



Co Production and Co Governance: Strategic Management, Public Value and Co Creation in the Renewal of Public Agencies across Europe — COGOV



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WP1: Francophone Literature Review – IMPGT

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Introduction

In its first phase the CoGov project aims at identifying the European literature pertaining to four public management theoretical approaches namely: (i) Public value, (ii) Network-governance, (iii) Collaborative public leadership, (iv) Co-production and co-creation combined with digitalisation. These four approaches have gradually been structured in response to the conceptual and empirical limitations of the NPM paradigm highlighted by many authors (Soldo, 2018; Pollitt, 2015; Ringeling, 2015, 2014; Guenoun, 2009; Pollitt & Bouckaert, 2011, 2003).

According to this paradigm, innovations could not be conceived in the context of public organizations, traditionally organized according to the principles of the Weberian bureaucracy but had to be sought in the context of private organizations. To the rigidity of centralized organizations, based on a top-down power logic and considering citizens as “administered”, the NPM has opposed a public sector envisaged in a decentralized and autonomous approach. The NPM then based itself on the “3e”, i.e. “economy, effectiveness, efficiency”, responding to a service delivery logic, aiming to satisfy at a lower cost the expectations of citizens now perceived as “clients” (Amar & Berthier, 2007). In practice, the NPM has massively fostered a reduction in the weight of the state, by strengthening regulatory authorities responsible for



the proper functioning of markets and devolving administrative functions to private or semi-public agencies. It has enhanced the import of terms, tools and instruments from the private sector, applied to the public sphere, introducing new standards and regulations, such as certification, total quality management, benchmarking, subcontracting, development of public-private partnerships (Martinet, 2008). It has resulted in increasingly porous boundaries between public and private spheres (Bartoli & Chomienne, 2011). In France, as in most Western countries, this phenomenon has been illustrated through various modernization reforms which have led to the definition of a framework for a results-based management of public policies and actions, within the framework of the Organic Law on Finance Laws (adopted in 2001), strengthened within the framework of the General Review of Public Policies (launched in 2007), and finally taken up, in broad terms, by the Modernization of Public Action (launched in 2012).

Promoted as “*the*” new paradigm of public management, the NPM was thus perceived for nearly thirty years as transferable to all national bureaucracies, regardless of their institutional configuration. In practice, the analysis of its emergence, development and penetration in different countries has since led to a questioning of this conviction (Pollitt, 2015). It appears that the historical and institutional configurations of States generate different modes of production and types of public management (Pollitt & Bouckaert, 2011, 2003; Bouckaert, 2003). As Bouckaert pointed out in 2003, (p. 53), the ideal standard of the NPM, based on the “*minimize/market*” couple, has not been extended in its “*pure version*” to all OECD countries. Although it has very strongly influenced all States based on the Weberian model, moving them towards a “*neo-Weberian*” model, significant variations in the public management methods, that have resulted, can be identified, according to the historical, institutional and cultural logics of the States concerned. The French case is exemplary. The NPM did not spread in the same way in its administration as it did in the Anglo-Saxon countries, notably in Australia, New Zealand or Great Britain (Guenoun, 2009).

The francophone literature therefore seems to be less structured than the Anglo-Saxon one about post-NPM concepts. Several French characteristics could explain this phenomenon. As General De Gaulle said “*there is France only thanks to the State*”¹. This quote summarizes well the specificities of the “*French model*” of State and public administration, characterized by its strong interventionism in French economy and society (Palier, 2002; Muller, 1992). This unique vision of the State could be a first explanation to the limitation of the transferability of Anglo-Saxons concepts into French context (Soldo, 2018; Soldo & Arnaud, 2016). Furthermore, in France, Administrative Science is not a structured scientific discipline like in Great Britain, United States or Germany. So, French contributions dealing with public sector often use theoretical corpus from other scientific discipline (mostly from political science, public law, economy or management). This partly explains the delay of Francophone literature in post-NPM concepts investigation, embedded in Administrative Science literature. Finally, as noted above, France has not developed NPM reforms in the same extent than Anglo-Saxons countries (Pollitt & *al.*, 2007). Some French State’s particularities – such as its legal tradition or the power of public sector trade unions - explain this incomplete implementation of NPM reforms in public sector (Pollitt & Bouckaert, 2011; Pollitt & *al.*, 2007). Consequently, France

¹ Translated from French : « *Il n’y a de France que grâce à l’État* ».



