

The application of New Public Management in the enterprises

" Theoretical Framework Study "

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Abstract

Major tenets of this recent market-led restructuring of the public sector are presented as the so-called New Public Management (NPM) , which has been touted by some authors as administration revolution or post-bureaucratic paradigm, In line with the common tendency in social sciences to reify ideas not really profound into something as significant as a revolution or paradigm, many management experts portrayed the contemporary public sector reforms as a paradigm shift, According to its proponents, the newly emerging paradigm of NPM is characterized by managerial freedom, market-driven competition, businesslike service delivery, value-for money, result-based performance, client-orientation, and a pro-market culture, For other scholars, however, there is no paradigmatic consensus on NPM: it at best represents a loose collection of ideas derived from the private sector, used by different countries, and propagated by international organizations and advanced market economies. In addition the techno-managerial interpretations of NPM by its proponents do not adequately explain its historical causes, ideological underpinnings, socioeconomic consequences and politico-administrative limitations.

Public administration has always been under constant review. Such reviews were mostly parochial, incremental, initiated or driven by low-key staff and often ended as fads. From the end of the 1970s to the 1990s, however, governments around the world were engaged in widespread and sustained reforms of their public administration. These reforms were born out of economic recession, but also had political and social drivers. They were initiated by the political apex and fuelled by New Right ideology. Collectively, these reforms came to be termed New Public Management (NPM).

NPM is characterized by marketisation, privatization, managerialism, governance, performance measurement and accountability.

This employment of corporate attitudes in public administration is grounded on certain theories, mainly public choice, transaction cost analysis and principal-agent theory.

In case of Algeria There are many problems like Bureaucracy and corruption and Nepotism in very big levels and especially in the public sector so it had to make to Shed light about the ability to Applied the principles of the new public management and the governance to try to Limit the Constraints who Stand up in the face of the Algerian public institutions in the way of Submitting a public services with good quality and to help the national economy by the base of Effectiveness and efficiency.

Key words: New Public Management - Bureaucratic- Performance Measurement - Governance - Public Services - The national Economy.

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Introduction:

You cannot see, touch, smell or hear the NPM. It is a rhetorical and conceptual construction and, like all such constructions, it is open to re-interpretation and shifting usages over time. It is also a rhetorical construction *in English*, and we can therefore expect that the concept will be particularly prone to shifts in meaning when it crosses language barriers into French, Chinese or Japanese (to mention just three language communities which have adopted the term). So comparison is not a straightforward matter.

The public administration reforms from the late 1970s have led to a revolutionary change not only in the manner of delivery of social services and accounting for government expenditures, but also in the structures of governance. These reforms towards marketisation, or the application of business management theories and practices in public service administration, came to be called, in professional parlance, the New Public Management (NPM).

NPM is often mentioned together with 'governance'. Some writers, Jo "Ann Ewalt ", for instance, explain that governance is about the overarching structure of government and the setting up of overall strategy, while NPM is the operational aspect of the new type of public administration (Ewalt, 2001). Many authors and researchers use both terms interchangeably.

NPM is generally viewed as a global phenomenon, as it spread quickly from the countries where it is said to have originated to other parts of the globe, influencing government policies both in developed and developing countries. In consideration of this, the article will not limit itself to any one country or region in drawing examples to demonstrate the effect of NPM, Also concerning its impact on the development and the public services Improvement.

So from the last, we could ask the next question, *what' the New Public Management (Theoretical Framework: conceptions, definitions, Important, objectives), and what it can help the countries in the sustainable development?*

The Theoretical Framework of New Public Management:

I- The New Public Management Definition:

New Public Management (NPM) is a discussion and investigation of economic and political systems in various countries and their policies that aimed to modernize and render the public sector more efficient.

New Public Management is viewed as a more efficient means of attaining the same product or service; however, citizens are viewed as customers and public servers/administrators hold the title of Public Manager. Under NPM, Public Managers have incentive-based motivation and have greater discretion (as opposed to a regulated outcome per scenario, regardless of situation). NPM relies heavily on disaggregation, customer satisfaction, entrepreneurial spirit, and the "Rules of the Game."¹

Public Managers under the New Public Management reforms can provide a range of choices from which customers can choose, including the right to opt out of the service delivery system completely².

