

New Management Public: Advantages and Limitations: An Overview of Morocco

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Abstract: The main goal of new public management is to limit the differences in management between the public and private sectors, with the emergence of the concepts of quality of life and well-being, the public sector tends towards the application of new work standards based on management principles such as. The system of understanding, interaction and internal organization. It is based on the regulation of the commitment of the internal actors allowing to create a constant participative process which generates a constant motivation between the internal actors. Nevertheless, it would be reasonable to think to what extent the principles of private management are applicable in the public sector and how it manages to achieve a quality of service that engenders user satisfaction.

This paper aims to answer this question by citing the advantages and limits of new public management.

Keywords: New public management, advantages, limits, evaluation.

Introduction

Drawing on principles and theories of diverse origins - in particular economics, management and public choice - New Public Management (NPM) originated in the UK and New Zealand in the early 1980s, and was later implemented in most OECD countries, including the USA, Canada, Germany, France, the Netherlands and Belgium.

NPM did not take hold everywhere with great intensity, but it did permeate the public administrations of these countries to varying degrees. Improving their performance thus became a major challenge, calling for certain public management reforms grouped together under the term NPM or New Public Management.

The NPM era began by mobilizing British and American reforms as a unified phenomenon or movement, which was then exported worldwide.

The main idea of NPM is that the public sector, according to the principles of Weberian bureaucracy, is inefficient, so it is desirable to transform private-sector management methods into the public sector.

This led to an ongoing debate between opponents of introducing market logic into the public sector. In Morocco, various reforms have been implemented, inspired by the NPM's contributions in other countries around the world.

The development or emergence of new concepts such as validity, efficiency, governance and evaluation has led to the introduction of a number of new approaches.

- Is it appropriate to adapt private-sector management methods to the public sector?
- To what extent are soluble managerial practices transferred to the public sector, and how does this contribute to citizen satisfaction and the quality of public services?
- What are the advantages of NPM? What are the limits of NPM?

1- NMP: Emergence in full swing

Public management is defined as "the set of processes for finalizing, organizing, leading and controlling public organizations, with the aim of developing their overall performance and steering their evolution in keeping with their vocation". Currently, in the field of public administration, there is worldwide talk of change and transformation of governments: new forms of governance, new relations between citizens and their governments, and between the public, private and governmental sectors.

In this paper, we discuss the emergence of New Public Management, including its history and contributions, using a literature review approach.

1.1 Historical analysis

In the early 1980s, many countries were faced with a financial crisis characterized by public deficits and high levels of debt.

Against this backdrop, in order to better respond to expectations and citizens, and at the same time to control, rationalize and reduce costs, solutions were envisaged during the management mandate

Internal imperatives prompted States to embrace reforms. These are linked in particular to citizens' dissatisfaction with services and the apparent inability of political authorities to respond to their demands for

greater democratization and participation.

The OCDE cites other imperatives such as global market development; national findings that member countries' public sectors are underperforming and accumulating more budget deficits and public debt burdens (OECD, 1996). Changes in public management began in the UK in the early 1980s with widespread privatization; government cuts and load shedding began in the early years of the Thatcher government.

In the USA, the key event was the publication of "Reinventing Government" by Osborne and Gaebler (1992), which led to the "National Performance Review" led by Vice President Al Gore (1993). The New Zealand reforms of the 1980s were the result of a severe economic crisis, not the introduction of a new type of public management. The people involved were clearly trying to solve practical problems, they did not consider standard approaches to public administration in depth, and consciously drew on other theoretical frameworks, including economics (Boston et al., 1996). In Japan, where bureaucrats are perhaps the most developed in the world, national insurance in bureaucracy has collapsed. Brazil, Mexico and other Latin American countries have been subject to similar tensions emanating from an increasingly demanding and insatiable public for the quality and responsiveness of public administration.

