Challenges and barriers of new public management: empirical evidence from Serbia

Izazovi i ograničenja novog javnog menadžmenta: Empirijsko istraživanje u Srbiji

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Abstract

Taking into account the requirements and challenges of dynamic business environment, New Public Management becomes a dominant paradigm in managing the public organizations. The paper aims to identify the main features, i.e., challenges and barriers of new public management generally, and particularly in Serbian public organizations. Therefore, the paper focuses on analyzing the NPM as a contemporary management paradigm in public sector which contributes to enhancing effectiveness and efficiency of public organizations. The results of empirical research conducted in public sector organizations in the Republic of Serbia are presented with the aim to reveal employees' perceptions regarding challenges and barriers of NPM implementation. The results demonstrate that, although some aspects of NPM can be observed, the practice of NPM is not sufficiently developed in Serbian public sector organizations. Additionally, the results indicate the need for emphasizing the employees as one of the main factors of success by public managers, with enabling the appropriate training for employees, effective communication as well as an adequate leadership style.

Keywords: public sector, new public management, effectiveness and efficiency of public organizations

1. Introduction

The public sector is a part of the national economy, which includes “the general government and nonfinancial enterprises controlled by the state, which are primarily engaged in commercial activities” (Veselinović, 2014). Despite different definitions of the public sector according to the specifics of a particular economy, political circumstances, demographic characteristics, structuring, and many other variables, the public sector always refers to the segments in which the private sector has no interest in terms of return on investment. At the same time, the public sector significantly influences economic trends and investments, has a significant role in the redistribution of income and social wealth, thus contributing to the creation, distribution and use of gross domestic product...
(GDP) (Zekić, 2011). In this regard, the public sector, through its roles, strives to respond in a timely and quality manner to the diverse demands of relevant stakeholders and thus satisfy general social interests.

The past two decades have seen significant changes in public sector governance around the world. Most of the widespread and long-established principles and practices of public sector have been called into question. Also, under the influence of globalization and development of new business technologies, new forms of organizational design are emerging, which further opens the dilemma of whether their application in public organizations is possible. Public sector organizations faced major challenges, as they had to face uncertainty and the need to ensure uninterrupted service delivery, with constant demands to reduce the budget deficit. Accordingly, there was a shift from traditional bureaucratic public sector administration to public sector management with a focus on efficiency, economy and effectiveness (Pollitt, 2006). It refers to a change in the paradigm of public sector management, also known as the New Public Management (NPM) (Hood, 1991).

NPM aims to transform public sector organizations from administrative, hierarchical and bureaucratic cultures to market-oriented cultures immanent for private sector (Dunsire, 1995). In this regard, significant attention has been paid to public sector reform in both developed and developing countries, aiming to improve the functioning of the public sector. In fact, various governance instruments have been implemented while creating a competitive environment, reducing the influence of political factors and emphasizing the performance measurement and quality of services, with the increasingly important role of managers and decentralization of decision-making (Christensen & Lægreid, 2002; Yusuph & Guohua, 2017). This points to the view that the effective public management is a critical factor of public sector organizations’ success and positively contribute to the overall economic efficiency and competitiveness of a country. These are the reasons that have made the NPM one of the most important research areas in the field of public sector.

Accordingly, the research subject in the paper is the NPM, as a contemporary paradigm of managing the public sector organizations. Taking into account the importance of this concept, the application of the principles and instruments of the NPM in the Republic of Serbia is still an insufficiently researched area, which indicates an appropriate research gap which we strive to overcome with this study. Accordingly, the paper discusses the key aspects and characteristics of the NPM in the Republic of Serbia. The aim of this paper is to identify the features, challenges and limitations regarding the application of the principles of NPM in general, particularly in public sector organizations in the Republic of Serbia. In accordance with the research subject and aim, the paper proceeds from the following research questions:

Q1: To what extent is the NPM applied in public sector organizations in the Republic of Serbia?

Q2: What are the challenges and barriers to the implementation of the NPM in the Republic of Serbia?

In accordance with the research subject and aim, the paper is structured as follows. The first part of the paper presents a literature review, emphasizing the role and characteristics of the NPM. Then, the research methodology is presented, i.e., the key characteristics of the conducted empirical research in public sector organizations in the Republic of Serbia are identified. The empirical research results along with the discussion are the subject of consideration of the third part of the paper. Finally, certain theoretical and practical implications, research limitations, and guidelines for future research have been identified.