Even in its English mother tongue, there have been considerable definitional disputes and ambiguities. As Dunleavy et al put it recently: 'There is now a substantial branch industry in defining how NPM should be conceptualised and how NPM has changed' (**Dunleavy et al, 2006, p. 96**). A survey of all the different attempts at definition would make for a very long (and rather boring) article, so I will instead simply refer to one of the best recent discussions – that of **Dunleavy et al (2006, p. 96-105)** and to my own earlier and simpler discussion (**Pollitt, 2003a, chapter 2**). Taking these together, I will theory or doctrine that the public sector can be improved by the importation of business concepts, here assume that the NPM is a two level phenomenon: at the higher level it is a general theory or doctrine that the public sector can be improved by the importation of business concepts, techniques and values, while at the more mundane level it is a bundle of specific concepts and practices, including:

- Greater emphasis on 'performance', especially through the measurement of outputs;
- A preference for lean, flat, small, specialized (disaggregated) organizational forms over large, multi-functional forms;
- A widespread substitution of contracts for hierarchical relations as the principal coordinating device;
- A widespread injection of market-type mechanisms (MTMs) including competitive tendering, public sector league tables and performance-related pay An emphasis on treating service users as 'customers' and on the application of generic quality improvement techniques such as TQM;
- Dunleavy et al have usefully summarized this as 'disaggregation + competition + incentivization' (Dunleavy et al, 2006).

Notice that this excludes certain other fashionable ideas, such as partnerships, networking and governance. These arose later than the NPM, and were to some extent ideas that were invented to counteract the perceived limitations and weaknesses of the NPM (as defined above).

Thanks to the work of scholars like **Kerstin Sahlin-Andersson (2001)** and **Amanda Smullen (2004; 2007)** it is now more widely understood that when NPM (and other) ideas cross national or even sectoral boundaries; they are usually 'translated' into the local dialect (**Pollitt, 2003**). These translations are not a minor matter, since they frequently involve not merely the editing of standard statements and propositions, but also the subtraction of old meanings and the addition of new ones.

Thus in one place the NPM may be portrayed as being mainly about freeing individual managers to be 'professional' and 'modern' while in another it may be all about serving the citizen-customer and in a third it might be about cutting expenditure and lowering taxes. In one country 'agencies' are the symbol of a new degree of freedom from central ministerial control, in another they represent a taking- back of ministerial control (**Smullen, 2004; Pollitt et al, 2007**). The differing emphases may help to select and prioritize different practices and, equally, may engender different expectations against which the results of the reforms are judged.

What has not been so often commented upon is that it is not only NPM as a package of doctrines that gets translated in this way, but also some of the individual instruments and

techniques. Thus TQM, for example, is realized in vastly different ways in different contexts, sometimes even within the same service (**Joss and Kogan, 1995; Zbaracki, 1998**). Similarly, performance budgeting can and does take on a tremendous variety of forms (**Pollitt, 1999**)³.

II- The Scope of New Public Management:

Before one can study whether changes in the legal framework may be required to introduce NPM, it is essential to have a clear understanding of what is meant by NPM.

The definition of “public management” itself has been a subject of considerable debate.

Some studies highlight the processes and organizational interdependencies within the public sector. Others stress that public management focuses on the merger of private management practices and traditional public administration, in the context of a division of society into state and civil society (**Pierre, 1995**).

One operational definition for NPM is that it “consists of deliberate changes in the structures and processes of public sector organizations, with the objective of getting them to run better” (**Pollitt and Boukaert, 2000, p. 46**). Can this definition cover all of the important areas of NPM, without losing focus on the essential features of an all-encompassing overall system?⁴

III- The Beginning of New Public Management:

The first practices of New Public Management emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher. Playing the functional role of “policy entrepreneur,” as well as the official role of prime minister, Thatcher drove changes in public management policy in such areas as organization and methods, civil service and labour relations, expenditure planning and financial management, audit and evaluation, and procurement.

Thatcher's successor, John Major, kept public management policy on the agenda of the Conservative government, leading to the implementation of the Next Steps Initiative and the launching of the Citizens Charter Initiative, Competing for Quality, Resource Accounting and Budgeting, and the Private Finance Initiative.

In the 1980s⁵, public management became an active area of policy-making in numerous other countries, notably in New Zealand, Australia, and Sweden. At the same time, the Organization for Economic Cooperation and Development (OECD) established its Public Management Committee and Secretariat (PUMA), conferring to public management the status normally accorded more conventional domains of policy. In the 1990s, public management was a major item on President Clinton's agenda. Early policy actions of the Clinton administration included launching the National Performance Review and signing into law the Government Performance and Results Act. At the time of this writing, there are few indications that public management issues will vanish from governmental policy agendas any time soon.

