

Project Management In The Public Sector: A Theoretical Approach

Soufiane AGUIDA¹, Pr. Badre Eddine CHEGRI², Pr. Kaoutar EL MENZHI³

Department of Economics and Management

School of Law, Economic and Social Sciences -Souissi - Mohammed V University in Rabat

Corresponding Author: Soufiane AGUIDA

Abstract: *The modern project management has emerged after the 2nd World War as a field that is strongly oriented toward practical applications of planning and organization. The research itself, fairly recent, first walked the same path as positivist approaches in order to identify the best practices for professionals. However, during the last decade, several voices in the community of project management researchers have called for opening the studies of "project" to those of management and organization. From a theoretical point of view, there is a dense theorizing project management research and also an opening to large theoretical perspectives, including turning to sociological approaches. We proceed by reading in the normative definitions and from the theoretical literatures and try a theoretical synthesis on the specific state environment of the management of the projects in the perspective of an exploration.*

Key words: *Management, new public management, project management, budget, public sector, public environment, paradigm.*

Date of Submission: 10-04-2019

Date of acceptance: 25-04-2019

I. Introduction

The emergence of the concept of project-based organization is to be compared not only with the strategic imperatives or new techniques, but especially with the logic of actors. The project by the organization structuring process can be analyzed as the result of actions performed by actors implementing knowledge and representations, in a specific context (Lemesle 1997⁴). In the contingent reading, organizational adaptation is the result of an adjustment process ("fit") between environmental requirements, mediated by the formulation of the strategy, and structural features. The development of forms-projects is interpreted as resulting from the realization of new strategic imperatives (Navarre, 1993358; Leroy 1996359): The project is seen as a way of revitalizing organizations facing demands for flexibility and continuous innovation. The objective of improving the development of the performance summarizes the challenges raised by the project concept: it refers to the ability of the organization to conduct more effective and efficient development of new products or processes, respecting simultaneously time, cost and quality.

The inability of traditional forms of project management to cope with these new conditions led to the promotion of a new "project management paradigm" (Navarre, 1993360), Based in particular on concurrent engineering and implementation for each project multifunctional teams. For much of the literature, which is part of a contingency perspective, project characteristics determine the form of organization and the right management system to carry them out. Literature can be a learner for us researcher in the field of project management. We are convinced that this theoretical reading will shed light on our methodological and theoretical concerns in the near future, and then guide us towards the most significant determinants that may be axes of research and exploration of the theme

a) Research Context

The choice of the subject of this paper comes from the several changes that our national environment is facing, some of which will be cited as follow :

- *Institutional and constitutional* that demand accountability and evaluations of programs and public policies,

¹ PhD student Cedoc Souissi at the University Mohammed V of Rabat

² Professor at the University Mohammed V of Rabat

³ Professor at the University Mohammed V of Rabat

⁴LEMESLE F., "Project and organizational dynamics", Proceedings, 6th Conference of AIMS to school HEC Montreal, 24 had 27 June 1997, p 554, pp. 147-156

- *Technical*, namely the establishment of number of co-financed projects and management guidelines based on the best international and national practices of project management;
- *Social*, especially following social dimensions to project requiring impact assessments ;
- The need of developing project management practices, as it is applied in public sector, and public management.

b) Issues and methodology

The general issue of research can be formulated from the following questions: What is realized in public Moroccan organizations in terms of project management? Are the project management practices accepted and distributed in local organizations? Are the tools implemented in practice?

We read the recent literature on the field projects with a view to conduct a qualitative exploratory study based on observation of practice through semi-structured interviews with leaders and officials of some chosen departments and the PMU. It will be done using an interview guide based on questions relating to determinants that influence behaviors and tools used for this purpose by the PMU and the Ministry chosen in its relations with partners and evaluators.

II. Project Management Of Public Management: A Theoretical Approach

The definition of project concepts, project-based organization, and project management is required. Indeed, we recall the enterprise project concept before attacking the organization by projects. The Ox and Mucchielli (1992⁵) Define the **business project** as serving to "revive the vital principles of the company to contribute to its economic development, and it does so by adopting a humanistic vision of the company."

For these authors, « the objective of the business venture is to strictly orient the purpose toward the project ». The notion of **business project** has the particularity to give each employee the possibility, albeit more or less extensive and more or less effective depending on the organization, participate in the construction of the entity in which it operates. Thus, the leader in mobilizing its employees and boosting their skills, would ensure the development of a "participating space" (Nebenhaus 1992⁶), which surely encourage people exchanges. The purpose of a business plan is to strengthen the consistency of actions of different actors (Hernandez, 1994⁷), So this is for the manager to develop an identity and corporate culture, mobilizing people around a creed.

