



Project-based Management in Educational Systems: Analysis of Its Implementation Strategies in light of the New Reforms of Educational Policies in Morocco

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Abstract: Reforms of education systems are generally part of an integrated approach encompassing several political, structural, pedagogical and governance aspects. Furthermore, the management methods of educational systems constitute a field of theoretical and practical reflection of primary importance. In Morocco, since the launch of the emergency program in 2008, project-based management has been adopted as a method of managing the education system. An approach which is part of new public management, aiming to improve performance and guarantee accountability. The present article attempts to answer the question of potential applications of the project approach through changes in the educational policies in Morocco. To this end, we first present the key concepts of our analysis, namely; the system and systemic approaches as well as management and new public management. We subsequently highlight the contribution of the project approach for the educational systems to eventually analyze the implementation of project-based management as a new mode of management in the Moroccan educational system through current strategies and reforms.

Keywords: New public management, Project management, Systemic approach, Strategy, Reform..

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1. Introduction

Since the adoption of the 2009-2012 emergency program (portfolio of 27 projects), the educational authorities in Morocco, and with a view to giving new impetus to the reform, have provided the education system with a management method based on three major components; Results, Accountability of stakeholders and Evaluation known as project-based management. In the summary report of this emergency program, it is clearly cited that: “the successful implementation of the emergency program also remains subject to two major prerequisites. The first is the in-depth transformation of management methods.

To this end, the implementation of the Emergency Program had to absolutely break with past practices, by adopting an innovative strategy based on a Project Approach. Consequently, in 2015, the strategic vision strengthened this management method by elaborating a portfolio of 16 projects for an eventual efficient implementation: Articles 133 and 134 of this vision state the following:

- The implementation of levers of change in the form of projects as part of an integrated approach to reform
- The declination of strategic orientations into sectoral strategies, plans and operational projects. (Magnen, 1990) raises the fact that in many developing countries, the gap between the ambitions displayed by national authorities and the results obtained is significant. Few plans have achieved their objectives, mainly due to lack of link or even cohesion between national policy and the measures aimed at generating the desired changes. This gap is a strong indicator that the project approach is highly recommended to gradually bring about the adequacy between daily actions and the conceptions of educational activity (Platette, 1979).

Interestingly enough, this approach is part of a more global framework of new public management where efficiency and performance in the public sector are major prerequisites. This managerial logic has recently permeated the education system since its advocates strongly believe that it is highly effective in providing relevant answers to the problems faced by stakeholders in the educational world.

In a turbulent environment, where uncertainty and complexity are the main features of all current organizations, the capacity for decision-making, responsiveness and the accountability of all stakeholders have become an imperative obligation. This implies, for promoters of management, the search for a two-fold performance combining both efficiency and quality.

Educational systems cannot escape these turbulences, and cannot function with rigid management and organization methods.

It is true that the project concept is not new in the management of educational matters, but the present paper argues in favor of developing a collective and participatory action to ensure that future educational policies focus on what is genuinely innovative, relevant and interesting to both practitioners and stakeholders in Education. In the first section, we present the literature review regarding major concepts such as; system and systemic approach; management and new public management. We, then, discuss the question of management models for educational systems and the underlying contributions of the project approach. Finally, we conduct an analysis in which the implementation of a project-based management was used as a model of management in the Moroccan educational system in light of the new reforms of educational policies.

2. Key Concepts

Debates about the management of educational systems pushes us to define this notion of “system” adopted in education and training to reflect on the complexity which characterizes this sector. In Education and Training as a public system, “Management” is also an emerging concept that is widely used and requires notional and contextual framing.

2.1 System and Systemic Approach

From Latin *systema* which means “organized together”, the system is defined by (Bertalanffy, 1968) as “a complex of interacting elements”. For (Edgar, 1977), it is an organized global unity of interrelations between elements, actions or individuals. According to (Joel de Rosnay 1975), a system is a set of elements in dynamic interaction organized according to a goal. The Gallou (1993) associates the system with “a set, forming a coherent and autonomous unit, of real or conceptual objects (material elements, individuals, actions, etc.) organized according to a goal (or a set of goals, objectives, purposes, projects, etc.) through a set of relationships (mutual interrelations, dynamic interactions, etc.), all immersed in an environment. It is quite obvious that the complexity of the system arises from the variety of internal relationships between its components. Talking about the system means talking about a whole so-called systemic approach according to which we are mainly interested in the intertwined interactions making up this system and its organization. We also focus on the links of the system with its environment, whatever it may be. Thus, each component cannot be observed in isolation and independently but by necessarily referring to the other components and by opening up to the different environments of the system concerned.