“have been more selective and adaptive” than other countries in developing NPM practices (Pollitt & al., 2007). *“France has continued its own, distinctive thinking and rhetoric about administrative reform, centered on the themes of modernization and decentralization”* (Pollitt & Bouckaert, 2011, p. 292). This lower application of NPM reforms in French administration could explain the lack of structuration in the post-NPM literature. Even more so post-NPM concepts has been developed facing NPM reform problems, and these problems has not yet fully emerged in French public sector (Emery & Giaque, 2005).

Despite these specificities, French public management has not however ignored the deep changes of expectations within the society, and which do not differ strongly across the modern nations. This means that, with different concepts, vocabulary, and approaches, French public management has strived to design solutions pertaining to the same basic issues, and from this standpoint, the intra-European comparison envisaged by COGOV makes senses.

In order to question the francophone scientific literature through the lens of the four theoretical approaches identified by the COGOV, it has been decided to use an explanatory methodology based on the Reinert method, also called top-down hierarchical classification (2008, 2007, 2001, 1990, 1987). This method has been applied on two different qualitative corpuses: a first general one containing 408 articles from 2 general academic reviews and 4 specialized reviews in Public Management; a second one focusing on the 250 articles from the 4 specialized reviews in Public Management. The multidimensional lexical analysis led to the identification of the main trends in the francophone literature through the characterization of its main themes, problems and research objects.

As it results², francophone literature questions the four theoretical approaches in a specific way, dealing with:

- The ethical posture of the public manager as a central condition of public value;
- The New Public Governance as a framework for the renewal of public action strategies;
- The territory as a relevant level to analyse innovations in Public Management;
- The institutional Europe as a privileged space of the NPM: critical analysis;
- The e-administration as a tool for strengthening citizen participation.

Our analyses, based on the Reinert method, highlight the obvious links between the corpus of francophone articles and the four theoretical approaches explored in the COGOV project. However, they also underline the artificial nature of such categorization. While some of the researches seem to be clearly positioned in the fields of public value, new public governance, or co-creation linked to digital era governance, it is more difficult to identify a block of studies that clearly mobilizes public leadership concepts. However, some research fields, in relation to the territory and the territorial networks, appear to aggregate concepts resulting from the four approaches.

The following synthesis first presents the methodology used (1.), and then details the main results obtained (2.). On this basis, further analyses may be considered.

² Results of the multidimensional lexical analysis of the specialized corpus.



1. Methodology: a top-down hierarchical classification

A top-down hierarchical classification

In order to analyze the French literature on the different post-NPM paradigms, we used the Reinert method, also called top-down hierarchical classification (2008, 2007, 2001, 1990, 1987). Its objective is to “*examine the lexicon used in the corpus and to group simple lemmas (words) by recognizing their basic forms and lemmas from the same root, through a dictionary. The analysis of textual statistics presents the number of active, additional, total forms and a list of terms that appear only once in the corpus*” (Routiba & al., 2016, p.32-33). This analysis relies on a classification based on the geographical proximity between words and their occurrences in a corpus of textual data (Arezki & al., 2018).

It allows to elaborate homogeneous groups of words (Loubère, 2014) and to distinguish them from groups of words in opposition, thus highlighting lexical worlds (Reinert, 2008). These worlds are not built *a priori*, and allow both to analyze a long corpus, but also to “*circumvent the risk that the researcher places on his material his own conceptual preconceptions and categorizations*” (Bourguignon, 2015, p.6). Thus, this analysis reduces the over-interpretation bias that is inherent in qualitative research.

Research Protocol

In the interests of transparency and external validity, and to ensure the reproducibility of the research, we propose to set out our research protocol. The latter consists in four steps.