2. Literature review

The number of public enterprises and the importance of their economic transactions have become increasingly important in many countries. The data shows that more than half of public sector investment goes to public enterprises and that their indebtedness is often higher than public administration. Also, at the local level, more than half of the public sector belongs to public enterprises and similar organizations. Due to the large amount of public expenditure allocated to public enterprises, there are growing demands that they operate efficiently, effectively, sustainably and transparently (OECD, 2015). The public sector, as well as the private one, is exposed to all influences resulting from modern tendencies towards global business, modernization of society and growing needs of the population, which indicates the need for the public sector to adapt to current political, social, cultural and technological trends. In fact, public enterprises in developed countries are a means of better positioning in the global economy in which competition for capital, talent and resources is increasingly pronounced. From a traditional monopolistic position in the national market, secured and protected by the state, public enterprises become state-owned corporations, exposed to international competition, takeover or expansion processes in the global goods and services market. Under the influence of globalization and new business technologies, new forms of organizational design are emerging, which further opens the dilemma of whether their application in public enterprises is possible. In the relatively near future, public sector organizations will face major challenges, as they will have to face uncertainty and the need to ensure smooth service delivery, with ongoing demands to reduce budget deficits. It is the need to accept a new reality in which it is necessary to do “more with less” or even “do less for less”. Governments and managers of public enterprises will have the most important role in this process of change, because they will have to reshape their strategic focus in a changing environment, respecting the requirements of numerous internal and external stakeholders (Babić & Nikolić, 2017).

Given the above, there are changes in the segment of management of public organizations, so they are transformed from rigid, bureaucratized and formal
structures to more flexible organizational forms (Yusuph & Guohua, 2017). Guendez & Schiedler (2014) describe public organizations as hybrid entities with a traditional bureaucratic structure that perform a variety of tasks and meet a number of expectations. They are influenced by political, institutional, legal, economic, social and other factors, which implies that public organizations need to be open, flexible and adaptable to changes in the environment. In this sense, as a relatively inefficient and cumbersome state apparatus, the public sector is implementing a series of reform processes that can be understood as a planned approach to restructuring the organization with the aim of improving performance (Adejuwon, 2012). Therefore, new public management (NPM) emerged as a key concept within public sector in many developed countries at the end of the 1970s (Waheduzzaman, 2019). This emergence was symbolised as “a paradigm shift when the rules-driven and highly processed Weberian management style was replaced by business management practices incorporating the logic of economics while retaining core public values” (Osborne, 2006). Lapuente & Van de Walle (2020) point out that the traditional, bureaucratic Weberian public administrations have been partly replaced by results-oriented public organizations as well as for-profit private firms or by a marketization of the state itself. The NPM reforms were based on two key changes: the implementation of private sector practices to the functioning of public organizations and the external organization of public administrations as quasi-markets (Dunleavy & Hood, 1994). The first NPM reforms has been implemented in Anglo–saxon countries, particularly the United Kingdom and New Zealand, although they rapidly spread all over the world, most prominently in OECD countries, although with significant differences across countries (Lapuente & Van de Walle, 2020). Earlier on, and particularly from the latest decades of the 19th century, public administrations in different countries “borrowed extensively from the private sector managerial practices”.

In this regard, in the 1980s, a concept called NPM emerged in Great Britain through privatization processes. Then the trend spread to the United States and New Zealand with the basic idea of achieving the so-called 3E – economy, efficiency and effectiveness (Nwokorie, 2017; Rubakula, 2014). As a new paradigm based on an appropriate set of principles NPM includes management techniques aimed at better governance, decentralization, customer satisfaction and better mechanisms of public accountability making the work of public organizations efficient and effective (Islam, 2015). Taking over the principles of business from the private sector, NPM puts users in a central role, turns to competition, delegates responsibility to all organizational levels and thus increases employee motivation and satisfaction, which ultimately leads to better business performance (Ricucci & Thompson, 2008; Lapenta et al., 2012; Yusuph & Guohua, 2017). Also, improving communication between employees and managers is an important determinant of NPM, since the establishment and maintenance of all interpersonal relationships is based on effective communication (Vuković et al., 2021).