Systems Thinking developed in the 20th century in response to a growing awareness of the complexity of the world highlights the limitations of classical analytical thinking in apprehending and understanding complexity on the one hand, and in acting on it on the other. Work carried out by researchers in various fields (biology, mathematics, neurophysiology) has highlighted the deficiency of the analytical approach in the face of complexity. This work is considered to be at the origin of the development of systems thinking (Cambien, 2008).

To elaborate further, Systems thinking focuses primarily on the relationships between the whole and its parts. It asserts, as its first obvious principle, that the whole is more than the sum of its parts, sometimes less and in any case distinct. This was explicitly formulated for the first time by the biologist Von Bertalanffy, but Pascal already wrote: “I consider it impossible to know the parts without knowing the whole, any more than to know the whole without particularly knowing the parts” (Bouvier, 2009).

Furthermore, “the aim of the systemic approach is to understand the complex without reducing it to its elements, to understand the complex with a view to managing it, to piloting it” (Bonami et al., 1996). The systemic approach applied to the education system consists of identifying the latter in all its components and to analyze the interactions between the elements of the system with its environment. (Germain, 2018).

To apply the systemic approach in education, Germain Stéphane (2018) states that it is compulsory to first identify the components of the system (actors, structures, processes, etc.) while analysing the environment to examine the external factors that influence it. It is also necessary to identify the trends

in the evolution of the education system, such as the marketization of education, the emergence of the knowledge economy, generational evolution, digital pedagogy as well as the emergence of educational networks. On the other hand, there is a need to understand the interactions between elements of the education system and how they influence its behavior and performance (Germain, 2018).

Furthermore, it is essential to take into account feedback (feedback: influences exerted by outputs on inputs) and regulations which allow the education system to adapt and develop (Bouvier, 2009). The characteristics, differences and specificities of educational systems are often identified from parameters such as purposes, goals and objectives, administrative organization, teaching structures, educational content, teaching methods and learning (Souali, 2010). Open to a constantly evolving environment, the education system is increasingly complex having to manage a set of challenges in order to achieve its objectives in qualitative and quantitative terms.

2.2 Management

The concept of “Management” has been the subject of numerous definitions^[30]: With an emphasis on action, management for Henry Fayol (1916): “It’s foresight, organization, command, coordination, control.” Raymond-Alain Thiétart (2003) is more interested in the organization and states that: “Management, action or art or way of leading an organization, of directing it, of planning its development, of controlling it...”. For Peter Drucker (1989), the starting point being human resources: “Management is something that relates to human beings. Its task, its duty, is to make men capable of producing a common result, to make their abilities effective, and to ensure that their weak points do not matter.”

Management is in fact a process which consists of planning, organizing, instigating and controlling in order to achieve predefined objectives through the use of human and material resources. However, as Santo and Verrier point out, “management comes from a formidable scientific diaspora: economists, managers, lawyers, historians, sociologists, psychoanalysts... practitioners and academics united on a common territory” (Gendron, 2002). We can therefore understand the cause of its multiple use for years. However, it should be noted that from the real problems that the use of this term has developed well. For its followers, management aims to combat the “techno-bureaucracy” of organizations, treated by Max Weber, and which still prevails in many educational systems such as ours. This constitutes a major obstacle to innovation. Management actually intends to act on both levels of the education system: institutions and people.