Step 1. Definition of the research framework

The first part of this work was to define the theme and objectives of the research. As we said earlier, the objective of this research is to identify how francophone scientific literature deals with post-NPM themes.

Step 2. Data collection and corpus cleaning

We have chosen to work on articles published in ranked scientific journals, because they are legitimized by the scientific community, and because this material corresponds to the one indicated in the Ferlie & al. (2012) method.



Table 1: List of journals

Field	Academic Journal	Ranking FNEGE ³
General Management	Management International	2
General Management	Revue Française de Gestion	2
Public Management	Gestion et Management Public	3
Public Management	Revue Française d'Administration Publique	4
Public Management	Politiques et Management Public	4
Public Management	Pyramides – revue de l'ULB	/

Source: Authors

In order to obtain a representative panel of articles we have selected two generalist reviews that have a high ranking. We also chose the three main francophone journals in public management that are present in the international ranking. We finally completed the selection with a quality professional review that publishes scientific and professional articles (in accordance with the COGOV's request).

We then collected the articles from these six journals.

As proposed in the project assignment based on Ferlie & al. (2012) method, a series of French keywords has been defined to remain as close as possible to the English keywords. When reducing nouns and verbs to their lemma form, French and English are quite similar languages. We have added some more lemmatized forms and additional keywords to consider any French language specificities.

³ The FNEGE, in collaboration with French scientific associations, offers a ranking of scientific journals in management that is a reference for the French scientific community. The ranking is growing.



Table 2: List of the English and French keywords related to topics

Topics	English keywords	French keywords
Public value	“public value”, “public principle”, “public interest”, “public benefit”, “common good”, “social value”, “public purpose”	“valeur publique”, “intérêt public”, “intérêt général”, “utilité publique”, “utilité sociale”, “bien commun”, “finalité publique”, “gouvernance publique”
Network governance	“policy network”, “partnership network”, “network governance”, “multilevel governance”, “multilevel co-ordination”, “multilevel coordination”, “partnership governance”	“réseau politique”, “parties prenantes”, “gouvernance en réseau”, “gouvernance multi-niveaux”, “gouvernance multiniveaux”, “coordination multiniveaux”, “coordination multi-niveaux”, “gouvernance partenariale”, “gouvernance pluraliste”
Collaborative public leadership	“collaborative public leadership”, “collaborative public management”, “collaborative public administration”, “collaborative leadership”	“leadership public collaboratif”, “leader public”, “management public collaboratif”, “administration public collaborative”, “leadership collaboratif”, “leader public”, “leadership territorial”
Co-production and co-creation and digital era governance	“coproduction”, “co-production”, “cocreation”, “co-creation”, “joint production”, “citizen participation”, “collaborative governance”, “citizen engagement”, “co producer”, “coproducer”, “citizen involvement”, “citizen consultation”, “crowdsourcing”, “open innovation”, “open strategy”	“co-production”, “coproduction”, “co-création”, “cocréation”, “co-construction”, “coconstruction”, “participation”, “participation citoyenne”, “gouvernance collaborative”, “engagement citoyen”, “participation acteurs”, “consultation citoyenne”, “innovation sociale”, “gouvernance digitale”, “crowdsourcing”, “crowdfunding”, “coopération”, “coordination”, “open innovation secteur public”, “open stratégie secteur public”

Source: Authors

In order to meet the research objective, we opted for a collection of abstracts of articles. Indeed, the objective is to obtain a representative panorama of the research objects.

We followed the COGOV protocol and therefore obtained a data corpus containing 408 summaries.



Table 3: Distribution of articles by journal

Academic Journal	Number of articles
Management International	49
Revue Française de Gestion	109
Gestion et Management Public	58
Revue Française d'Administration Publique	37
Politiques et Management Public	69
Pyramides – revue de l'ULB	86

Source: Authors

Step 3. Cleaning of the corpus

In order to use the Iramuteq software, it is necessary to clean the corpus. To do this, we have deleted footnotes, bibliography, tables, numbers and all special characters.

