A GLANCE TO THE NEW RULES OF THUMB IN THE CONTEXT OF NEW PUBLIC MANAGEMENT

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ABSTRACT
The perspective of public management have been building as a result of global and fundamental shifts occurred. The NPM implementations, which started in certain countries, became one of the agenda topic of many other countries purposed to reach efficiency in own public and personnel management processes with their new paradigms. In this study, firstly the progress of reform ideas is shared and after as the prominent new rules of thumb of new perspective aspired to obtain effectiveness and efficiency in public management; total quality management, flexibility, transparency, accountability, strategic management and human resources, governance and performance measurement are elucidated with sub-headings. Hereby, it is purposed to present aforementioned new perspective of public sector and public service cycle within a holistic view.

Keywords: New Public Management, Effectiveness, Efficiency, Rules of Thumb.

YENİ KAMU YÖNETİMİ KAPSAMINDA YENİ TEMEL KURALLARA BİR BAKIŞ

ÖZ
Kamu yönetimi perspektifi yaşamaaktça olduğu küresel ve kökten değişşimler neticesinde yeniden kurgulanmaktadır. Belirli ülkeler özellikle başlayan yeni kamu yönetimi uygulamaları, sahip olduğu yeni paradigmayla kendi kamu ve personel yönetimi süreçlerinde verimliliği ulaşmayı hedefleyen diğer birçok ülkenin de ana gündem maddeleri arasında girmiştir. Bu çalışmada öncelikle reform düşüncecinin gelişimi paylaşılmaktadır, ardından da kamu yönetiminde etkinlik ve verimlilik elde etmeyi amaçlayan yeni düşünce yapısının öne çıkan bazı “yeni temel kuralları”ndan toplam kalite yönetimini, esneklik, saydamlık, hesap verebilirlik, stratejik yönetim ve insan kaynakları, performans değerlendirme konuları birer alt başlık halinde değerlendirilmekte ve bu vesileyle kamu sektörü ve kamu hizmeti süreç açılarından yeni olan söz konusu başlık açısından bütünçül bir şekilde sunulması amaçlanmaktadır.

Anahtar Kelimeler: Yeni Kamu Yönetimi, Etkinlik, Verimlilik, Temel Kurallar
Jel Kodları: H21, H83, J24, J45

DOI: 10.17823/gusb.253

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INTRODUCTION

The globalizing and more competitive world requires to have a more functional public sector and public employees system. The recent changes of paradigms and perspectives within New Public Management (NPM) have reshaped public sector. A set of countries started this reform initiative and the others have emulated, re-shaped and improved process. Thus, that created an international relation and network regarding to the concept of NPM (Goldfinch and Roberts, 2013: 96). Within this scope, the extent of public services, the structure and duties of public organizations, and the qualification and productivity of public employees have been redetermined. New perspective focuses on satisfaction of citizens and gets a set of principles such as total quality management, strategic management -and strategic human resources as a part of it-, governance, transparency, flexibility, subsidiarity, accountability, and performance measurement and assessment which can be accepted as new rules of thumb for modern and current public administration in the literature (Arap and Yilmaz, 2006: 52-53; Eryılmaz ve Biricikoğlu, 2011: 19-45; Osborne and Gaebler, 1996: 264; Ocak, 2010: 120; Tarhan and Ezici, 2011: 19; Tozlu, 2013: 5). All these changes and new expectations also indicate a performance-based service process and employee management in public sector. Actually, that new public management approach have created a “results-driven strategic management” for public and nonprofit sectors. When focused on public management area, it is seen that three dimensions of public management are determinations of achievement; structure, craft and culture under the multidimensional public management approach. Namely, these three dimensions can be assessed as the main sides of public management so if there are any reform requirements in relation to public sector it will be related to these dimensions, inherently (Hill and Lynn, 2012: 45-47). Actually all changes regarding to reach a more productive and effective public sector associate with these dimensions and involve them. Therefore managers, human resources departments or project coordinators should regard to specialties of structure, craft, and culture in organizations and managers. Moreover, a merging with three dimensions of public management and performance evaluation systems will also create more appropriate results for success of organizational and managerial process. Public managers are creatures of their environment and creators of roles for themselves and of organizational priority and capacity (Hill and Lynn, 2012: 9). In the creature aspect, they are bound to structural arrangements such as a hierarchical chain of command, and focuses on bureaus, offices, and job descriptions. Creators on the other hand emphasize network relationships in which the focus is on formal or informal patterns of coordination among and within organizations. That kind of a dual situation only can be managed with a strategic perspective. On the other hand briefly, it is possible to describe structure dimension as the legal and formal mechanisms and delegations of specific responsibilities to designed officials and organizations; culture as the whole of norms, values, principles, standards, and experiences of conduct that provide meaning and logic to employees’, managers’ and organization’s acts or decisions; and lastly craft as public managers' attempts to influence...
government performance and last decisions by means of their personal skills and efforts. As a result, the new rules of thumb of public management have been improving by way of structure, craft and culture parts of institutions as three main dimensions of public sector.