2.3 The New Public Management

Born in the 80s the “New Public Management” (NPM) initially developed in Anglo-Saxon countries. It concerns a certain number of managerial logics from the private sector. NPM is often mentioned together with “governance”. Jo Ann Ewalt, (2001), explains that governance concerns the overall structure of government and the implementation of an overall strategy, while NPM is the operational aspect of the new type of public administration. Many authors and researchers use the two terms interchangeably (Tolofari, 2005). Christopher Hood (1991) introduced the term “new public management” using this designation to describe the trends he and others observed in recent administrative reforms carried out in many countries of the organization for economic cooperation and development OECD. The event which marked the emergence of new public management is the reform of the administration; namely the British administration undertaken in the context of nascent neoliberalism, when Margaret Thatcher came to power in 1979. In the years that followed, several countries, mainly Anglo-Saxon, followed the example of the United Kingdom. Drawing primarily on the British experience, Hood described the new public management as a search for frugality

(Charbonneau, 2012). Governments are implementing reforms aimed at making stakeholders responsible for the use of resources and establishing an obligation to report results (accountability). New internal and external structures are created. These structural changes have a significant impact on public service mentalities. Governments in Western countries are seeking to introduce a “culture of performance” into the public sector. Some authors speak of a new “post-bureaucratic” organization and a current of thought on “new public management”. However, the introduction of logic from the private sector is not easy. Reasoning in terms of market and competition is not always compatible with public service values (Gangloff, 2009). In fact, we can summarize that government reforms aim to empower actors, provide accountability and introduce a culture of performance, despite the challenges related to adapting logics from private to public. According to Christopher HOOD (1995), NPM is characterized by seven points which are the following:

- The disintegration of public organizations into “entrepreneurial” units.
- Encourage greater competition within the public organization, as with the private sector.
- The use of private managerial methods.
- The methodical search for the lowest cost.
- Decentralization of power.
- The increased importance given to performance measurement standards.
- Control of organizations based on the measurement of production objectives.

The main idea of NPM is that the management methods of the private sector, superior to those of the public sector, can be transposed to it. The public sector is considered inefficient, excessively bureaucratic, rigid, expensive, focused on its own development, non-innovative and having an overly centralized hierarchy (Amar & Berthier, 2007). Proponents of new public management claim that private sector techniques and the practices are directly transferable to the public sector (Fusarelli & Johnson, 2004).

3. Management of Educational Systems and Project Approach

Education, considered to be one of the main public services, has also undergone changes manifested by the introduction of managerialism aimed at managing the education system instead of administering it. In education, defining a typical management model is difficult. Currently, challenges in applying the principles of participatory management by objective DPPO, contingency approaches and total quality are required to build contextualized models (Elomari, 2017). In this diagram (Figure 1), we draw on these foundations in a set of relationships that generally frame the activities of the education system.

