall, at first, certain reforms considered to be significant and important. To do this, we mobilized a literature search on officially published reports to this effect.

2.1-Basic Reforms:

In Morocco, the reform of the administration has been the subject of constant commitments in the various government declarations. Since the end of the 1990s, some initiatives have emerged in the area of administrative reform, which proves an awareness of the inefficiency of the administration and the need for reform. This awareness has been translated into government policies, and as a result, a pact of good management was devised in 1998. It was meant to express a strategic vision for building a modern

administration. It constituted a reference of values and fundamental principles which should insinuate the action and the public service with three fundamental principles, namely: Moralization of the administrative life; Rationalization of public management; Communication and openness to the environment.

After the pact of good management and as an extension of this spirit, a plan for economic and social development (2000-2004) was adopted which outlines a strategy for the economic and social development of the country. It retains among its major axes the reform of public administration. It must be recognized that this desire to modernize the state apparatus takes more force in government policy. This policy can be found both in the 2000-2004 Economic and Social Development Plan (PDES), in the budget bill for the 2003 budget year and in the modernization programs of the various ministerial departments. The PDES affirmed that "in order to consolidate the bases of the management of public affairs in the framework of the rule of law, a national program of good governance will be established" (p: 9) of which administrative reform is the spearhead because of its crucial role as a lever for the modernization of the country. This plan had the ambition to offer a framework of participation in the definition of an integrated national strategy, and to ensure a better coordination of the actions of the various stakeholders. It had given a place to the reform of the administration and its modernization by formulating objectives of which the most important are the approximation of the administration of the administered, the rationalization of the management of the human resources, and the development of the own capacities of the 'administration. It included, in addition to controlling the wage bill, reforms to the recruitment and remuneration systems, with a view to ensuring fairness, transparency and balance, as well as the promotion system that was to be reviewed on the basis of objective criteria such as performance and merit. For the control of the workforce, the objective was to reduce the weight of the wage bill from 12% of GDP in 1999 to 10.7% at the end of the Plan. During the period of the PDES, a national symposium on "The Moroccan Administration and the Challenges of 2010" was held in Rabat in 2002. This symposium proposed 162 measures to modernize the administration.

Starting in 2003, some of the measures promised in previous initiatives will be included in the Public Administration Reform Support Program (PARSP) designed with the assistance of three donors, the African Development Bank. , the World Bank and the European Union. This program included, in addition to budget reform, a component related to improving the effectiveness of human resources management. It was spread over four phases for a total amount of 9.6 MMDH.

Table n ° 2: PARSP funding

Phase Source founding	PARSP I 2004-2005	PARSP II 2005-2006	PARSP III 2008-2009	PARSP IV 2010-2011
World Bank	907,94	1096,45	761,87	832,45
BAD	1323,57	945,22	751,9	1102,63
U.E	655,85	205,72	284,81	804,92
Total (MDH)	2887,36	2247,39	1798,58	2740
Grand total (MDH)	9673,33			

Source: Court of Auditors Report: Civil Service System, p.36

After this PDES, some specific and particularly pointed attempts at reforms have been carried out, namely: reforms of the territorial public service, the Local Governance Project Morocco (2007 - 2012) with financial support from the Canadian government and the strategic plan (2011-2015) for training municipal staff. In addition, there are some elements of revision of the organic laws relating to local authorities. These are mainly Organic Laws No. 113.14 and No. 111.14. Another reform so important is the one that was voted recently: the Organic Law on the Law of Finance (LOLF) No. 130-30.

Qualified as a reform catalyst (Inglebert, 2005) and promulgated in 2015, the LOLF is more than a "financial constitution". It does not only mean the development of new departmental budgets based on the logic of performance, but also the construction of a new accounting function on the basis of accrual accounting, the development of new management methods and the introduction of new information systems. The main reform proposals concern the following three areas: "Strengthening the performance of public management; strengthening financial principles and rules and deepening fiscal transparency; increasing parliamentary control over public finances. "

2.2- The Contribution Of Reforms: A Critical Look (Un Regard Critique)

Various authors have sought to know the fate of the reforms carried out and to issue, if unsuccessful, recommendations on how to improve the chances of success (Jacobs 1998, Wescott 1999). Very often, the

difficulty is that the prescriptions that are proposed relate to the content of the reform (what kind of initiatives to take) that with the approach. It should be remembered that in this paper, we will focus on the approach of the reform and not on its content even if it may be a parameter as to the success or failure of the reform (Polidano 2001).