1. An initial project definition by AFNOR

The definition of the notion of project chosen by the AFTEP-AFNOR is, "the project is a specific approach allowing methodically and progressively structuring a future reality. For Giard and Midler (1993⁸) "A project is defined and implemented to meet the needs of a client, and involves an objective and needs to be undertaken with data resources." It is a collective creation, organized in time and space, for an application. Midler (1993⁹) Distinguishes three phases in a project: a phase of creativity, passing, then a phase for supervising and locking and finally a phase transition to the act. Boyer and Equilbey (1999¹⁰) Defines project as "any non-repetitive activity aimed at achieving a specific objective. By extension, we can consider that the design and implementation of a new organization is a project. " The project concept is often applied to the company, in fact, this concept has been the subject of abundant literature especially in the 1980s it was followed by a number of works: some authors have proposed project types (Pyrat Guillard 1998¹¹; Brabet and Klemm 1994¹²) Other project success factors (Couillard and Navarre, 1993¹³).

⁵The Ox and Mucchielli A., "The business project", Presses Universitaires de France, coll. What do I know? 1989, 2nd revised edition, 1992, 128 p., P. 69

⁶Nebenhaus D., "Participation and expression in everyday work situations," in BRISES, No. 17, 1992.

⁷HERNANDEZ, E.-M., "Rise and Fall of a managerial approach: the business project", in Humanism and Company, 1994.

⁸V. Giard and Midler C., "Piloting Project and Companies: diversities and similarities" ECSIP 1993, Oxford, 306 pp, pp.. 17-29

⁹Midler C., "The car that did not exist - Management of projects and business transformation," Preface LEVY HR InterEditions 1993, 203 p.

¹⁰BOYER EQUILBEY L. and N., "Organization Theory and Applications", Editions d'Organization, 1999, 363 p., P. 307

¹¹Pyrat Guillard D., "The company projects: a mode of management methods, assessment of past and current practices," Economies and Societies, Vol 32, No. 2, Management Science Series, No. 24 , February 1998, pp. 181-206

¹²BRABET J. and M. Klemm, "Update on business projects", 2000 Management, Management and Forecasting, Vol. 10, No. 2, April 1994, pp. 79-100

¹³COUILLARD J. and C. NAVARRE, "What are the project success factors? Should more organization? more tools? more communication? more planning?" "Survey results conducted from a sample of Canadian military projects" Management 2000 Management and Forecasting, Vol. 9, No. 2, April 1993, pp. 167-190

The business plan has also been linked to some other concepts such as corporate culture, the concept of enterprise value (Boyer 1992¹⁴). They even assist in the 1990s, the emergence of the concept of "Projectics" science projects. This article serves as an opportunity to demonstrate the remarkable passage that made the public sector in the use of management techniques and project management. Also, it is an opportunity to define the basic concepts of our research. This is to lay the foundations of our theoretical framework research while drawing on the work done so far on the subject and exploring international work, and studies of project management in public areas particularly.

2. The project: a concept to explore

The project concept was the subject of several definitional approaches and analyzes from scientific and professional literature. Thus, the PMBOK (2000) defines the project as "a temporary business initiative to achieve a particular goal in order to create a unique product or service." Each project, according to this analysis, with a beginning and a clear end is planned, executed and controlled by an individual or team.

A. For project management standards

Let's revisit the definitions provided by the books and ISO professional manuals and other certifications in project management domain.

a) PMBOOK 2013

The PMBOOK Version (2013, p.3) states that "a project is a temporary endeavor undertaken to create a product, a service or a single result." He added that each project involves a beginning and an end. The end comes when the objectives are met or when the project is stopped because its objectives will not or can not be visibly affected, or when the value of the project is no longer justified in a given situation. This definition includes elements of success, performance projects and those of failure or non-performance of projects.

b) IPMA 2006

IPMA meanwhile ICB in its repository (2006, p.4) defines the project as "an operation limited in time and cost to achieve a defined set of deliverables (...) in the quality standards and requirements set ". The ICB defines the project on the basis of an output that would meet the expected standards. Notwithstanding does not dwell on the input (combined resources) in order to deliver the output in the prescribed standards.

c) AFITEP 2000

In the same context, the French Association of Project Management (AFITEP, 2000) argues that the project is "a set of actions to achieve a defined objective, as part of a specific mission, and for the realization, which was identified not only in the beginning but also at the end. "

d) PRINCE 2:

He believes that the project is a company located in time, launched with the aim to produce predefined deliverables in a business case. This definition is tinged with the origin of PRINCE 2 from the world of ICT. The business case is central to its project management method.

e) ISO 10006 (2003)

In the rest of the professional approach, ISO 10006 (2003) defines the project as "a unique process that consists of a set of coordinated and controlled activities, including dates of beginning and end undertaken to achieve an objective conforming to specific requirements, including the constraints of time, cost and resources. "

f) ISO 21500

ISO 21500 (2013) in an improved definition considers that "a project is a unique set of processes consisting of coordinated and controlled activities, with a start and an end and enterprises to achieve the project objectives. The achievement of project objectives requires consistent deliverables for specific requirements. A project may be subject to multiple constraints. "

According to ISO 21500, the project process is defined as a result of the execution of a process. This project design brings out the uniqueness of character, temporality, control standards and processes. It adds not only additional elements to the previous, but lets see the complexity of defining the project in a succinct and comprehensive manner.