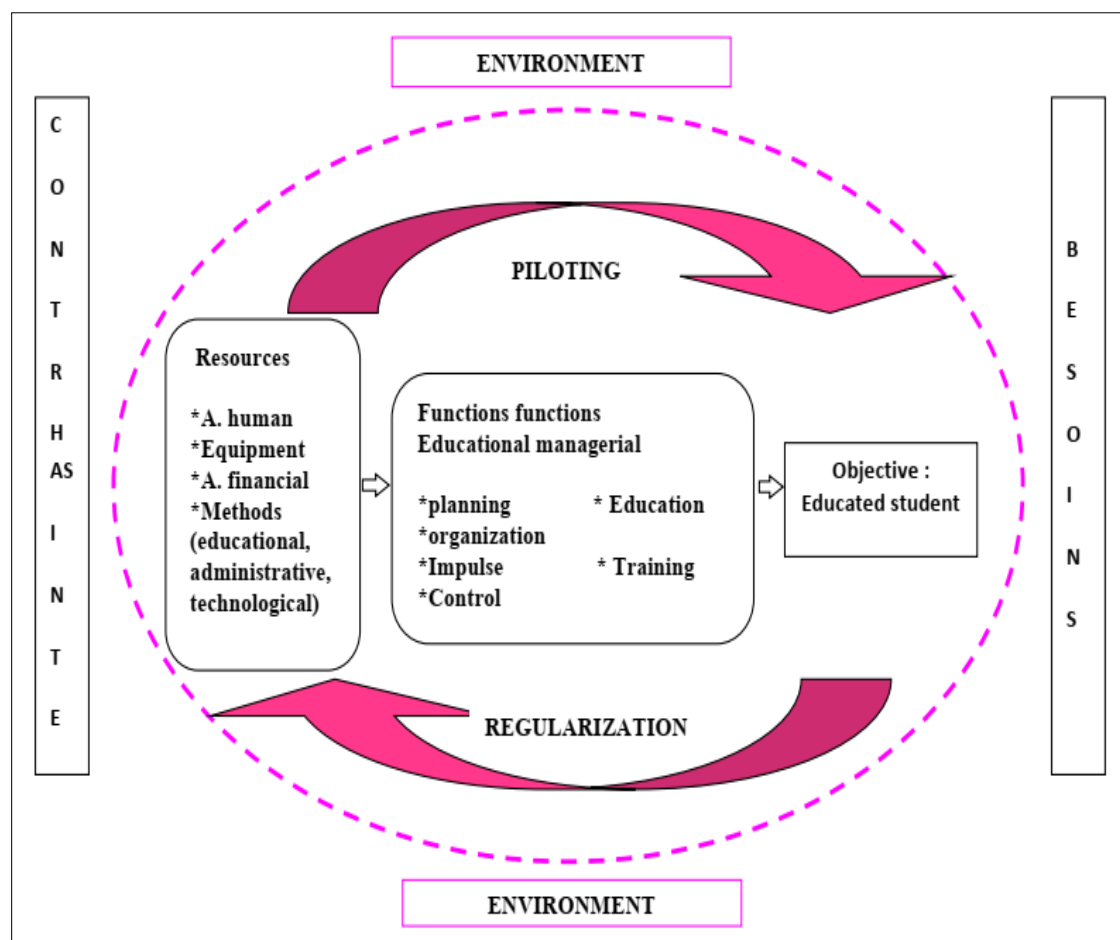


Figure 1. Management of Education Systems.

The management of educational systems therefore consists of managing the different resources constituting the inputs of the system in order to achieve the final objective which is an educated student (output). This process is characterized by two types of functions: managerial and educational functions, and takes into consideration the constraints and needs of the system which is necessarily open to its environment.

These two major functions are therefore subject to a management model that monitors performance and measures efficiency along with a regulation system to allow adjustments and implementation of improvement actions.

The two logics of effectiveness and improvement (Hopkins, 2001) therefore coexist in this model allowing not only control and accountability but also the development of practices and continuous improvement. To integrate the best management practices and ensure optimal efficiency and development of the system, project approach constitutes a currently preferred mode which provides educational systems with a set of solutions to the problems of resource mobilization, steering and regulation. This is an approach where projects constitute the normal mode of operation of the organization and become tools and vectors of change.

This management method makes people work together and simultaneously who, in traditional organizations, would have worked separately or in hierarchy. This leads us to showcase the key concept “project” due to the tremendous enthusiasm it has aroused around the world.

In this paper we present two most commonly cited definitions of the concept in question:

The ‘project’ concept has been referred to as a temporary undertaking aimed at creating a unique product, service or result^[31].

“The project is a unique process which consists of a set of coordinated and controlled activities, including start and end dates, undertaken with the aim of achieving an objective in accordance with specific requirements, including constraints of deadlines, costs and resources’ (Definition used by the World Organization for Standardization according to standard ISO 10006 (version 2003) and adopted by AFNOR under standard X50-105.

It emerges that projects are unique by nature and share common characteristics, those of achieving specific objectives, having a limited duration, mobilizing resources and involving cross-functional teams^[32]. In a larger dimension, a program is made up of a portfolio of projects.

The program can concern either an entire sector or a sub-sector (for example higher education), or a major function of the system (for example the development of school textbooks). Beyond these definitions, it is essential to locate these terms in their contexts in the planning process. The latter is usually divided into three stages:

1/ Definition of development policies.

2/ Estimate of available resources.

3/ Development of programs and projects.

Indeed, programs and/or projects are means for implementing and operationalizing a plan. However, in a sector such as education, this simplicity is only apparent; it does not reflect the real dynamics and the different interrelationships. The planning process must therefore be interpreted using a systemic vision that describes the complexity of the education system.

Projects are considered better means for decision-makers to control the implementation of policies, because their objectives, budget and intervention period are clearly delimited. By adopting a project management approach, resources (human, financial, material) can be allocated efficiently and optimized. This helps maximize the impact of investments and minimize wastes. In fact, the project approach presents a structured logical framework imposing on managers a certain rigor in development and execution. In addition, the precision and clarity of the objectives and actions make it easier to take stock of them to eventually implement adjustments and learn lessons for the future as the project evolves.