Step 3. Analysis

We conducted two analyses. The first concerns the entire corpus, while the second focuses only on articles from public management journals. For each one, we conducted a general statistical analysis and a top-down hierarchical classification using the Iramuteq software.

2. Analysis of Francophone Literature: Main results

In order to simplify the presentation of the results of the textual analysis, we have divided it into two parts. In a first step, the results of the analysis of the general corpus are presented and analyzed. In a second step, the results of the specialized corpus are presented and analyzed.

2.1. Analysis of the general corpus

General statistical analysis: validity of the corpus

The software indicates the presence of 64 209 occurrences⁴, 5 063 forms⁵, 158.54 occurrences on average per form, and 2 148 hapax⁶. The table below lists the active forms that are present more than 80 times in the document. The selection of words that have emerged underlines the quality of the corpus of articles collected in the first step (Ferlie & al., 2012), in relation *a priori* to the management public field and the general theme explored by the COGOV, the renewal of strategic public governance.

⁴ Number of times a word is repeated.

⁵ Words.

⁶ Words present only once in the corpus.



Table 4. The most important active forms (decreasing order)

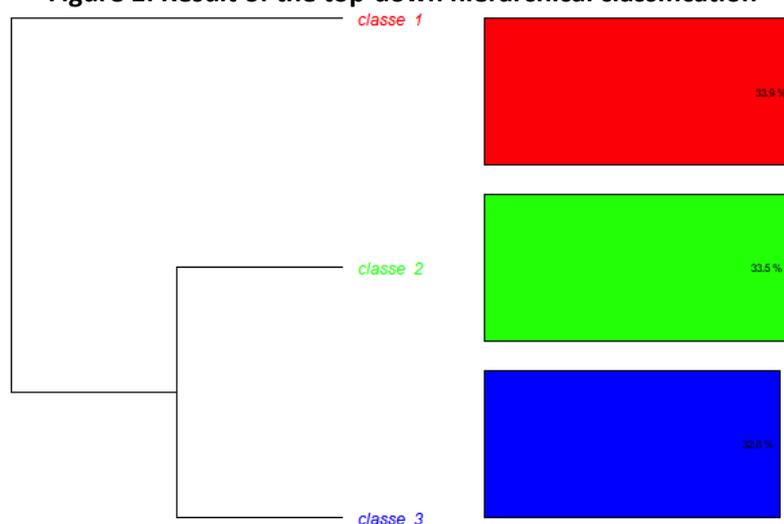
Word	Number of occurrences	Word	Number of occurrences
public	706	situation	164
policy	307	managerial	161
management	231	administration	146
social	222	study	135
put on	221	project	134
organization	204	practice	133
action	202	company	125
department	187	process	115
participant	185	network	113
innovation	181	allow for	112
research	180	relationship	111
new	180	value	109
article	179	show	108
territorial	170	job	104
governance	167	role	103
analysis	166	State	102

Source: Authors

After presenting the results of the general statistical analysis, we will present those of the top-down hierarchical classification.

The top-down hierarchical classification

Figure 1: Result of the top-down hierarchical classification



Source: Authors



The software has determined three classes, with 88.73% of the corpus which is analyzed. From the dendrogram, we notice that class 1 is the first class that stands out, i.e. it is the most homogeneous class according to the software (it concentrates the most occurrences whose geographical distance is close). This class represents 33.9% of the corpus. Then, the software highlights class 2 (33.5%) and class 3 (32.6%). Table 5 presents the first thirty words (profiles) contained in each class.