¹⁴L. Boyer, "The business plan: a quantitative management in a cultural approach to the business," Encyclopedia of Management, Vuibert, 1992, pp. 519-525

B. Project Concept: a literature review

From the perspective of analysis of authors, we retained some definitions, including that of Galbraith (1974), Avenier (1992, 1997) Picq et al. (2005), of Aktouf (2006), Guillemet (2007), Tho and Hau Genest (2010), Descheemaekere (2013). Galbraith (1997¹⁵), who showed that the organizational forms designed as information processing systems vary according to their ability to cope with uncertainty. In the case of projects, this ability depends largely on coordination arrangements restraint and the shape of the joint-project business. "Characteristics" of the projects are not only socially constructed, but still largely dependent on the history of the organization and its learning trajectory.

Avenier (1992¹⁶) proposed a very interesting definition of the concept of a project, since it focuses on the strategic dimension of the project. In fact, "the business plan can be designed as an extension of the strategic thinking in order to mobilize all the company personnel around the strategies that have been adopted by the General management. " Designed in this way, the project is a continuation of the strategy. According to the author a project approach can promote the implementation of "groping strategies": this process is called "co-pilot co-designed projects," emphasizing the collective nature of the project design and management of its enactment (Avenier 1997¹⁷). For Picq et al. (2005, p.8), the project is a "singular activity and not repetitive, limited in time, irreversible, open to uncertainty, combining distinct but complementary skills from the perspective of progress or change."

Aktouf (2006) said that a project is a goal to achieve by the combination of the nature and the resources of various origins, within the constraints of limitations relating to technical specifications, costs and delays. These constraints are characterized by weak margins of error, freedom or tolerated overruns. This definition highlights the complexities of project performance. The dimensions respect are large and varied, requiring a consistent management model. Genest and Tho Hau (2010, p.9) defined a project as "a complex set of tasks and activities to produce and deliver a specific output in advance while respecting the agreed budget constraints, time and quality. " For Descheemaekere (2013) a project is "a common will to achieve a result within a specified time." He thinks he must involve the ability to measure this result, the risk that this activity is, would that not lead, and the fact that it takes multiple skills. He notes here the essential component of project management, namely skills.

Thus, the choice of professional and scientific definitions is guided by the desire to bring out the complexity of the project. As a result, "any definition of a project must be broad enough to include examples of the wide variety of organizational activities that managers consider under the project function. However, the definition should be sufficiently narrowed to include only those specific activities that researchers and practitioners can significantly qualify as project-oriented "(Guillemet, 2007, p.481). In essence, building on previous analysis and taking into account the purpose of this research, a project is a specific company.

3. From project to project management

The project refers to a temporary management subsystem for structuring phases of design, development, industrialization and commercialization of a new product and that has a goal setting process, organization, a fashion management and a culture of its own. It is a subject to quality constraints, cost and time, which it shares with the permanent structure. It has three essential characteristics that differentiate the ongoing operations of the company:

- work is unique,
- the organization is new
- and change is punctual, even if the profits that the company withdraws can have a lasting effect.

Project management is renowned for its socio-organizational advantages, including the shortening of design, focusing on clients or strengthening of professional mixing. But she has for the actors who give life, cost it is not career-related underestimate, voltages, control, or even identity. As well, project management is well known for its economic and organizational benefits in terms of quality, costs and deadlines. Its characteristics (concurrent engineering, cross, project board) also have certain advantages for motivation and involvement of stakeholders in the project: they have a more global vision of the project, are enriched in direct contact with other business professionals are integrated into a team whose members work closely¹⁸.

¹⁵J. Galbraith "Organization design: an information processing view," *Interfaces*, Vol.4, No. 3, May 1974, pp. 28-36

¹⁶VENIER MJ, "From planning to strategic management," *Encyclopedia of Management*, Volume 2, Vuibert 1992, 393 p., P. 331

¹⁷AVENIER MJ, "groping Strategy and Approach project: a born modality in the context of public construction projects," collective work coordinated by AVENIER MJ, "Strategy" along the way", *Economica*, Coll. "Strategies and organizations", 1997, pp. 269-297

¹⁸Hédia Zannad: The individual and organization project: What challenges for which answers, French 2009/6 *Review of Management* (No. 196), pages 49-66?.