On the other hand, the use of projects has its limits: it is unsuitable when the data is missing or imprecise to properly define the problems and objectives. The projects also lead to fragmentation in the implementation of the plan, removing any coherence from it. Finally, the project approach is difficult to adopt in the event of a shortage of competent executives trained in project development and management practices. Thus, for projects to be of great value to the system that adopts them, several conditions must be verified:

- The project must reflect an orientation towards action and an anticipation of the future.
- An educational project should have a short, medium or long term impact on classroom activities.
- An educational project must convey certain fundamental values.
- Carrying out an educational project involves collective collaboration.
- Developing a project is equivalent to collectively choosing a direction to follow.
- Leading a project involves staying on course.
- The presence of a certain autonomy is necessary for a project to be implemented.
- Ensuring that those involved in project management receive adequate training on the principles and best practices of project management can help strengthen their skills and effectiveness.

Project-based management meets the needs of educational systems also through the structural forms that it allows to create. In fact, it defines modalities of cohabitation and association between a vertical structure by services and another transversal by project. According to Henry Mintzberg (2000), the structure of an organization is defined as “the sum total of the means used to divide work into distinct tasks and to then ensure the necessary coordination between these tasks”.

The structure is characterized by the distribution of tasks and responsibilities, more or less formalized rules and procedures and coordination mechanisms. Operation by project requires the establishment of a specific non-permanent structure which will be superimposed on the structure of the organization.

A project structure is in fact necessary in an evolving, innovative environment focused on results where the need for coordination is important.

Several structural configurations are possible corresponding to different roles granted to project managers: organization by facilitation, organization by coordination, matrix structure, adhocracy structure.

In the context of Morocco, the educational system has been able, through these possible configurations, to structure its organizations and adapt their operating rules based on and around the portfolio of projects to be carried out. In the following section, we present an analysis of a contextually based managerial change anchored in a project-based management to contribute to understanding how this type of management can open up promising areas for novel policies in the Moroccan education system.

4. From Emergency Program to Roadmap: Managerial Change Anchored in a Project-Based Management in the context of Morocco

The project approach constitutes a basic model in the management of the Moroccan education system, especially since the launch of the emergency program in 2009. Subsequently and through the various strategic changes, the principles of the project approach remain respected. To breathe new life into the reform already initiated by the implementation of the National Education Charter 2000-2010, the Moroccan education system has developed an emergency program called NAJAH spread over the period 2009-2012. Based on the priorities specified in the report of the Higher Council of Education, Training and Scientific Research CSEFRS in 2008, the major objectives of the NAJAH emergency program were as follows (MEN, 2009):

- Make compulsory schooling up to the age of 15 effective;
- Stimulate initiative and excellence in high school and university;
- Address the cross-cutting issues of the system;
- Giving yourself the means to succeed is a determining condition.

The obligation to achieve results which underpins the NAJAH program results in the adoption of a working method that breaks with those used up until now (MEN, 2009). Reform will not be achieved without the establishment of a culture of results, efficiency and evaluation. It is therefore necessary to revitalize the SEF by putting it “on the table”, by clearly defining responsibilities, by setting precise objectives for those responsible, by giving them the means to achieve them and by measuring achievements, without interruption. and at different levels: Central Administration, Academies, Universities, Delegations and Establishments (MEN, 2009).

The NAJAH program is made up of 27 projects divided into 4 spaces, corresponding to its objectives. The implementation of this program should be innovative, breaking with past practices, based on three principles (MEN, 2009):

- Provoke social mobilization around the issue of education;
- Promote the project approach;
- Engage in change management by integrating the different stakeholders.

A project management system has been put in place to ensure the mobilization and coordination of the necessary skills at the central, regional and local levels. In the evaluation report published in 2015 by the Higher Council of Education, Training and Scientific Research (CSEFFRS), it was mentioned that the decisions taken after the evaluation of the reform system, recorded in the form of projects, and the establishment of a management, monitoring and evaluation system for the program brought new dynamics and put the reform back on a trajectory positive. (CSEFFRS, 2015). In fact, the Moroccan school was able to achieve a set of achievements after a reform of more than a decade, which affect for example the updating of the legal and institutional framework, the improvement of infrastructure and logistics, decentralized governance, progress recorded at the level of the generalization of schooling, educational changes, and the adoption of a new mode of operation characterized by a management system and self-evaluation mechanism...