Table 5: 30 profiles of the three classes

Class n°1	Class n°2	Class n°3
innovation	participation	ethics
organization	European	public
study	citizen	management
mobilize	right	reform
(to) study	administration	tool
situation	democracy	answer
theory	administrative	manager
research	participative	intervention
(to) show	user	problematic
practice	government	value
organizational	common	risk
knowledge	State	agent
collective	civic	policy
team	communication	LOLF
cooperation	urban	staff
exploration	access	budgetary
involvement	procedure	question
network	transparency	law
collaboration	former	integrity
manager	union	Canada
qualitative	budget	ethos
framing	commission	new
help	department	endow
article	ICT	action
interview	association	economical
phenomenon	worldwide	crisis
community	local	performance
translation	year	university
process	significant	challenge
form	body	indicator

Source: Authors

Class number 1 (33.9% of the corpus) is the first to be distinguished from the classification tree (see Figure 1). It deals with a **central research issue in francophone literature: how does network governance promote organizational innovation?**

Indeed, this class covers **three main lexical fields**. **The academic research** (theory - research - knowledge - framing) **and more specifically the scientific methods that it mobilizes** (study - (to) study - (to) show - promote - interview - qualitative - exploration - case - practice -



translation) is the first lexical field to emerge. **The organization, as a collective entity** (organization - organizational - collective - collective - team - community) seems to represent the main level of analysis retained in the articles. Also, **network governance and more precisely its innovative modalities of implementation** (phenomenon - network - cooperation - cooperation - cooperation - manager - mobilize - involvement - process - innovation) refer to the central issue on which focuses this research.

Class number 2 (33.5% of the corpus) deals with a second main issue in the francophone literature: **in what way is e-administration a modality for renewing citizen participation?**

Three lexical fields can be identified. The first one covers different terms related to **democratic participation** (participation - participative - democracy) evoking some of the **targets of this participation** (citizen - user - association). The **different levels of public administrations** are analysed (body - administration - administrative - service - world - European - union - commission - State – government - local) focusing on the **digital modalities of access** (ICT - access - procedure – transparency) to **the different services they deliver** (common - urban - budget - communication - law – civil).

Class number 3 (32.6% of the corpus) finally refers to the **public manager's posture in a context of value crisis**.

In a **context of administrative reforms and increasing constraints**, linked to the development of **the NPM models** (reform - LOLF - law - performance - indicator - tool - budgetary - economic - crisis – problematic), this class deals with the **central issue of public values** (ethics - value - ethos - integrity - politics - challenge - question) and more specifically it discusses **the role and the way of acting of the public manager** (public - management - agent - staff - manager - answer - intervention - action - risk - endow).

2.2. Analysis of the public management corpus

General statistical analysis: validity of the corpus

The software indicates the presence of 44 379 occurrences, 4 121 forms, 178.23 occurrences on average per form, and 4 121 hapax. The table below lists the active forms that are present more than 70 times in the document. The selection of words, that have emerged, underlines some specificities regards to the first general corpus. Although most of the terms overlap, new words have appeared. They refer to administrative practices (action - condition - sector) towards specific territories (european - local) or democratic issues (citizen).



Table 6. The most important active forms (decreasing order)

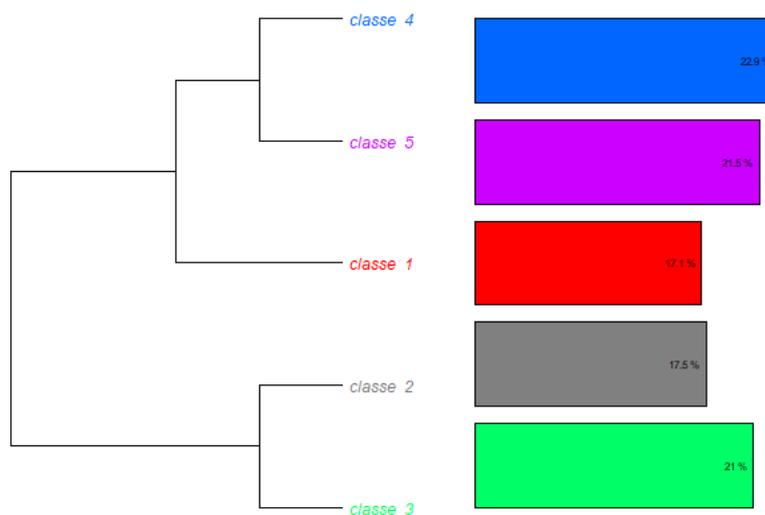
Word	Number of occurrences	Word	Number of occurrences
public	628	managerial	99
policy	287	condition	97
department	169	article	94
action	156	organization	88
put on	148	situation	87
administration	144	administrative	87
management	142	project	81
new	135	local	79
participant	132	process	76
social	128	question	74
territorial	111	sector	73
governance	109	allow for	71
analysis	108	european	70
research	105	citizen	70

Source: Authors

After presenting the results of the general statistical analysis, we will present those of the top-down hierarchical classification.