The "NMP", even if the direct causes are different, was born of the conviction that bureaucracy is outdated, current models are not adapted, and the private sector is key

1.2 NMP Principles

There are three main elements common to all NMP-related reforms, where the quest for performance is a unanimous issue (Abord de Chatillon and Desmarais, 2012).

- **Contractualization:** the current focus is more on integrating public organizations into networks of multiple actors, notably public/private partnerships, which means including public action and public work in a broad sphere of stakeholders (Boyne, 2003).
- **Responsabilisation:** this axis combines the quest for performance with empowerment, where attention is paid to the players. It translates into the establishment of autonomous structures, accountable for their actions and results (Barberis, 1998). Accountability is thus a means of inculcating a performance culture in public organizations and instilling relevant management practices.
- **Managerialism:** achieving performance requires first and foremost cost control for public actions. While early NMP experiments focused on rationalizing expenditure, cost control remains a crucial measure for this trend (Boyne, 2003; Kirk Patrick et al. 2005, Diefenbach, 2009).

The NMP addresses seven principles that divide the public sector into organized strategic product units

- Introducing competition between public institutions and between the public and private sectors Greater use of private-sector management techniques.
- More disciplined and economical use of resources.
- Actively seek alternative, lower-cost means of production.
- A move towards control of public institutions by tangible managers exercising discretionary power
- Adopting more measurable performance standards
- A focus on results measurement

Finally, the NMP makes it possible to introduce incentive effects through the remuneration of agents, and emphasizes the responsibility of structures by generalizing the evaluation of accounts.

Chart 1: The various NMP actions

Finance fonction	Reducing deficits , Program-based budgeting ,Greater accounting transparency (e.g. by setting up cost accounting to compare compare results with forecasts
Marketing fonction	Development of public marketing (consultations, surveys, polls, observatories, etc.) , Use of new information and communication technologies technologies (for better communication)
Strategy Fonction	Management by results, Implementation of strategic planning ,Privatization of public enterprises, outsourcing (faire-faire) ,Implementation of public/private partnerships ,Separation of political (design) and administrative (implementation) functions , Deconcentration and/or decentralization
Human resources Fonction	Downsizing, empowering and motivating civil servants

Source: Laufer et Burlaud, 1980 ; Hood, 1991 ; Pollitt et Bouckaert, 2000 ; Gruening, 2001.

As this chart shows, NMP is transdisciplinary, encompassing strategic, financial, marketing and human resources functions. The NMP forces the State to question its role and missions, those it must carry out, those it can delegate or entrust to private agencies or companies, and those it can organize in partnership with the private sector.

2- Advantages of NMP

2-1 Advantages of NMP

There are many advantages to implementing NMP. Firstly, MP helps to act openly and unapologetically, often regarded as counterproductive, by introducing central aspects of management rationality.

At this point, it's worth briefly touching on the peculiarities of the public sector that are often seen as an evil compared to the private sector.

As in the private sector, the public sector produces goods and services, manages budgets, cash flow and personnel, and pursues objectives. However, the objectives differ: in the public sector, the goal is general satisfaction, while in the private sector, it's profit.

Differences also exist in terms of human resources.

In the public sector, job security is generalized through the civil service statute, a symbol of neutrality and equal opportunity, whereas in the private sector, job protection is not a reality (on the other hand, remuneration takes better account of personal involvement). There are other specific features in terms of legislation, resources, location and so on. The fact that public officials are elected or appointed also has an impact.

Another aspect is that benchmarking and competition, on the one hand between public structures (via performance indicators), and on the other between public and private structures (within the framework of calls for tender) for the implementation of public policies, is likely to create an emulation that benefits all users and taxpayers. In this sense, competition is a guarantee of efficiency. Operational delegation of services to agencies increases transparency and clarity, and reduces information asymmetry between politicians and administrators (Varone, 1998). As a result, needs are better identified, and monitoring of actions undertaken is more reliable.