In this study, main components and principles assumed of new public management approach will be scrutinized in the context of “public management reform” and “management and performance” topics. These components certainly don’t reflect all sides of NPM but they are selected carefully in the relevant literature bearing in mind their significance which have been attributed by many authors. Hereby, new mindset of public sector and expectations regarding this new structure were tried to clarify. On the other hand it is expected to emphasize all these new rules for public managers, practitioners, reformers, and decision makers in public sector, and readers.

I. NEW PUBLIC MANAGEMENT AS A PART OF PUBLIC MANAGEMENT REFORM

Traditional public management mentality based on a strong hierarchy and centralist perspective had black letter rules requiring strict bureaucratic organizing. In spite of Woodrow Wilson, Max Weber, and Frederick Taylor can be mentioned as pioneers of traditional public management, the idea of public management emanated with the article of “The Study of Administration” written by Wilson in 1887. But undoubtedly that Weber, his principles and rules accelerated traditionalist paradigm influentially. According to Weberian management, public sector should have a strong hierarchy and centralised bureaucracy blocking a set of delegation processes and flexibility, public services should have been provided by only public institutions, and public employees having a satisfied job security have to work in a whole equity (Homburg et al., 2007). Certainly, all these mindset didn’t regard to individual performance and efficiency of public employees as a part of recruiting, staffing, paying or promoting processes at work.

Traditional public administration (or bureaucracy) has started to peremptorily abandon itself and new approaches like Human Relations School, Team Building, Total Quality Management, New Public Management (NPM) have started to direct most of activities and processes in the public sector (and bureaucracy) (Jreisat, 2012:77). As a new perspective, NPM emphasizes transferring a set of private sector techniques, methods, and processes to the public sector (Homburg et al., 2007: 196, Lyons and Dalton, 2011: 239). NPM also called as public business started a series of administrative and financial reforms in order to be able to eliminate critics which are regarding to government structure (Ateş and Okur, 2009:102). One of the starting points in reform initiatives is to minimize public sector as economical and quantitative. There are already a set of economic theories such as public choice theory addition to other theories belonging several fields (Simonet, 2013: 260).

In literature, the main principles of NPM can be counted as below (Ahmad and Basri, 2015: 150; Akcakanat, 2009: 7; Osborne and Gaebler, 1992: 264, Reddick, 2011: 84-85):
- Catalytic Government; steering rather than rowing,
- Community-owned Government; empowering rather than serving,
- Competitive Government; injecting competition into service delivery,
- Mission-driven Government; transforming rule-driven organizations,
- Results-oriented Government; funding outcomes, not inputs,
- Customer-driven Government; meeting the needs of the customer, not the bureaucracy,
- Enterprising Government; earning rather than spending,
- Anticipatory Government; prevention rather than cure,
- Decentralized Government; from hierarchy to participation and teamwork,
- Market-oriented Government; leveraging change through the market

It can be understood from the principles, NPM have brought some approved techniques and perspectives from private sector to public sector. These principles show that NPM reforms in the public sector have focused to increase efficiency, flexibility (not only in the meaning of working time or place but also main work and management processes) and transparency in public sector and public service processes with a greater participative perspective (Andersson and Liff, 2012: 836).