4. From managing a project to project management: industrial discipline

Managing projects by project management, is a new way to express moving from traditional forms of management with embedded forms of intervention by the project, where dedicated departments are implemented within state structures. We will see first, project management, and will bring international standards definitions of projects before defining the management by project, a new approach of organizations around the projects in modern state organizations or projects of culture is implemented and took time to mature and be grounded in logic and internal practices of organizations and project managers belong there.

A. Managing "projects": a plural definition

a) PMI

PMI through the PMBOK (2013, p.3) defines project management as "application of knowledge, skills, tools and techniques to project activities in order to meet the requirements." Project management usually involves: identifying requirements; taken into account during the planning and execution of the project, the various needs, concerns and expectations of stakeholders; establish and maintain active communication with stakeholders; and find a compromise between the competing constraints of the project, which includes among other content, schedule, budget, quality, resources, and risks. This definition like many others does not emphasize the human factors that, in our opinion, are critical in achieving the performance of investment megaprojects.

b) IPMA

For IPMA (2010, p.15), project management "is to plan, organize, monitor and control all aspects of a project, and to manage and direct all those involved in the project to reach goals safely and in compliance with the agreed constraints of time, cost, content and quality or performance. "

c) ISO 21500

For the purposes of ISO 21500, project management "is the application of methods, tools, techniques and skills to a given project." As for Genest Tho and Hau (2010: 15) is a "set of decisions and interventions in order to ensure the success of a project in all phases of its development." For the purposes of Malhaire and Dunant (2013, p.156) project management is "the art of knowing direct, guide, train, evaluate and correct men and women to get them to work towards a common goal." Although concise, this definition puts the heart of the process the human dimension. Project management is the focus of this research, in that it addresses the three dimensions (managerial, technical and methodological) which we would analyze the importance for the performance of megaprojects.

B. Project management

Project management is part of the design of an organization or accompany that is able to solve problems and action-oriented.

a) Bernard 1998

In some cases, it may be a foreshadowing of what would be an organization capable of identifying problems, so instead focus on "intelligence", that is to say the ability to set goals and assess their own thinking processes and logic "(Bernard, 1998). The previously mentioned qualities to weigh its adoption by the majority of public and private organizations. The project management is a management method of innovation that builds on the initiative capacities and diffuse knowledge. This vision promotes the experiences and approaches that move away a priori recognized knowledge. In order to establish a management in project mode within an organization, isolate, cross-cutting projects, them out of the traditional management framework dominated by the business players to assign them to project stakeholders. This management to be delegated in a standalone framework for the supervision of the parent organization.

For the purposes of Bonnet (1998), the project management advocates the synergy of actors gathered around a common goal to design and / or production within a given organization. The teams are constituted and are faced with the need to identify and take into account the heterogeneity (shock of cultures and practices) human resources mobilized in each of these entities is one of the features to be so provisional on time, constraints, resources and the evolution of the mission.

b) Lapayre 2009

Lapayre (2009) notes that the management by project characterizes all developed management tools in order to better control the time, cost, and generally available compliance to predefined standards. She added that most of the instrumental dimension, plus a managerial dimension, which contains in particular the organization, management and team management.

This observation is important in the case of this research that targets performance factors neglected. In the light of these analyzes, it appears that the management in project mode is a choice that contrasts with the traditional view of business management. It has its own requirements which must be taken into account in the search for performance. It's a management style that is based on a logic of performance and adaptability to changes imposed by the business environment. In terms of challenges for the organization, this approach can be a source of collective learning, adjustment and mutual recognition within the project team. It can also help to strengthen the identity and social belonging of team members and, therefore, increase the motivation and commitment of those. All this put together influence the project performance. identity and social belonging of team members and, therefore, increase the motivation and commitment of those. All this put together influence the project performance. identity and social belonging of team members and, therefore, increase the motivation and commitment of those. All this put together influence the project performance.

III. Public Management And Public Projects : A Recent Link Building

In this section we focus on defining what public management or public management, identify posture and the genesis of the project and set the project phenomenon in public places and their specifics in the light of reality rich in teachings and observations of projects in this very specific sector. At this stage, the new era of state organizations (public and more particularly, semi-public and public companies) heralds an extraordinary evolution in terms of modern management approaches, borrowed from the private and approach project perfectly suited to complex situations within the latter. Moreover, public management formed a new context increasingly attentive to the needs of a modernizing state productive apparatus (including regulatory contours and regulation are the most direct translation).