The concept of NPM highlights the need to depoliticize the public sector, and increasing attention is being paid to the concept of political neutrality, especially for auditors in the public sector (Jakovljević, 2021). At the same time, public-private partnerships are an important aspect of the NPM. According to the Law on Public-Private Partnerships and Concessions (Zakon o javno-privatnim partnerstvima i koncesijama 88/11: 15/16), these arrangements are a form of long-term cooperation between public and private partners to provide financing, reconstruction, management or maintenance of infrastructure and other facilities of public importance and the provision of services of public importance. Within the above, private organizations are entrusted with certain public tasks if they can perform them faster, more flexibly and efficiently. Through collaboration between the public and private sectors, universities and non-profit sectors, public sector organizations foster innovation throughout the economy (Klijn & Koppenjan, 2016).

Also, in order to better understand the need to develop the concept of NPM, it needs to be noted that the traditional approach to public sector governance is based on high centralization with clear rules, procedures and business policies in which decision-making and implementation activities are separated (Nwokorie, 2017). The power of decision-makers stems from their formal position, with government representatives playing an important role in the recruitment process. Also, political support is necessary in the process of public sector reforms in order to speed up and facilitate the implementation of new ideas and solutions, but only to the extent that this support means accepting the need for change and reform initiatives (Tolofari, 2005). Accordingly, the need for depoliticization has recently been particularly emphasized in the professional and political community. Ljuboja (2013, p. 48) points out criticisms of those situations in which the change of the current political option entails firing, change of jobs or dismissal of employees. It follows from the above that the public benefit, i.e., public interest, is determined by the ruling political structure according to personal affinities, which often results in irrational budget spending (Wyszynski, 2018, pp. 211–212; Budimirović, 2017). In this regard, the NPM paradigm is based on the decentralization of decision-making, i.e., the delegation of decision-making authority to managers at lower organizational levels in order to increase their control over the recruitment of competent staff, rational spending of public funds and effective achievement of goals (Pfiffner, 2004, pp. 443-454). It means that decentralization entails “restructuring a central administrative body into separately managed local administrative bodies and delegation authorities for enhancing a more autonomous decision-making process” (Cole & Jones, 2005).

Proceeding from the decentralization of decision-making, it is necessary to improve communication channels between certain departments, because the departmentalization leads to a narrow orientation towards defined scope of work, which can produce the so-called silo effect if communication channels within the organization are inefficient. In fact, the silo effect occurs most often in decentralized organizations where the
organizational units are autonomous, headed by managers with a high degree of power and authority. It is quite commonly used term describing inwardly focused organizational units where external relationships are given insufficient attention. Breakdowns in communication, cooperation between unit participants and other stakeholders, and the development of fragmented behavior, are common features (Vatanpour et al., 2013). Such isolation in the conditions of inefficient communication can lead to disruption of the strategic activities of the organization as a whole. Also, the state should provide the appropriate institutional environment and resources to support the above, relying on the specific knowledge and skills of managers who be true leaders in motivating employees through organizational change processes (Wyszynski, 2018; Pliscoff-Varas, 2017).

It can be concluded that the application of the NPM concept can contribute to the successful implementation of reform initiatives in the public sector. However, NPM is also exposed to criticism by numerous authors. For instance, Islam (2015) sees the incompatibility of the characteristics of the NPM concept with the characteristics of the public sector because, unlike the private sector, the public sector has more complex goals, more complex responsibilities and a more turbulent political environment. Furthermore, Islam (2015) states that the application of NPM raises a number of ethical issues, having in mind the autonomy of managers and the possibility of expressing opportunistic behavior in action, regardless of the high transparency of public organizations. Finally, the implementation of the NPM is, according to many researchers, almost impossible in developing countries due to the lack of expertise, information technology, resources and other capacities necessary for public sector reforms. Critics point out that NPM cannot be applied to the public sector context without first adapting to its specifics and, accordingly, society members cannot be seen as clients who must be served, but as stakeholders who can significantly influence the functioning of public organizations (Karataş, 2019).