NPM involves several sub-components such as strategic management approach, governance, flexibility, performance evaluation, total quality management, human resources management, accountability, transparency, performance budgeting. Although all these components it is not possible to mention only a monotype NPM style in the world so, in many times, different countries have focused different features, functions or components touched on above in their NPM process (Simonet, 2013: 261). For instance, “Next Steps” in UK, “State Sector Act” (1988) or “Public Finance Act” (1989) in New Zeland, “Public Service Reform” (1994) or “Canadian Program Review” (1995) in Canada, “Government and Performance Results Act” (1993) in USA, “Copernicus” (2000) in Belgium etc. In spite of all these reform initiatives have a set of common ideas and perspectives, they also have been able to focus some specific parts of NPM in parallel with the primary requirements of their own management system.

II. NEW RULES OF THUMB OF PUBLIC MANAGEMENT

What are the new trends steering public sector by means of NPM and what can be their contributions? A set of perspectives, implementations, and approaches will be tried to explain as some main examples of new rules of thumb of public management. Total quality management, strategic management and strategic human resources, governance, accountability and transparency, flexibility, and performance measurement and assessment will be elaborated respectively in this part.
A. Total Quality Management

For private sector and companies, quality is accepted as a *sine qua non* to be able to obtain competitive advantage and customer satisfaction which are used as indicators to measure and reshape the quality of services or products; by virtue of that presumptive and anticipatory cycle, Total Quality Management (TQM) have been used and improved as a tool for getting high quality standards and ensuring customer satisfaction (Lam, Wong and Lee, 2014: 106). The implementations of TQM began in Japan, then the United States and some developed (also developing) countries have been following them. Generally quality projects started to be implemented in the manufacturing sector, some service sectors such as insurance and banking followed it (Ghandvar and Sehhat, 2015: 476) and after then TQM started to be used in public sector, too. Many researchers (Maram, 2008; Stringham, 2004; Vinni, 2007) accept that Total Quality Management can be a functional and useful instrument in public organizations (Amirullah et al., 2015: 5).

TQM has four main dimensions which can be counted as costumer orientation, revision and improvement, total participation, and social responsibility/commitment (Ghandvar and Sehhat, 2015: 476-478; Lam et al., 2014: 107-109 from Prajogo and McDermott). According to TQM customers/citizens’s expectations and their quality perception should be most significant facts for organizations. Therefore that process requires to increase quality and to improve services consistently addition to benefit from Deming Quality Cycle consisting of “planning, implementing, controlling, and taking recoverer precaution” steps (West et al., 2000: 113).

On the other hand soft-and hard-side of TQM is another detail discussed in literature and according to that separation soft-side of TQM refers to the human element in the organizations and it is known that human resources are the main capital so their participation in the implementation of quality management process is vital (Ghandvar and Sehhat, 2014: 478). Also the hard-side of TQM focuses on recording and monitoring of quality systems (Amirullah et al., 2015: 6). This function especially emphasizes the imprtance of having an extrinsic control system.

B. Strategic Management and Strategic Human Resources

Strategic management is a management type improving vision and mission of an organizational structure continuously, establishing strategic aims and goals, and constituting as much as possible rational human resources processes. Within a basic definition used by Gregory and his colleagues (2005), strategic management consists of the analysis, decisions, and actions an organization undertakes in order to create and sustain competitive advantages.