The top-down hierarchical classification

Figure 2: Result of the top-down hierarchical classification



Source: Authors



The software has determined five classes, with 87.75% of the corpus analyzed. From the dendrogram (see Figure 2), we notice that class 1 is the first class that stands out. This class represents 22.9% of the corpus. Then, the classification tree highlights class 4 (22.9%) and class 5 (21.5%). The last ones are successively class 3 (21%) and class 2 (17,5%). Table 6 presents the first thirty words (profiles) contained in each class.

Table 6: 30 profiles of the three classes

Class n°1	Class n°2	Class n°3	Class n°4	Class n°5
ethics	citizen	European	governance	territory
agent	democracy	deal	evaluation	brand name
integrity	customer	union	teaching	territorial
ethos	government	small	action	marketing
organizational	information	legal	strategic	study
behaviour	participation	bribery	intervention	resource
tension	administrative	competition	partnership	innovation
moral	right	negotiation	job	human
identify	participatory	struggle	athlete	game
PSM	user	precisely	sport	participant
staff	digital	privatization	trend	capital
organization	administration	urban	demanding	framing
professional	procedure	company	legitimacy	Auvergne
Swiss	technology	space	capacity	establishment
identity	improve	sales	academic	network
public	dematerialization	representative	possible	land
bureaucratic	administered	alone	contract worker	propose
management	consultation	execution	essential	cultural
reform	fiscal	liberalization	constitute	responsible person
tool	elected	justice	quantitative	hypothesis
runner-up	processing	civilian	station	approach
engagement	given	worldwide	community	adoption
media	use	former	supportive	scale
OECD	tic	thin	superior	picture
pressure	stay	commission	university	collective
motivation	resident	condition	strategy	contribute
role	site	sig	convergence	proximities
Canada	decision	in parallel	be	formalisation
comparison	notably	first	civil	project
challenge	media	industrialist	tourism	theory
value	budget	wait	disorder	device
		institution		

Source : Authors

The analysis of the public management specialized corpus completes and clarifies the previous analysis. It leads to prioritize the academic issues for the community of researcher who are specialized in the field. It points out the privileged objects that are explored, as well as the concepts that are more frequently mobilized.



The class 1 (22.9% of the corpus) is the first class that stands out. It appears that specialized research deals in the first instance with a central issue, **the ethical posture of the public manager, seen as a central condition of public value creation.**

Indeed, the first lexical field covered by this class is clearly linked to **the theoretical approach of public value** (ethics - integrity - ethos - moral - Public Service Motivation - public - value - identify - identity). It is applied to a specific object, **the public manager behavior** (behavior - agent - professional - staff - role - motivation - engagement) in a **specific context of reform** (organizational - organization - bureaucratic - management - reform – tool) that creates a lot of **constraints** (tension - pressure - challenge). To analyse this issue, it seems that **the articles promote comparative analyses between countries** (comparison - Swiss - OECD - Canada).

The second class that stands out is **the class 4 (22.9% of the corpus)**. It refers to the **New Public Governance approach as a relevant framework for the renewal of public action strategies.**

This class covers three main lexical fields. The first one is clearly linked to **the New Public Governance** (governance - evaluation - legitimacy - capacity - community) **and to its tools** (contract worker - partnership - convergence). These objects are analyzed **at a strategic level of action** (strategic - strategy - action - intervention - supportive - superior) and analyzed as a **lever of governance renewal in different specific public sectors** (athlete - sport - trend - tourism - station - job - university - teaching - academic).