The term New Public Management (NPM) expresses the idea that the cumulative flow of policy decisions over the past twenty years has amounted to a substantial shift in the governance and management of the “state sector” in the United Kingdom, New Zealand, Australia, Scandinavia, and North America. A benign interpretation is that these decisions have been a

defensible, if imperfect, response to policy problems. Those problems as well as their solutions were formulated within the policy-making process. The agenda-setting process, in particular, has been heavily influenced by electoral commitments to improve macro-economic performance and to contain growth in the public sector, as well as by a growing perception of public bureaucracies as being inefficient. The alternative-generation process has been heavily influenced by ideas coming from economics and from various quarters within the field of management.

Beginning in the 1980s⁶, public management techniques changed radically in some OECD member countries. Budgets based on inputs and financial compliance was replaced by performance-oriented budgeting systems, with an emphasis on results, outputs and/or outcomes, and decentralized management in responsible organization units. The leading countries of public management reforms also radically changed their government accounting systems, personnel management systems, and internal organizational arrangements⁷.

IV- What's the deference between Public and Private sector?

New Public Management draws practices from the private sector and uses them in the public sector of management.

The New Public Management reforms use market forces to hold the public sector accountable and the satisfaction of preferences as the measures of accountability. In order for this system to proceed, certain conditions, such as the existence of competition, must exist and information about choices must be available⁸.

Those students of public administration have failed to adequately challenge the New Public Management. Also take issue with another theme that runs, perhaps more obliquely, throughout Lynn's piece: the methodological claims and interests of the New Public Management as compared with those of the "old" public management. Here, Lynn seems to suggest that, due to a tradition of being "unduly careless, "not only the New Public Management but the broader field of public administration itself "seems to have let lapse [its] moral and intellectual authority."⁹

V- Characteristics of New Public Management:

The NPM movement began in the late 1970s and early 1980s. Its first practitioners emerged in the United Kingdom under Prime Minister Margaret Thatcher and in the municipal governments in the U.S. (e.g., Sunnyvale, California) that had suffered most heavily from economic recession and tax revolts. Next, the governments of New Zealand and Australia joined the movement. Their successes put NPM administrative reforms on the agendas of most OECD countries and other nations as well (OECD, 1995).

Only later did academics identify the common characteristics of these reforms and organize them under the label of New Public Management (Dunsire, 1995, p. 21). These common attributes of NPM—undisputed characteristics that are almost always mentioned by academic observers—are listed in Table 1, along with a few debatable attributes that are included by some but not all observers (see, for example, Borins, 1994, 1995; Boston, Martin, Pallott, & Walsh, 1996; Buschor, 1994; Gore, 1994; Hood, 1991; Nashold et al., 1995; Reichard, 1992; and Stewart and Walsh, 1992)¹⁰.

VI- The NPM in comparative perspective:

In the light of the above considerations we can now review our state of comparative knowledge concerning NPM. Taken together, NPM concepts and techniques have produced a mix of 'results'. Undoubtedly there have been some measurable efficiency gains. There are also plenty of *cases* of genuine service quality improvement, and of cost-saving. Equally, however, there are well-documented concerns about organizational fragmentation and loss of the capacity to implement integrated policies, about inappropriate applications to complex human services, and the widespread gaming of performance measurement regimes and about probable damage to traditional public service values.

We can select the following as key points:

- The *rhetorical spread (talk)* of NPM has been impressive, though by no means total. There have always been other, parallel or competing discourses, but they have remained under-rated and largely unnamed in the Anglophone public management literature, creating the impression that for a long time there was 'only one show in town' (Pollitt et al, 2007)¹¹.
- The NPM is definitely NOT just a neo-liberal and still less a neo-conservative political doctrine (as has occasionally been claimed). Its intellectual roots are more diverse and certainly its adoption has occurred in many countries with centre or centre-left governments, as well as by centre-right and right wing regimes.