Moreover, the introduction of the NMP has prevented a great deal of waste and resulted in substantial savings. This is the case in Australia, with no risk to the quality of services offered (Domberger and Hall, 1996).

In New Zealand, according to former industry minister Mac Tigue (2005), administrative staff numbers have been reduced by 66%. The State's share of GNP fell from 44% to 27%, while productivity increased. Budget surpluses enabled public debt to be reduced from 63% to 17% of GNP, and income tax rates to be cut. This resulted in additional revenues of 20%.

According to Burnham (2000), in the UK, the NMP has led to lower costs, higher quality services, improved productivity and a sharp reduction in the number of civil servants (down 34% since 1979), etc.

Public opinion generally favors the public sector. The reforms have been well received, all the more so as the countries concerned were going through a difficult period. In the UK and New Zealand, for example, there was considerable strike action at the start of the process, but things have since calmed down considerably.

The ideological barrier that could be erected against the NMP, the neoliberal faction that rejects the state, is not entirely justified. Agencies, for example, are not synonymous with the destruction of the state, as they have no personality of their own.

What's more, competition between the private and public sectors in calls for tender often results in the public sector winning the contract.

We have seen in this first part the principles and advantages of introducing NMP in the public sector, and we will now discuss the limits of this paradigm shift in terms of relevance and effectiveness.

2-2 Limitations of NPM

The NMP's lacklustre success may be due to intrinsic limitations or dysfunctions linked to its application.

- It is difficult to consider the private sector as free of all constraints, as the civil service status (recruitment, remuneration, promotion, career, etc.) is considered rigid and prevents the implementation of efficient human resources management.

As a result, collective bargaining agreements can, in some cases, serve a similar or even more rigid function than civil service status. This is particularly the case for large and medium-sized companies. Only small companies have real independence in managing their staff.

This leads us not to consider the public sector as lacking in flexibility. In fact, the public sector employs a large number of contract workers, Non-tenured civil servants numbered 1,186,359 in 2003 (955,598 non-tenured workers, 208,081 subsidized jobs and 22,680 military volunteers), i.e. almost 20% of the total workforce

(INSEE-DREES), in fact, human resources management in the public sector is one of the most important factors in the development of the public sector.

Some civil servants perceive the NMP as an overcautious and negative form of management, because civil servants perceive risks to their remuneration (less favorable development, disappearance of guarantees, etc.); to their recognition (fear of not being up to the job due to inadequate training, increased work rates, downsizing, etc.); to their protection (fear of redundancy, end of lifetime employment, questioning of benefits, fear of unequal treatment, reassignment, etc.); and finally to their autonomy (fear of dismissal, end of employment, questioning of benefits, fear of unequal treatment, reassignment, etc.).); on their protection (fear of dismissal, end of lifetime employment, questioning of benefits, fear of unequal treatment, reassignment, etc.); and finally on their autonomy (fear of loss of independence). It should be noted that the supposed risks to remuneration and protection are closely linked to appraisal, which civil servants fear will be arbitrary.

Another point is that the participation of civil servants in defining the process of implementing public services (participative management) has not been a constant. As a result, we have cut ourselves off from the opinion of a player who is essential if objectives are to be met.

Dysfunctions also arose from transitional situations. In fact, you don't go from a Weberian system to an NMP system overnight. The stages are gradual, and do not necessarily affect all staff and departments at the same time. As a result, several management modes can coexist within the same organization. This diversity can give rise to situations of doubt, incomprehension, wait-and-see attitude and a lack of confidence.

Lastly, the status of the civil service is not necessarily demotivating for civil servants, since there are internal promotions, the nobility of public service, etc.); it can be improved on several fronts: mobility, bridging the gap between civil services... In this context, the Conseil d'Etat, in its 2003 report on the civil service, proposed changes to make it more flexible by revising the grading system, negotiating individual objective contracts, etc.