The class 5 (21.5% of the corpus) highlights a specific level of analysis. It refers to **the territory as a relevant framework for analyzing innovations in the field of Public Management.**

Territorialized networks, where positive local effects are exerted **through territorial projects** (territory - territorial - territorial - Auvergne - land - network - collective - proximities - project) **contribute to define a relevant research framework** (study - framing - establishment - approach - hypothesis - theory - formalization - scale - propose - contribute - device - adoption). **Different specific fields** of public territorial strategic researches are investigated **as culture or territorial marketing** (brand name - marketing - cultural - picture - game). They lead to **identify specific territorial resources enhancing innovation** (resource - innovation - capital - human - participant - responsible person).

The class 3 (21% of the corpus) covers a lexical field related to **critical managerial researches on Institutional Europe, perceived as a privileged space for the implementation of the NPM.**

The European Union and its institutions (European - union - commission - institution - legal - justice - civilian) seem to be the **framework for a whole series of researches that deal with the implementation of neoliberal economy and NPM precepts** (deal - competition - negotiation - privatization - liberalization - worldwide - sales representative - company). These researches, that **focuses on specific contexts** (industrialist - urban) seem to be part of a **critical approach**, because of certain pejorative terms that are pointed out (struggle - bribery).

The class 2 (17,5% of the corpus) is the last class that can be identified in the classification tree. It deals with another big issue of the public management renewal, **e-administration as a tool for strengthening citizen participation** and can be linked to both theoretical approaches studied in the COGOV project.



The lexical field of this last class is clearly linked to **both post NPM theoretical approaches**. First, it mobilizes terms that are **related to the digital era governance** (digital - technology - dematerialization - ICT - site - media). It questions dematerialization in its **ability to strengthen democratic processes** (democracy - right - procedure - processing - decision - improve - elected). The class then highlights the debate on the **relevant terminology to describe the different targets of democratic public action** (Citizen - customer - user - administered - resident). At **various level of administration** (government - administrative - administration) and **in specific public sectors** (budget - fiscal), **almost the entire range of citizen participation forms is available** (information - participation - participatory - consultation).

Conclusion

To conclude, it appears that multidimensional lexical analyses applied to our qualitative data set, allows us to identify different main areas of francophone academic research in public management. These analyses highlight the obvious links between the corpus of articles and the four theoretical approaches of the COGOV, but at the same time, they highlight the difficulty of categorizing these approaches in a systematic way. While some of the researches seem to be clearly positioned in the fields of public value, new public governance, or co-creation linked to digital era governance, it is more difficult to identify a block of studies that clearly mobilizes public leadership concepts. However, some researches, in relation to the territory and the territorial networks, appears to aggregate concepts resulting from the four approaches.

We are aware that these analyses based on the Reinert method, are just a first exploratory step. They must be completed by using other methods, in order to analyze more precisely the available corpus. In line with these initial textual analyses, we plan to classify our data according to the year of publication. This type of analysis should reveal a possible evolution of the research priorities according to the period. We also plan to carry out a factorial component analysis in order to identify possible discriminating factors within the corpus. Finally, a real thematic coding of the entire corpus of articles will have to be done. We will carry out these future researches as part of the dissemination work included in WP8 (symposia, articles, etc.).



Appendices

Appendix 1: 10 antiprofiles of the three classes – analysis of the general corpus

Class n°1	Class n°2	Class n°3
public policy administration department condition administrative citizen ethics user democracy	organization management innovation ethics manager answer (to) study tension identify research	innovation participation European study process development convenient right participatory community

Source: Authors

Appendix 2: 10 antiprofiles of the five classes - analysis of the specialized corpus

Class n°1	Class n°2	Class n°3	Class n°4	Class n°5
territorial local territory participation development European governance community democracy place	analysis research governance territory private organization action background first show	territorial tool job situation organization result approach approach community demanding	method participation process ethics right citizen democracy government agent first	ethics democracy job European system right department administrative value take

Source: Authors



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