- In terms of *decisions-to-adopt*, the penetration of NPM has varied enormously from country to country, and sector to sector, and over time. The period of most aggressive implementation was from the late 1980s until the turn of the century. Some countries have gone a long way with NPM. They have embraced all the ingredients set out in the foregoing definition and have implemented them over a period of more than two decades. These 'core NPM' countries tend to be unitarian democracies with majoritarian political systems, and they are ex-members of the old British Empire. The UK and New Zealand are the most obvious examples, with Australia not far behind (although that, of course, is a federal state). The USA has also been a vigorous reformer, especially at state and local levels, but at the federal level its strong legislature has prevented the kind of synoptic, top-down reform drives which have been witnessed in the three core NPM states (Pollitt and Bouckaert, 2004).

- Also in terms of *decisions-to-adopt*, perhaps one of the more impressive features of the NPM has been not its triumph in the UK and New Zealand, but the extent to which it has been selectively borrowed by many countries that do not buy into the broader 'business-is-best' doctrine. These would include the Nordic group, France, Italy and Spain. In these cases, however, the 'translations' have usually been substantial and significant, and the borrowings have been inserted into systems whose overall character is not NPM- at all.

- Our map of the *operational spread* of NPM is patchy, but, though considerably less than some of the rhetoric would lead one to believe, it does nevertheless seem to have been widespread. In some places NPM forms and techniques are still spreading, but in others they are being partly reversed (Chapman and Duncan, 2007; Dunleavy et al, 2006, pp96-105; Johnson and Talbot, 2007). A tentative generalisation would be that the areas in which NPM has worked least well, and where some stepping-back is now in progress, include:

- 1- The application of market-type mechanisms to complex human services such as health care and education.

2- The wholesale contracting out of government IT On the other hand there is plenty of local evidence of achievements of quicker processing times, staff savings, and higher productivity in particular organizations. NPM techniques appear to have had some of their most indisputable successes in what Wilson (1989) would have termed ‘production organizations’- those where a defined and reasonably standardized product (a license, grant, benefit payment) is being produced through reasonably well-understood processes.

- Others states, especially in the developing world and, to a lesser but still significant extent in post-Communist Eastern Europe, had NPM ideas imposed or strongly urged on them by western-dominated IGOs. The operational experience with this has been educative. It appears that the NPM works best when it is built on the secure foundations of a stable Weberian bureaucracy. It can have very negative effects when injected into situations where the civil service is highly politicized and un-professionalized, the ‘public service ethic’ is hardly known, budgets are unstable and accountability is weak (see, e.g., Caulfield, 2004; Pollitt, 2004). The paradox, then, is that the NPM needs its enemy – traditional bureaucracy – in order to succeed.

- The evaluation of the *results* of NPM has been very patchy indeed. This is partly because of the inherent difficulties of assessing a complex, multi-instrument, long term reform program. But it is also because a number of governments have, either deliberately or by omission, failed to set up any systematic provision for evaluation (most famously, the Thatcher government with its huge and radical experiment introducing an internal market to the UK National Health Service). Even where evaluation as a process has been embraced the conditions for its success have often been undermined by further, premature policy changes (Pollitt, 2008; Pollitt and Bouckaert, 2003; Walker, 2001). In one or two instances where large scale evaluations were carried out, it proved remarkably difficult to confirm even the most basic claims for efficiency gains (Pollitt, 1995)¹².

VII- Criticism about NPM:

There are blurred lines between Policy Making and Rendering Services in the New Public Management system as well as whether or not they can be trusted to be involved politically. Public managers are involved with how to progress policies, but now what the public needs. NPM brings to question integrity and compliance when dealing with incentives for public managers. Will managers be more or less faithful? The public interest is at risk and could undermine the trust in government. How can we ensure accountability¹³?

New Zealand exemplifies a functional New Public Management system because of its academically rigorous analysis; however, to prove this is functional, there needs to be more than one country operating smoothly. Some difficulty surrounding the discussion and experimentation of New Public Management is managing the analysis.

Dunleavy believes New Public Management is phasing out because of disconnect with “customers” and their institutions. New Public Management was created in the Public Sector to create change based on: disaggregation, competition, and incentives. Using incentives to produce the maximum services from an organization is largely stalled in many countries and being reversed because of increased complexity.

Post New Public Management evolves the Digital Era Governance (DEG). Dunleavy believes this new way of governance should be heavily centered upon information and technology, Technology will help re-integrate with digitalization changes. Digital Era Governance provides a unique opportunity for self- sustenance; however, there are various factors that will determine whether or not DEG can be

Implemented successfully¹⁴.