Also, a continuous and growing need in the engineering projects department projects for new forms of configuration "lean", more agile and more sustainable resources and logistical and support functions in the service of business functions. This recent public context conducive to large complex projects promoting learning environments borrowed private techniques. a continuous and growing need in the engineering projects department projects for new forms of configuration "lean", more agile and more sustainable resources and logistical and support functions in the service of business functions. This recent public context conducive to large complex projects promoting learning environments borrowed private techniques. a continuous and growing need in the engineering projects department projects for new forms of configuration "lean", more agile and more sustainable resources and logistical and support functions in the service of business functions. This recent public context conducive to large complex projects promoting learning environments borrowed private techniques.

1. The New Public Management (NPM) as an emerging context

Since the advent of the New Public Management, it is customary to consider that the main principles of private management and in particular those concerning the human resources management should be taken by the public sector. The public sector must nevertheless it just copying verbatim private practice? This mimetic logic she justified?The imitation of the behavior of others is frequently advanced hypothesis to explain the adoption and diffusion of managerial practices. The neo-institutionalist theory (DiMaggio, Powell, 1983) helps to explain, using the legitimization phenomenon why organizations become more or less similar or isomorphic. This isomorphism can be the result of formal and informal pressures exerted on organizations by the State, by other organizations or society and its cultural expectations.

The State through administrative reforms exerts coercive pressure and gives precedence modes of organization (civil servant status of abandonment to the private contract, abandoning the idea of career and valuation merit pay) and inspired regulation of the private (use of the market to regulate the supply of public goods and services, allocation of resources based on the results). In this design, public organizations are considered as social creations whose survival depends on their legitimacy. It is defined by Suchman (1995), as a generalized perception or assumption that the actions of an entity are desirable, proper and appropriate within a system of norms, values and beliefs socially constructed.

But research in public management can not simply explaining the alignment phenomenon of public practices on the private without putting on the agenda the basic question of the paradigm: Should Public organization back, verbatim, the principles of management of the private sector? Should we transpose it and adapt it ? and to what extent?

2. Public management, as context analysis and research

Public management was the subject of strongly contrasting comments, sometimes taking the trappings of a religious war (Hood, 2005: 7). On the one hand, some noted the outgoing goals and specific regulatory principles public organizations to denounce the importation within them devices invented in the private sector (Gibert, 1988). On the other, some insist on the obvious failure of bureaucratic regulation and take note of the

performance of private organizations to support the implementation of their management in public organizations (Chevallier, 2003).

According Merrien (1999), this religious war is now over in favor of the second position. Public organizations, legitimacy atrophied, would submit to the injunctions of the New Public Management (NPM) and would in fact cannibalized by passively transposed management tools from the private sector. The preeminence of institutionalist analysis of public managerial reforms prompted, in fact, thinking of public officials "petrified" (Segrestin 2004) by "deterministic" mechanisms (Bezes 2005b) leading to a conformation of their practices to a managerial normativity ultimate source of legitimacy (Laufer, 1985). Also, the importance given to the concept of "performance" illustrates this process. Burlaud and Simon (2006: 14) showed its feature set by contemporary businesses.

According to these authors, this concept has a meaning, one that companies use to embody their ideal. However, performance is now present in most dimensions of social life (Ehrenberg, 1991 Heilbrunn, 2004). If it is obvious in the middle of the business or in competitive sport, it has also crept into the most private and institutional spheres.

According to Van Dooren (2006), the performance is the main promise by the public sector since 1945. It is the central theme of all administrative reforms in the world (Jackson, 1993; Bouckaert, 2006). Performance is thus an ideal towards which the administration tends. The public sector in France, namely -system similar to that of Morocco, historical inspiration behind her on the regulatory and publicly management is no exception to this tidal wave. For twenty years, conferences, reports and expert opinions, both administrative and scientific, accumulate in an attempt to define performance and indicate the path to follow to reach it. It is part of election propaganda and corporate communications administrations. She gradually extending its area of influence, ranging from industrial and commercial public services to sovereign governments, hospitals or local authorities.

Finally, it was institutionalized, as illustrated by the adoption of the Organic Law of the Finance Law (OBL) by a unanimous vote of the two assemblies. There is therefore a starting point -a administration deemed in crisis-, a goal completed -the performance and a path to follow -the managerial reform. The difference between this objective There is therefore a starting point -a administration deemed in crisis-, a goal completed - the performance and a path to follow -the managerial reform. The difference between this objective There is therefore a starting point -a administration deemed in crisis-, a goal completed -the performance and a path to follow -the managerial reform. The difference between this objective

3. Projects in public areas: as aresearch subject

Note first that the public environment projects constitute a research object. This underlies that public projects are the targets of our thinking and scientific reasoning based on the following steps: observation, experimentation and verification.