Explaining NPM as a culture that emphasizes the central role of the citizen and responsibility for results, decentralized control and creative mechanisms for providing services, including the formation of so-called quasi-markets with public and private service providers “competing” for resources, numerous authors point out that the New Zealand model of the NPM is one that introduces revolutionary reforms in the public sector (Tolofari, 2005; Boston, 1999). Gow and Dufor (2000) single out two main ideas that guided the OECD (Organization for Economic Co-operation and Development) countries in introducing NPM into public administration: 1) separating policy formulation from their operationalization and 2) governance inspired by private sector. Carrol and Steane (2002, pp. 198-200) single out the main characteristics of the New Zealand model: corporatization, i.e. the application of practices and techniques from the business world; contracting with other private organizations and the public sector in order to establish a public-private partnership with a focus on clients and separating the decision-making process from public service management. Petrović (2014) justifies contracting mechanisms by more efficient allocation of resources, and adds the term “deregulation” to corporatization, which implies favoring the practice of ceding certain public activities to public companies that are market-oriented and operate on a profit basis. Also, this model introduces elements of cooperation between countries in order to achieve common goals, so in that sense, some countries, such as New Zealand and Australia, established an agreement on the basis of which trade restrictions between countries were lifted and liberalized in terms of population mobility (Carrol & Steane, 2002, p. 205).

Public sector reforms based on the New Zealand model of the NPM are based on strong coordination between economic, social and political aspects whose common goals are to increase economic growth, redefine the role of the state and improve the quality of democratic processes (Boston, 1999). Petrović (2014) points out that such reforms include financial management and budgeting due to the high inefficiency of the public sector caused by the great economic crisis in the early 80s. The reform of financial management and budgeting primarily refers to the establishment of more precise analytical frameworks in forecasting expenditure and revenue positions, and then, in accordance with the given projections, determining key priorities to which the most funds will be allocated, whose dynamics will be monitored by permanent audit programs and periodic public reports on the results of the work (Nyamita et al., 2015). However, Boston (1999) points out that significant areas of the New Zealand NPM are human resources, financial management and strategic management. Strategic management, as one of the key aspects of NPM, can help public organizations in defining strategic goals and plans that must be achieved in order to operate effectively and efficiently. In this context, it can be concluded that public sector organizations through the application of the NPM concept gain a new strategic role, which contributes to economic growth, creation of social welfare, new jobs and increasing living standards, i.e., the efficient management of the public sector is a significant factor in maintaining macroeconomic stability.

3. Research methodology

In order to respond to the research questions, we conducted empirical research in public sector organizations in the Republic of Serbia. The sample consists of 114 employees in public sector organizations in the Republic of Serbia. The research was realized in the period from June to August 2021 by the method of a survey, using the questionnaire technique. Based on the literature review and previous researches in this area, we created a questionnaire consisting of 18 items that covered certain aspects of NPM, such as support for management and their behavior, communication, decision making, rewarding and performance measurement (Alexandre, 2008; Du, 2007). The first part of the questionnaire was constructed to express the attitude of employees on a five-point Likert scale, starting from 1 - I completely agree to
5 - I completely disagree. The second part of the questionnaire aimed to collect the demographic characteristics of the respondents, relating to gender, age, education, activities of the organization in which they work and the size of the organization. The structure of the sample is shown in Table 1.

| Variable               | Frequency | %  |
|------------------------|-----------|----|
| Gender                 |           |    |
| Male                   | 43        | 37.7|
| Female                 | 71        | 62.3|
| Age                    |           |    |
| 18-25                  | 2         | 1.7 |
| 26-35                  | 52        | 45.6|
| 36-45                  | 47        | 41.2|
| >45                    | 13        | 11.5|
| Years of working experience |     |    |
| <5                     | 22        | 19.3|
| 6-10                   | 29        | 25.4|
| 11-15                  | 25        | 21.9|
| >15                    | 38        | 33.4|
| Level of education     |           |    |
| Higher education (University degree) | 88 | 77.1 |
| Higher school education | 15 | 13.2 |
| Secondary education    | 11        | 9.7 |
| Activity of the organization |       |    |
| Public utility         | 23        | 20.1|
| Local administration   | 27        | 23.7|
| Health and social      | 11        | 9.7 |
| Sport and recreation   | 3         | 2.6 |
| Cultural and entertainment | 6 | 5.3 |
| Educational            | 26        | 22.8|
| Other                  | 18        | 15.8|
| Organization’ size     |           |    |
| <20 employees          | 18        | 15.8|
| 21-50 employees        | 28        | 24.6|
| 51-70 employees        | 9         | 7.9 |
| 71-100 employees       | 17        | 14.9|
| >100 employees         | 42        | 36.8|

Izvor: Authors

4. Results and discussion

In order to provide answers to the identified research questions, a quantitative methodology was applied. The normality of the distribution was examined using Kolmogorov Smirnov test. Considering that all items have a value of 0.000, i.e., a level of less than 0.05, it can be concluded that there is no normal distribution of data. In order to test the internal consistency, the Cronbach’s alpha coefficient was applied, whose value is 0.905, which indicates a high internal consistency. In order to answer the first research question, a descriptive statistical analysis was performed. The results of descriptive statistics are shown in Table 2.