VIII - New public management application benefits in enterprises:

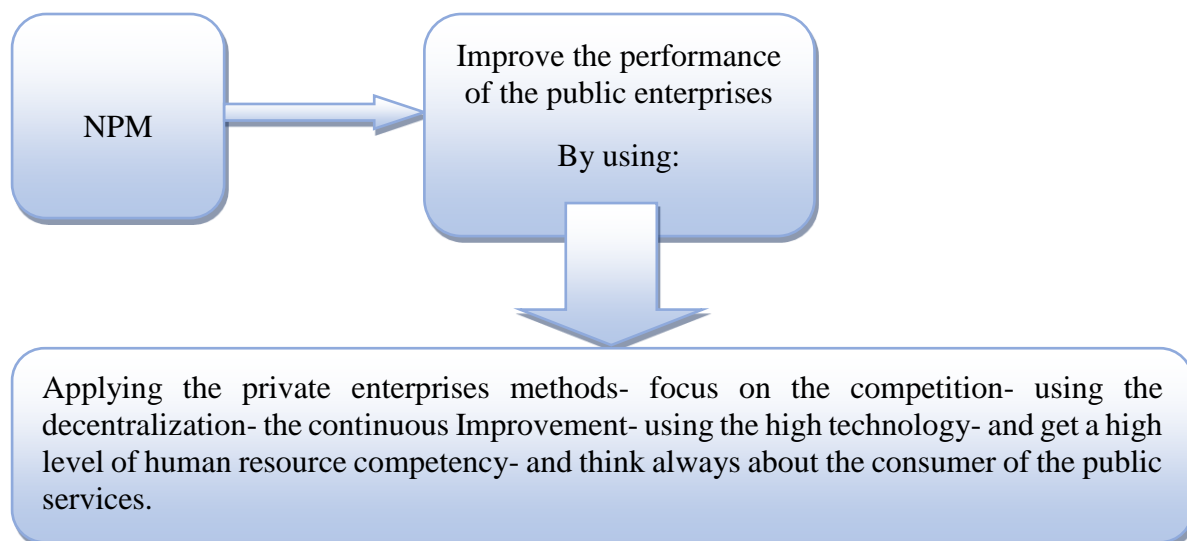
There are a lot of benefits in the way of applying NPM in enterprises like the following main points:

- NPM gives by its principles a lot of flexibility in work, by using the decentralization methods;
- It gives also enterprises the ability to focus directly on the consumer needs and wants;
- It helps enterprises also in the way of using the new information and telecommunications technologies;
- It makes the public enterprises the tools and the same strategies of the private enterprises, by the focusing on the concurrence and the competition;
- NPM can help enterprises to give good and appropriate services for the public;
- Its helps also for reduce various costs in the public enterprises;
- Also it can helps to make enterprises learn every day to benefit from their mistakes;
- The new public management could make the public enterprises more able to get more competent human resources and more motivated to improve the performance¹⁵.

And the following figure explains more the application of NPM in the public enterprises:

Figure 01

the application of NPM in the public enterprises:



Source: By the researchers.

Conclusion:

New Public Management has left extensive deposits, more thickly in some countries than others (Dunleavy et al, p218). Elements of NPM have been absorbed as the normal way of thinking by a generation of public officials in the core states. Many NPM-is organizational structures remain firmly standing. Management consultancies have secured their place as regular participants in governance at many levels of government – at least in the core NPM states (Saint-Martin, 2005). By the standards of previous administrative fashions – even by comparison with the spread of Weberian bureaucracy itself – NPM must be accounted a winning species in terms of its international propagation and spread. Whether it has been *successful* – even its own terms – is quite another question, and one to which we may never have an entirely satisfactory answer. Certainly it seems to have little relevance to the problems which sit at the top of the public sector agenda today – global warming, population movements, corruption or terrorism. The management of such issues calls for quite different ways of thinking about public sector management.

Over the last two decades New Public Management (NPM) has emerged as an influential model having profound impacts on the public sector management in Britain and in many other developed countries. This study aims at explaining the main characteristics of NPM in relation to the British case. The emergence of NPM as an international trend has been attributed to the particular economic, social and political factors two different sets of ideas have shaped the NPM model. The first has emerged from the new institutional economics while the second was driven from business-type managerialism. When the Thatcher Government came to power there was no master plan for reform. Goals evolved over time; in the early stages, achieving economy, efficiency and control have been the most important objectives. However, from the late 1980s more radical and comprehensive reforms have been undertaken such as the introduction of market-type mechanisms and executive agencies. In terms of making administrative reforms happen, sustained political commitment to the reforms and political stability has played important roles.