Public projects are in the sights of the curious observer and assign him a time of observation from various angles of approach economic, legal, organizational and managerial. We will test the steps and there shall find the characteristic elements. Moreover, projects are at the heart of public programs. This new way of presenting the state budget is fairly recent in Morocco. The practice of budgeting was inherited from the French practices, oriented state management schemes now we follow an other manner od doing, by means of mission-project, program or action. This reality called the implementation of major changes in the field of public policy and its administrative organization, looking for more performance, transparency and economy, where results and measuring these (cost, time, quality) took a prominent place. Thus, the recent formalization of shopping needs and acquisition of works through public orders / contracts and the need to develop well-written notebooks charges

4. The specific projects in the public sector : a few key features

Projects in public circles have certain distinctive characteristics of the corporate world. They are making efforts to meet a rigid and complex regulatory arsenal. Indeed, requirements definition difficulties (some are perceived as inconvenient purchases during assessments, given the scarcity of public resources and the annual budget deficit and decades, the case of Morocco in this case is instructive at this level of analysis). Also, the accumulation of a kind of expertise outside the construction or under construction, is one of the most urgent complaint. This situation, that today the state (in this case Morocco) is looking for new business and therefore should establish business rules and capitalize on successful projects and collaborations with developers and project managers and private and foreign donors. Social learning should be another facet of sustainable performance for the benefit of the public sectors (social, infrastructure, serviciels

Incidentally, the builders of hotel projects in the framework of partnership projects contracts are another form of learning in promising sectors for the country (desalination plant, seaside, others ...). Public schools, hospitals, social basic infrastructure, roads and highways, ... airports, bus stations, TGV, the TRAM in

Rabat-Salé and Casablanca and its extension to Casa recently ... are all public projects that challenge the NPM paradigm and requires revisiting the ad hoc management processes and project.

Let us at this early stage, some major findings collected from the literature and then to professionals in the management of public environment projects, we will have to develop further on the empirical level, namely:

- Complexity of public projects: administrative delays mean that projects are never respect deadlines and have many files containing litigation with suppliers and service providers;
- The urgency in projects and related programs, is rarely justified certificates and supporting documents, risk management is rarely highlighted in the past, yet the risks in public projects must be encrypted and supplementary budgets committed in their initial phases precaution works by masters;
- The rule because service is a contractual obligation of acceptance of structures and billing that is never highlighted by practitioners and academics interested in the public context of public management, yet the absence of a system advance as in the MENA countries, weighs weigh down on practices and corporate cash flow (suppliers) and even the other actors run projects that will have their funds recovered only after long delays and periods questioning the effectiveness of government (the client).

IV. The Project: A Paragdm And A Transdisciplinary Vision

The project is a device and set of transactions recorded in time and space and unique to have a beginning and an end, and achieve a measurable and assessable concrete results. There is therefore a set of actions to achieve to meet a defined objective, as part of a specific mission, and the achievement of which we have identified not only a beginning but also an end¹⁹. This first attempt to identify what a project is to deepen given the complex nature of this object, which falls sometimes of management science, sometimes engineering sciences, and contains no less important part of practice from of law, information science and information systems, and also the field of administration and management. To do so, it would be interesting of all, to define the project from the approach of the contracts, since it is a set of agreements with several stakeholders and partners. Then it would be wise to define the project under scrutiny by management theories and strategy. Before proposing an economic reading of this device in place to create value.

1. Project as a contract: rights and obligations (legal and technical approach)

In a contractual approach, obligations and rights, the project is a set of contracts. Moreover, any entrepreneur or project developer can be called to confront a new situation or will consider engaging in more or less complex contractual relationships with third parties.

This reality makes the project an opportunity to revisit some working arrangements including:

- Formalization of relations (rights and duties)
- Project Working Procedures or project procedures manual
- Contracts of subcontracting and related commitments
- Functional specifications (terms of reference) and drafting and expertise relating thereto.

At this stage, the formalization of the work to deploy is the first element of success in projects and business. Software and software packages (in some engineering fields have facilitated this work, civil engineering occurrence, construction works ...). The expectations of the project manager (or assistant to the project owner) are recorded and made even validated the work of master to avoid any misunderstanding expectations and expected results. This without saying that any misunderstanding would result in additional costs of unbudgeted inappropriate spending.

The procedures, require every project manager a few crucial actions that ensure the project governance and key success factors are:

- Identification of tasks and their scheduling;
- Assigning tasks and responsibilities and their dissemination and distribution of roles in the project among stakeholders throughout;
- Contractualization on these bonds (equity, time, cost or commitment acts encrypted pay);
- Go or no go and validation steps and validation deliverables or works (for work).

Also, outsourcing contracts have added to the project more effort drafting and conclusion of contracts and expectations locking results with a subcontractor supposed to have the craft and specialty in the contracting field. It is clear here that the responsibility is shared between layout Master contractor / project manager (architect or main contractor) and subcontractor. Any failure is assumed and must be filled severally see compensated. The practice now shows the project limit subcontracting to 50% of the work or services. It is also interesting that the specifications have evolved in the projects and their development is prerequisite for contracting and execution of deeds of purchase or supply for projects.