However, and despite these achievements, the Moroccan education system still suffers from dysfunction relating to its internal and external performance and which forces the country to bear an exorbitant cost.

Indeed, and with a view to providing relevant solutions to the failures of the education system, the CSEFFRS gave birth to the 2015-2030 strategic vision after broad consultations with various stakeholders and partners in the education system. The strategic vision aims to establish a new School whose main foundations are:

- Equity and equal opportunities.
- Quality for all.
- The promotion of the individual and society.

The 2015-2030 strategic vision, which aims to position Moroccan schools at the heart of the country's socio-economic development, is consistent with international guidelines in education. Firstly, it aligns with the fourth goal of the United Nations Sustainable Development Agenda, which aims to “ensure quality, equitable and inclusive education and lifelong learning opportunities for all” [33]. In addition, Moroccan educational reform is part of the dynamics of the Summit on the Transformation of Education organized by the United Nations in September 2023. This summit made it possible to identify common directions for rethinking educational systems so that they respond better meet the challenges of the 21st century.

As part of the implementation of the strategic vision, the School Education Department (DES) has put in place an arsenal comprising 5 major pivots (Mzene et al., 2019):

- The piloting system.
- The monitoring system.
- Contracting.
- Communication and change management.
- The information system.

The logic of the project approach was still present in the implementation of the 2015-2030 strategic vision. Indeed, the objectives have been well defined and prioritized under a common vision expressed by the three major goals: equity, quality and promotion of the individual and society. Steering and monitoring were ensured through performance indicators and a summary index (national education development index INDIA) (CSEFFRS 2019). Hence, in 2019, after the Law project No 51-71 relating to Education, Training and Scientific Research has come into effect, the strategic vision projects have been upgraded in accordance with the requirements and recommendations of this law and were assembled into a portfolio of 18 projects.

The urgent call for these novel improvements was deemed necessary after the national and international evaluations have confirmed the severe learning precarity in Moroccan schools with alarming figures of (70% of students do not master the program at the end primary) ^[34].

Consequently, and in the regulatory perspective that we presented in our proposed model, a roadmap has been drawn up for the period 2022-2026. According to the words of the Minister of National Education during the 132nd session of the Diplomatic Forum organized at the initiative of the Diplomatic Foundation, this Roadmap is part of the continuity of the process of reform of the education system and within the framework of the 2015-2030 strategic vision with a new objective for Moroccan schools, that of equity, quality and promotion^[35].

Focused on the three fundamental components of the education system, namely the student, the teacher and the establishment, the roadmap gave birth to a major project called the “pioneer school” with three strategic objectives by 2026:

- Double the rate of primary school students mastering fundamental knowledge;
- Double the rate of students benefiting from extracurricular activities;
- Reduce school dropout by a third.

Management at the level of the three components; namely, student, teacher and establishment is ensured respectively by the direct measurement of learning, the establishment of the teaching institute and the creation of the quality labeling system. The monitoring of this mega project is traced in the light of twelve commitments with target situations at the end of 2026.

This logical framework for evaluating performance makes it possible to strengthen the spirit of project-based management at the level of actors in the Moroccan education system. A culture which is being established in parallel among local actors at the school establishment level through the increasingly concrete adoption of the management mode focused on the IEP Integrated Establishment Project.

5. Conclusion

By way of conclusion, we can say that the implementation of project-based management in the Moroccan education system constitutes a real paradigm shift. In fact, since the development of the emergency program in 2008 to date, several projects have been implemented aimed at improving the performance and efficiency of the system but also at making stakeholders responsible by increasing their output.

However, it must be noted that the project culture is gradually developing. Project stakeholders gradually gain decision-making power and organizational autonomy which is time-consuming. Against this scenario, we raise the question of whether this project approach has actually offered relief to the crisis in our education system and made it possible to create the school of success.’ This requires more research to be conducted in future, and also implies that the Moroccan school has responded positively in its initial attempts to chart a path towards performance, an objective which encourages the integration of all actors with sustained commitment and conviction.

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