The heart of strategic planning, which is a vital part of strategic management, entails SWOT analysis, which stands for strengths, weaknesses, opportunities, and threats and purposes to make long-term plans. The best strategic plans endeavor to balance the firm’s capabilities—its strengths and weaknesses—with the opportunities and threats the firm faces (Dessler, 2003: 6).
The studies trying to find out the relationship between strategic human resources management, which is a part of strategic management, and performance measurement/evaluation has been very popular in public management field for a while (Chen and Wang, 2014: 1431). Since, strategic management and other reforms of NPM perspective also needs to have qualified personnel structure which will be able to created through strategic human resources management including a well-designed motivation process, innovative and progressive approach for organization, and flexible labor life instruments (Dessler, 2003: 11). As it is seen strategic human resources management can be defined as to improve organizational performance, to constitute an organizational culture supporting innovativeness and flexibility, and to bring human resources into conformity with strategic purposes and goals (Truss and Gratton, 1994: 663). Moreover human resources management also can be associated with an in demand term in literature; “talent management” which means that all employee-based decisions or activities such as onboarding, career planning, performance measurement or training (Roadmaps, 2015: 30). The relationship between human resources and performance catches the attention as a part of strategic human resources management (Slavic et al., 2014: 45; Truss et al., 2013: 2657). Because employee performance is the main goal of human resources management from the many researchers’ perspective (Chen and Wang, 2014: 1441).

Nowadays, human resources are accepted one of the most valuable capital and opportunity of an organizations so managing and directing them effectually have become an inevitable condition to reach success. In contrast of personnel management, which refers to only some basic personal benefits such as staffing or payrolling, human resources management is a broad concept embracing human...
resources planning, job and duty analyses, training, personal and vocational developing, performance managing and assessment, motivating, rewarding, paying, career planning etc. (Akçakaya, 2012: 172; Uysal, 2006: 10). Here are some main differences between two types of management below;

<table>
<thead>
<tr>
<th>PERSONNEL MANAGEMENT</th>
<th>HUMAN RESOURCES MANAGEMENT</th>
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<tbody>
<tr>
<td>Employees are a part of cost process</td>
<td>Employees are evaluated as “resource and capital”</td>
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<td>Short-term perspective</td>
<td>Long-term perspective</td>
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<tr>
<td>Career-based approach is not common</td>
<td>Career planning is important, training and improving are parts of career</td>
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<tr>
<td>The success is to carry out a duty</td>
<td>The success is to be able to encourage employees to carry out a duty in accordance with main goals</td>
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<td>Bureaucratic rules, hierarchic structure and restricted delegation</td>
<td>Flexibility, delagation and autonomy for employees</td>
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<tr>
<td>Cost-based perspective</td>
<td>Quality-based perspective</td>
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Source: (Uysal, 2006: 3)

As it is seen from the Table 1 some approaches or mentalities were changed while the system has been transforming to human resources management from personnel management. Human resources management accepts employees as a resource and emphasizes their “values” for an organization because this perspective purposes to reach “quaility” in public services cycle and notices that its “resources” is one of the most important components on this way while personnel management regards employees as a subunit of total costs within a cost-based perspective focusing costs and expenditures for all process of public services. Human resources management benefits some of instruments –which not included in personnel management- in relation to career planning and training for vocational development thanks to its human-based approach. On the other hand the newer management approach tries to merge encouraging employees regarding to achieve tasks and reaching goals at the same time. However, the older mangement approach focuses only achieving in a duty. As a result of that kind of a culture, human resources management has flexibility, delagation and autonomy for employees, too. As for personnel management, it bases on bureaucratic rules, hierarchic structure and restricted delagation. These differences also indicate a long term-short term seperation on the perspectives. Human resources management looks and assesses the conditions within a strategic and long term perspective that facilitate making future plans.

C. Governance

Within the context of globalism and it’s reflections on public management, governance –or new governance- has been resembled and associated with an allusive term; “embedded liberalism”
(Stewart, 2014: 519). This comment has a rationality and logic in itself so as one of the new concepts of new public management, governance can be accepted an extension of liberalism, inherently. Governance is a concept grounding on a broad coordination with all stakeholders, emphasizing participation, and prioritizing transparency, accountability, and delegation on the contrary traditional management which based on hierarchical and central perspective (DPT, 2007:4). Governance concept also represents democracy by means of its collaborative structure including several stakeholders and powers like “hands” (Paquet, 2013: 35). That kind of collaborative ground will make vital contributions to improve service quality and enhance “satisfaction” for all sides.