Some government reforms fail because they never go beyond the implementation phase (Hirschmann, 2003). Generally, they are simply blocked or only symbolically implemented (Polidano, 2001). This idea is corroborated by the report of the Court of Auditors (2017): "Overall, the main measures planned in the components of the program were designed with a focus on technical conditionalities. Thus, these measures were limited to the design of tools and / or the adoption of legal texts "(p.20). This report was developed to assess the public service, an essential element of public administration and management. In this report, a review of all the reforms undertaken, concerning the civil service, is presented. However, the report highlights some of the constraints on the effectiveness of public administration. In a very generic way, the public administration suffers from a rigidity and bureaucracy in the administrative organization that is deeply rooted, which creates resistance and hinders the involvement of the actors in the reforms.

Caiden (1969) defines the reform of public management as "an artificial inducer of administrative transformation against resistance" (p: 8). This resistance characterized the introduction of reforms in the public service in Morocco, Smith (2002) explains "The goal of the reform seems to be misunderstood and is considered an authoritarian, disciplinary and punitive weapon rather than a fundamental tool of management , supervision and motivation "(p: 5). Participants often saw the reforms as political instruments that could be used against them. The report also reveals that the evaluation report drawn up in 2005 underlines that modernization efforts have remained below targets and that a number of important reforms concerning the streamlining of administrative structures have not been forthcoming. Similarly, and at the end of the economic and social plan, most of the measures announced had not gone beyond the implementation stage.

In its assessment, the Court of Auditors raises the question of the objectives of reform initiatives. These are objectives that are summarily expressed in the form of orientations and lack precision in terms of resources and timing, which makes it difficult to monitor achievements, and this, in the absence of a comprehensive strategy duly declined in specific actions with prioritized goals and reflective time horizons. In addition, there is a lack of a common methodology and weak coordination in the face of the multiplicity of sectoral programs, which refers to the theory of setting objectives (Latham, 2004). This theory asserts that people with specific and challenging goals do better than those with vague goals, easy goals, or goals. Thus, the goal-setting theory assumes a direct relationship between the definition of objectives and specific and measurable performance: if the actors know what they are aiming for, the performance is improved, which increases their performance (Locke et al. Latham, 2002, 1990). Studies in this sense (Locke and Latham, 2002, Rodgers and Hunter, 1991) suggest a positive relationship between measurable goals and performance.

Some initiatives include a lot of measures, followed by a multiplicity of objectives. This is the case of the national conference on "The Moroccan administration and the challenges of 2010". This symposium proposed 162 measures to modernize the administration, grouped into seven projects. Such an excess may result in a lengthy and / or unsatisfactory review process (Greenberg 1996, O'Donnell and O'Brien 2000) because of the data that must be collected on all objectives and the difficulty of distinguish between what is important and what is not. Clay Wescott (1999) complains of overly elaborate reform projects that "attempt to tackle too many goals simultaneously and sometimes exceed the ability of recipients to implement" (p. 88). "Over-ambition" is cited as a common cause of project failure in various countries (Schacter 1995, Jacobs 1998).

Moreover, there was no effective recognition of the central role and leadership of the Ministry of the Civil Service and the modernization of the administration, which can play a leadership role with the ability to know how to disseminate the reforms. sufficiently and widely within the government because no government is a monolithic entity (Polidano, 2001). This leadership role is transferred to the administrative structures to increase the involvement and participation of civil servants in the implementation of reforms, as noted by Risher (2002) in relation to the context of the US public service, "the employees must trust their leadership, and they must trust their managers ... "(p: 330). Moreover, for the Moroccan case, the large number of reforms that knew it (that the country knew) lets say that the reforms are drowning in the following reforms, it is about the timid reforms whereas a reform shy is almost worse than any reform (Polidano, 2001).

III. Conclusion

Through this modest research, we can conclude that the NPM has provided a theoretical debate as to its relevance for public organizations. Indeed, in this section we have explained the emergence of the NMP and identified, in a non-exhaustive way, its contributions and objectives. The adaptation of the public sector to the new challenges of the environment (globalization, new information and communication technologies, etc.) and to the bitter expectations of the citizens becomes an obligation. The majority of countries have taken such steps. It remains to define and adopt the right methods of introduction of the NMP to achieve the objectives received.

Good governance in this area necessarily involves taking into account the opinions of all stakeholders so that they take ownership of the reforms and that resistance is minimized.

Also, NPM methods must also better reflect the nature and context of organizations. NPM is not a miraculous means, it is rather a long-term process that requires time, measurement and determination. Private management, although it may be an example from which one can draw inspiration from the public sector, must not be overvalued or sacralized. The purpose of the NPM is not to eliminate public services but to improve them (Bartoli, 2005)

Like other countries, Morocco has not spared its will to join this movement to modernize and reform its public sector. However, the impact of the changes made to improve the performance and performance of Moroccan public organizations remains difficult to evaluate given the reasoning of our thinking on the approach to reform. One of the avenues for this research would be to evaluate these reforms in a content-based approach and to judge, therefore, their actual relevance.

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