Taking into account the obtained results, it can be concluded that the perceptions of employees about the application of NPM in public sector organizations in the Republic of Serbia are such that the principles of NPM are not sufficiently implemented.

### Table 2. Results of descriptive statistical analysis

| Items                                                                 | Mean  | Standard deviation |
|-----------------------------------------------------------------------|-------|--------------------|
| The organization is characterized by strict hierarchical structure.    | 3.82  | 1.16               |
| Strict hierarchical organization limits the transfer and dissemination | 3.32  | 1.34               |
| of information and knowledge in the organization.                     |       |                    |
| Due to poor communication, employees make wrong decisions and perform | 4.09  | 1.28               |
| poorly.                                                               |       |                    |
| The organization does not pay enough attention to knowledge management | 3.71  | 1.36               |
| and talent development.                                               |       |                    |
| The organization pays attention to the education of employees.         | 3.34  | 1.33               |
| Motivation factors that will provide long-term benefits, such as      | 2.97  | 1.45               |
| development, achieving teamwork, praise, improvement is applied.       |       |                    |
| Management encourages employees to present new ideas and attitudes.   | 3.05  | 1.51               |
| Management is proactive, which means respecting changes in the        | 3.28  | 1.37               |
| environment when making decisions, in order to ensure a good result   |       |                    |
| of the organization, and thus the effective realization of goals.      |       |                    |
| The planning process is designed to ensure the realization of         | 3.46  | 1.29               |
| the organization's mission and vision.                                 |       |                    |
| Management recognizes the knowledge of employees, i.e., their ability, | 3.24  | 1.44               |
| creativity, innovation, as the key resources and success factors.     |       |                    |
| Management encourages employee participation and delegation of        | 3.16  | 1.37               |
| authority, as their knowledge, skills and creativity can ensure good  |       |                    |
| organizational performance.                                            |       |                    |
| Goals and tasks are developed on the basis of joint communication of  | 3.3   | 1.38               |
| all employees in the public organization.                              |       |                    |
| High centralization leads to delays in decision-making, reduced       | 3.7   | 1.21               |
| exchange of information and knowledge, and consequently employee      |       |                    |
| dissatisfaction. Manageters are focused not only on                   | 3.14  | 1.32               |
| accomplishing tasks, but also on developing adequate human resource   |       |                    |
| management practices.                                                 |       |                    |
| The organization regularly monitors the performance of each employee  | 2.75  | 1.43               |
| based on which employees are rewarded.                                 |       |                    |
| The organization is responsible for the ultimate benefits of public   | 3.5   | 1.29               |
| goods and services.                                                   |       |                    |
| Oversize is one of the key reasons for the inefficiency of the        | 3.57  | 1.17               |
| organization.                                                         |       |                    |

Source: Authors

This is shown by poor communication in public organizations (M = 4.09), strict hierarchy (M = 3.82), insufficient attention to talent management (M = 3.71), high centralization (M = 3.7), oversizing in terms of number of employees (M = 3.57), poor distribution of information (M = 3.32). Those items that indicate the
presence of NPM, such as responsibility towards users of public goods and services \((M = 3.5)\), proactive management that pays attention to employees \((M = 3.28)\), uses their knowledge, i.e. their ability, creativity, innovation, as the key resource and success factors \((M = 3.24)\), encourages the development of knowledge \((3.34)\), communicates effectively \((M = 3.3)\), i.e. encourages employee participation and delegation of authority \((M = 3.16)\) and is focused on the development of adequate human resource management practices \((M = 3.14)\) have less values compared to previous items. This attitude is supported by the fact that the organization does not apply motivational factors that will provide long-term benefits \((M = 2.97)\), nor does it adequately measure the performance of employees \((M = 2.75)\). In other words, although some dimensions of NPM are present, the results indicate that NPM practice is still not sufficiently developed in public organizations in the Republic of Serbia. Therefore, based on the results of descriptive statistical analysis, it can be concluded that poor communication, strict hierarchy, high centralization, oversizing, poor distribution of information, inadequate motivation factors, as well as inadequate measurement of employee performance are certain limitations of NPM in organizations in Serbia. At the same time, based on the values of means that are less than 3.5 in those items that indicate the presence of certain aspects of NPM, such as proactive management, employee participation, adequate human resource management practices, etc., it can be concluded that there are certain challenges, i.e., aspects that need to be further improved in order to adequately ensure the implementation of the NPM.