¹⁹ Definition borrowed from project management dictionary AFITEP, AFNOR, 4th edition, 2000.

2. Project under the scrutiny of the management of organizations and strategy (strategic and managerial approach)

Operations in series or in parallel must be managed and coordinated by a project manager, for a form of organization and procedures. Indeed, projects are pervasive in societies today, and not only within departments or engineering research and development. All business functions are concerned. The projects are within the structures parallel operation, different and often disruptive. Indeed, the emergence of project management is to co-exist in modern companies two different modes: structure and project. The operation of all entities based on a mode structure. A society needs stability to operate, and can afford to be constantly between what is not and what is not.

This mode results in a regular and repetitive operation, well framed, with multiple safeguards to limit the differences of all kinds. The operation processes are identified and controlled. The vast majority of entities operate on this principle²⁰. Conversely, the project operation is a world of loss of balance because challenges that existed to replace what is not. The entity must adapt to meet the new and evolve its operating processes. The project also brings new concepts unknown. It is a world where the rules vary as closely related to the current project. This is in essence a stressful world, no shell and where the questioning is permanent. The success of yesterday is forgotten very quickly after today's failure. Everything goes faster. Some entities are used to make the big difference between these two operations such as petroleum engineering or construction companies. Much of their activity is to carry out projects. Therefore, the structure is organized to manage long-term projects in the short or medium term. The organization of these structures in project mode is specific because it must balance stability and reactivity. People working there often have dual competence, gained over the years, Head of project and responsible service. In the vast majority of other companies, the project manager has no experience of projects. He always lived in structure mode, that is to say, in a protected environment, framed, hierarchical. He learned his craft over the years, following a steady and reassuring progress. His project experience boils down to occasional participation in other projects.

3. Projects such as investment and means of value creation (economic approach)

A project is defined as an investment, and therefore involve risks and potential future hazards. This notion of risk is taken into account in project management, it is even in the heart of the project approach, alongside other forms of behavior that are manageable (conflicts, stress, errors, failures, cheating, loss, hidden costs ...). Moreover, the project is a true investment for two logical reasons:

- Spreading expenses on time and waiting for realization of future cash flows, so this is an investment that is a projection into the future;
- Forecasts are compared with the achievements and the project manager plays in this case the role of Controller.

The purpose of the project is to create wealth or achieving an operational objective (building or hospital, school, ...). In social and state projects to social dominance, it is difficult to measure results. We'll talk more economic socio-economic impact. Moreover, projects are valuable and generate resources from their implementation. Others generate or are not supposed to create value in other words, it is a public infrastructure investment or public service. Hence, we admit that the project manager is rational, it is the guarantor of economic and efficient project (or entangled in series operations) which will calculate the economy and results by period and judge of effectiveness and quality before delivery to the final state (closing phase).

V. Conclusion

The theoretical and conceptual design of the project and project management was an occasion to lay the foundations of the following questions:

- Project management is a pressing need in the administrations and structures that are modernizing but also those who opt for mimicry. The so-called engineering structures are more demanding project managers and project management mode. The means are there and the potential are also present.
- The project management and management in public environments and features that today, public organizations need to change posture, dogmas and working and management tools. A market, a budget and an action program or project to fly and control, to plan ahead and assess.
- public environment in Performance is another gives to explore and understand if we want to succeed in the public environment projects and on this, the project of the phenomenon in its complex context (ie public or publicist) must be contextualized and understood with the challenges and risks it contains.
- The head of projects and the need to hire project managers is relevant today, evidenced by the number of required training project managers in government.

²⁰ Tanguy Le Dantec: The project manager of the guide, Maxima, 2nd edition, 2007, p 9.

- The public view of projects is specific and this merits further study in light of cases and contextualized projects and studying their results and / or current states if they are still running or going completion. These issues will be coming from exploratory empirical research as part of a doctoral thesis on the subject.