Chart 2: Characteristics of traditional and NPM-type control and accountability systems:

System features	Traditional public sector	Private sector
Coordination mechanisms	Bureaucratic mechanism	Mechanism of market
principal focus of control	Inputs and procedures	Results
Principal Moments of control	Ex ante	Ex post
Main criterias	Legality, fairness, integrity, economy, procedural compliance	Efficiency, effectiveness, cost, effectiveness, quality
Key players in central government	Horizontal ministers with their respective control officers	Ministers with their their respective control officers

Source: Verhoest (2003, p. 6)

The NPM calls for the introduction of new instruments for steering and supervising the activities of public services, which are now oriented towards efficiency and performance. Among these, contractualization of relations between the principal (political authority) and the agent (implementing agency) is one of the tools inextricably linked to the NPM (Verhoest, 2003).

Contractualization consists in setting out control and incentive mechanisms in a contract, with the aim of reducing the costs associated with conflicts of interest between the two players, and maximizing the utility of each. The management or performance contract thus becomes a new cog in the wheel of public action. The key problem becomes that of determining an optimal contract for both parties.

3- NMP in Morocco

Since the creation of NMP, Morocco has not refused to adhere to this new management style, and has therefore embarked on a series of structural reforms designed to elevate the administration to a satisfactory level and make it more citizen-oriented.

Questioning NMP's contribution to the Moroccan system allows us to study the impact of these reforms on Moroccan administration. To this end, we conducted a literature search on officially published reports on the subject.

3-1 Some key reforms

In Morocco, administrative reform has constantly been the subject of commitments in various government declarations. Since the late 90s, a number of initiatives have been taken to reform the administration, demonstrating an awareness of the inefficiency of the administration and the need for reform. This awareness was translated into government policy, and as a result, a pact for good management was drawn up in 1998. It was intended as the expression of a strategic vision for building a modern administration. It

constituted a benchmark of values and fundamental principles that should underpin action and public service, with three basic principles, namely: Moralization of administrative life; Rationalization of public management; Communication and openness to the environment. Following on from the pact for good management and as an extension of this spirit, an economic and social development plan (2000-2004) was adopted, outlining a strategy for the country's economic and social development. One of the main thrusts of this plan is the reform of public administration. It has to be said that this desire to modernize the state apparatus is taking on greater force in government policy.

This policy is reflected in the Economic and Social Development Plan (PDES) 2000-2004, in the draft finance law for the year 2000, and in the draft budget for 2004.

Conclusion

Today, no government is immune to the drive for competitiveness and profitability. To this end, the application of NMP will help reduce costs while insisting on a higher quality of public service. However, the concept is subject to a number of criticisms. Most of these criticisms stem from the fact that NMP does not take into account the differences between public and private management.

Indeed, it allows for the deceleration of public responsibilities and the exhaustion of public values and interests (Yamamoto 2003). Simultaneously with NMP, other approaches have evolved to address the criticisms aimed at this model. Pollitt & Ouckaert (2011, pp.21-23) outline numerous models of public administration management, including network theory, the new Weberian society and governance.

Despite this, Morocco has spared no effort to apply the NMP to modernize the management of public administrations, following the example of several countries. In this sense, the public authorities claim that it is not only a modernization mechanism, but also a response to the various dysfunctions experienced by public administrations. Its main objective is to protect public funds from waste.

The aim is therefore to satisfy citizens by optimizing public budget management. Finally, there is a direct link between NMP and management control. The NMP focuses in particular on improving performance by introducing management methods and tools inspired by the private sector, based on the three E's: Economy, Efficiency and Effectiveness. The aim is to reduce costs while improving the quality of services provided to citizens. In practical terms, it is determined by the development of performance indicators, budget management tools and cost calculation tools.

NMP is not a miracle tool, but rather a long-term process that requires time, measurement and determination. While private-sector management can serve as an example for the public sector, it must not be over-valued or made sacred. The aim of NMP is not to do away with public services, but to improve them.

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