5. Conclusion and implications

In accordance with the literature review and empirical research results, certain conclusions and implications can be identified. The public sector is facing increasing inefficiency of public organizations, with high bureaucracy, reducing the quality of services provided, oversizing of public organizations, which in turn has negatively affected the performance achieved. Traditional public management implied a strict hierarchy, with a well-designed chain of command and control, which made the communication process ineffective, as a result of which employees in public organizations made wrong business decisions that reduced their productivity, motivation, and thus overall performance. This reduction in efficiency is accompanied by the decline in the quality of administrative services provided to society, creating a basis for the development of corruption, waste of public funds and resources, which ultimately leads to a decreasing the reputation of public organizations and loss of trust in society. In accordance with the above, there has been a growing need to implement the principles of the NPM, the essence of which is the introduction of the management principles of private organizations in managing the public organizations.

The research results show that NPM is not sufficiently developed in public organizations in the Republic of Serbia. In fact, the results indicate that organizations predominantly rely on the principles of traditional governance, i.e., they are characterized by a strict hierarchy, centralization, ineffective communication, poor distribution of information, inadequate decision-making, inadequate motivation factors, as well as inadequate measurement of employee performance. This represents the key limitations of the application of NPM in organizations in the Republic of Serbia. Some of the principles of the NPM that are applied in these organizations mainly relate to the practice of human resource management, such as increased education, encouraging employees to present ideas and views, as well as management that strives to be proactive. Overcoming the limitations, as well as striving to improve certain aspects of NPM, such as human resource management practices, ensuring greater employee participation in decision-making, talent development, knowledge management and performance measurement, pose certain challenges for public sector organizations.

In that sense, the conducted research has certain theoretical and practical implications. In theoretical terms, the paper contributes to the provision and dissemination of certain knowledge in the field of management in the public sector, which is especially important in terms of enriching domestic literature in this field. In practical terms, the results of the research can help the leaders of public organizations implement certain reforms. By introducing the principles of NPM, public organizations can increase the flexibility, innovation, satisfaction and productivity of their employees, which would also improve performance. Managers of public organizations should design such a practice of human resource management according to which employees identify themselves as one of the most important success factors, as a result of which they need to provide appropriate training, communication, feedback, and adequate leadership style. Such a style of leadership implies greater care for employees, intellectual stimulation and stimulation to accept changes.

The key components of such practices are reducing the oversize of public organizations, introducing the concept of market and competition, innovating human resource management practices with a focus on talent management, creating good relationships with clients, etc. Also, certain factors of strategic management and decision-making are of appropriate importance, such as the characteristics of decision-makers, the characteristics of the organization and the environment (Zlatanović & Nikolić, 2017, p. 100). This points to the conclusion that public sector organizations need to pay more attention to those segments of internal corporate social responsibility that concern employees and their satisfaction, as well as improving their knowledge and skills (Zlatanović et al., 2020, p. 63). Therefore, for the effective implementation of NPM in organizations in the Republic of Serbia, an adequate approach to knowledge and value management is of appropriate importance (Zlatanović & Mulej, 2015).

The conducted research has certain limitations which, above all, refer to the size and structure of the sample. In this sense, in future research, in addition to increasing the sample size, a different structure should be provided, so as
to ensure a balanced participation of different groups of respondents. Also, future research may include those aspects related to finance, public procurement and the like. At the same time, it would be interesting to examine the impact of certain aspects of the new public management on employee satisfaction or performance. Finally, in the post-COVID period, research can be conducted to determine whether there has been some progress in public sector organizations in implementing new public management.

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