Bibliography

- [1]. AFITEP, Project Management Dictionary, Paris, Editions AFNOR 2000
- [2]. AFITEP, Project Management Dictionary, Ed. afnor 2004.
- [3]. AFNOR, The Project Management; principles and practices, Ed. afnor 1998.
- [4]. Asquin A., Falcoz Ch. And T. Pick, What project manager by means, Ed. Organizing 2005.
- [5]. AVENIER MJ, "groping Strategy and Approach project: a born modality in the context of public construction projects," collective work coordinated by AVENIER MJ, "Strategy" along the way ", Economica, Coll . "Strategies and organizations", 1997, pp. 269-297
- [6]. Boutinet J.-P., project Anthropology, PUF, 2003.
- [7]. BOYER EQUILBEY L. and N., "Organization Theory and Applications", Editions d'Organization, 1999, 363 p., P. 307
- [8]. L. Boyer, "The business plan: a quantitative management in a cultural approach to the business," Encyclopedia of Management, Vuibert, 1992, pp. 519-525
- [9]. BRABET J. and M. Klemm, "Update on business projects", 2000 Management, Management and Forecasting, Vol. 10, No. 2, April 1994, pp. 79-100
- [10]. Buttrick R., Project Management, translated from the English The Project Workout, Ed. Global Village 2005.
- [11]. KB Clark, Hayes and Wheelwright SC HR, Dynamic Manufacturing Creating the Learning Organization, The Free Press, 1988.
- [12]. Clifford Gray and Erik Larson, Project Management, Dunod.
- [13]. Corbel AD, Project Management. Fundamentals, methods, tools, Eyrolles, 2005.
- [14]. COUILLARD J. and C. NAVARRE, "What are the project success factors? Should more organization? more tools? more communication? more planning? "Survey results conducted from a sample of Canadian military projects" Management 2000 Management and Forecasting, Vol. 9, No. 2, April 1993, pp. 167-190
- [15]. Courtot H. Risk management in projects, Economica, 1998.
- [16]. Cusamano M.-A. Nobeoka and K. The multi-project management, Dunod 1999.
- [17]. Alain Fernandez, Effective Project Manager, Ed. Eyrolles, 2009.
- [18]. J. Galbraith "Organization design: an information processing view," Interfaces, Vol.4, No. 3, May 1974, pp. 28-36
- [19]. Giard and Midler C., "Piloting Project and Companies: diversities and similarities" ECSIP 1993, Oxford, 306 pp, pp.. 17-29
- [20]. Gidel T., Project Management, (2 volumes), Hermes Science Publications, Lavoisier Publishing, 2006.
- [21]. Hédia Zannad: The individual and organization project: What challenges for which answers, French 2009/6 Review of Management (No. 196), pages 49-66?.
- [22]. HERNANDEZ, E.-M., "Rise and Fall of a managerial approach: the business project", in Humanism and Company, 1994.
- [23]. Kazerbrouck J.-M., the performance in project management, PhD 1992.
- [24]. Kertzner H., Project Management, John Wiley & Sons, 1998.
- [25]. FH Knight, Risk, Uncertainty and Profit, Harper & Row, 1921.
- [26]. Lagarde O., Piloting projects by risk, a new approach to the insurance company, Ed. Vuibert 2005.
- [27]. The Ox and Mucchielli A., "The business project", Presses Universitaires de France, coll. What do I know? 1989, 2nd revised edition, 1992, 128 p., P. 69
- [28]. LEMESLE F., "Project and organizational dynamics", Proceedings, 6th Conference of AIMS to school HEC Montreal, 24 had 27 June 1997, p 554, pp. 147-156
- [29]. Leroy D., "Management by projects: between myths and realities", French Management Review, January-February 1996, p. 109-120.
- [30]. Midler C., "The car that did not exist - Management of projects and business transformation," Preface LEVY HR InterEditions 1993, 203 p.
- [31]. Midler C., Auto that did not exist; Management by projects and business transformation, InterEditions 1996.
- [32]. Moisdon AD and B. Weil, "The invention of a car: an exercise in social relations? "Understanding and Managing magazine, September 1992, p. 32-40.
- [33]. JL Muller and Mr. Joly, from project management to project management; control the risks of cross-organization, Ed. afnor 2002.
- [34]. Nebenhaus D., "Participation and expression in everyday work situations," in BRISES, No. 17, 1992.
- [35]. Nere JJ, How to manage a project, Ed. Demos 2000.
- [36]. Petitdemange P., Management by project, Ed. Training Company 1997.
- [37]. Pyrat Guillard D., "The company projects: a mode of management methods, assessment of past and current practices," Economies and Societies, Vol 32, No. 2, Management Science Series, No. 24 , February 1998, pp. 181-206
- [38]. Saarlant C.-A., The Dossier truth Concorde: 1959-2000, The Aerospace Publishing, 2002.
- [39]. Tannguy Le Dantec: The project manager of the guide, Maxima, 2nd edition, 2007, p 9.
- [40]. G. Vallet, project planning techniques, Dunod 2001.
- [41]. VENIER MJ, "From planning to strategic management," Encyclopedia of Management, Volume 2, Vuibert 1992, 393 p., P. 331

IOSR Journal of Business and Management (IOSR-JBM) is UGC approved Journal with SI. No. 4481, Journal no. 46879.

Soufiane AGUIDA. "Project Management In The Public Sector: A Theoretical Approach." IOSR Journal of Business and Management (IOSR-JBM), Vol. 21, No. 4, 2019, pp. -01-10