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ملخص

العديد من الإصلاحات وعمليات إعادة الهيكلة التي شملت القطاع العام في مختلف أنحاء العالم قدمت على أساس ما يطلق عليه اسم " الإدارة العمومية الجديدة "، والتي أطلق العديد من علماء ومنظري التسيير وإدارة الأعمال عليه وصف " الثورة الإدارية " والتي تقوم على أساس ما سمي بمرحلة " ما بعد البيروقراطية "، كما أن العديد من علماء التسيير أكدوا على أن الإصلاحات المعاصرة المتعلقة بالقطاع العام تعتبر نموذج متغير بالامتياز لأنه يرتبط بمتغيرات كبيرة تتميز بالتعدد وعدم الثبات وفقا للمحاور الأساسية التي ترتبط بها الإدارة العمومية الجديدة والمتمثلة في الحرية الإدارية والمنافسة السوقية و تقديم الخدمات على أساس مهني وعملي وكذا قيمة النقود وتقييم النتائج على أساس الأداء والتوجه نحو الزبون والعمل وفق ثقافة السوق، كما أنه لا بد من الإشارة أن فوائد الإدارة العمومية الجديدة وأسسها لا تقتصر فقط على القطاع العام والإدارة العمومية بل تتعداها إلى القطاع الخاص والذي ثبت فعلا استفادته من مبادئ الإدارة العمومية الجديدة في العديد من الدول في مختلف أنحاء العالم.

ان الإدارة العمومية كانت دائما محل مراجعة مستمرة، فقد قامت الحكومات حول العالم بالتزام بإصلاحات على نطاق واسع ودائم للإدارات العمومية والتي أغلبها جاءت خارج دائرة الركود الاقتصادي خصوصا في الدول النامية وشملت على عدت جوانب أهمها ما هو سياسي خصوصا ما تعلق بإرادة السلطة السياسية العليا المتمثلة في الرغبة الواضحة والإرادة الحقيقية في القيام بالإصلاحات وكذا الجانب الاجتماعي مع غرس ثقافة ايجابية في المجتمع والتشجيع على العمل الجماعي وتشجيع الجماعات المحلية على المساهمة في الإصلاحات.

ارتبطت الإدارة العمومية الجديدة مع العديد من النظريات المتمثلة بالأساس في خيارات المجتمع، نظرية تكاليف التبادل، ونظرية الوكالة وكذا حوكمة المؤسسات والتي كلها تسعى إلى تعزيز الشفافية والمصداقية في التسيير وحفظ مصالح جميع الأطراف المرتبطة بالعمل المؤسساتي وتعزيز ثقافة المساءلة والمحاسبة المنطقية وهذا ما تعمل الإدارة العمومية الجديدة من أجل تحقيقه بغية خدمة القطاع العام وتحسين الخدمات العمومية المقدمة.

وفي الجزائر توجد العديد من المشاكل التي تتخرب عظم الاقتصاد الوطني الهش أصلا والمتمثلة في المشاكل التي تعاني منها المؤسسات العمومية من البيروقراطية والفساد على الوجه الخاص والتي من شأنها أنها عطلت التنمية لسنوات وعقود عديدة وخصوصا ظهور تداعياتها بشكل كبير مع انهيار أسعار البترول في الفترة الأخيرة هذا الأخير الذي يعتبر المورد الأساسي للخزينة العمومية، كل هذا جعل من الضروري أن يتم العمل على القيام بإصلاحات جذرية وحقيقية وجادة فيما يخص بإصلاح الإدارة العمومية وذلك وفقا لتجارب الدول الرائدة خصوصا المتقدمة منها والمتمثلة بالأساس في تطبيق مبادئ الإدارة العمومية الجديدة وإعادة الهيكلة وتطبيق مبادئ الحوكمة وتحسين الخدمة العمومية.

الكلمات المفتاحية : إصلاحات القطاع العام- الإدارة العمومية الجديدة- البيروقراطية - الأداء- نظرية الوكالة- الحوكمة- الخدمات العمومية- الاقتصاد الوطني.