In literature, it is accepted that governance has eight basis as superiority of law, strategic vision, responsiveness, participation, transparency, effectiveness, accountability, and equity (Tortop et al., 2007:563-565). On the other hand, the good governance description of the UNDP (United Nations Development Program) has nine similar characteristics as participation, transparency, accountability, effectiveness and efficiency, rule of law, responsiveness, a consensus orientation, equity, and strategic vision (Ahmad and Basri. 2015: 150). Briefly, main mindset of governance is partnership in managing and decision making processes with several affiliated people or groups. That kind of approach also evokes a blurring between public and private sectors’ functions (Stewart, 2014: 515).

D. Accountability and Transparency

Citizens expect public servants to be accountable and transparent in the public service process so these two concepts can be accepted as prerequisites and cornerstones of public trust and satisfaction (Omotoso, 2014: 119). Accountability refers to a responsible bureaucracy and management against to public addition to politics and representatives (Ateş and Okur, 2009:119). However, accountability and responsibility are not the same concept. Namely accountability can be able to accepted as an element in a continuum of responsibility. Accountability also means an obligation to account for things that have been performed or not by someone. Public accountability has two main meanings, according to that separation the vertical accountability is the accountability to a higher authority; while the horizontal accountability refers to an accountability to the public or some counterpart institutions that don’t have any hierarchical relations each other (Suaib et al., 2015: 94).

Public employees and managers will use their powers within a certain responsibility and not be able to ignore citizens’ expectations thanks to that principle. That fact indicates to the vital role of public employees in the accountability and transparency process (Omotoso, 2014: 137). Accountability also creates a capacity of responsiveness and mutual confidence in public sector. A main goal of NPM reforms is to separate departments into ‘single-purpose organizations’ in order to increase accountability (Andersson and Liff, 2012: 837). Many NPM tools may indicate an accountable management perspective, for instance, according to de Bruijn (2002: 581) performance measurement is ‘an elegant way of shaping accountability’ or “governance” perspective is also
understood and required as accountable, responsive, and effective government (Kotzian, 2014: 65-66). On the other hand, another point regarding to accountability, a proper accountability process that is for public organizations have to contain four main dimension namely, honesty or law accountability, process accountability, programs accountability, and policy accountability (Suaib et al., 2015: 95).

As to transparency constitutes explicable processes and provides information that is about where, when, why, and how decisions, implementations or rules are produced in an organization (Tahir et al., 2014: 82). To be able to mention a straight transparency continuum, public institutions must have transparency in rationale (i.e. justification) and processes (i.e. deliberations, negotiations, votes etc.) (Licht et al., 2014: 112). In accordance with that definition, Ewalt (2001) mentioned four elements concerning transparency; the clarity, accessibility, integration, and logic/rationality.

**E. Flexibility**

In literature, that has been shared (Bosch, 1994; Lee et al., 2007), most of the developed countries have similar weekly working conditions which can change from 35 hours to 44, go on Monday to Friday and generally between 7 a.m. and 5 p.m. Within this working continuum; flexible working mentality can based on time schedule that can change hourly, weekly or monthly; so compressed, annualised, staggered hours and nonstandard work arrangements, such as part-time, temporary or short-term contract, job sharing, shift work, fixed term, phased retirement, on-call, home office or teleworking, are widely used at the workplace (Berg et al., 2014: 805; Davies, 2014: 63). Flexibility can be different forms such as flexible working types, flexible recruitment/staffing processes or flexible working hours. To present different alternatives to employees regarding to some rights or implementations like annual leave, career developing, paying etc. can also be accepted as parts of flexibility (Uğuz, 2010:147).

Flexible implementations also purpose to create more functional, satisfying, and economical public management like other main principles or perspectives coming with recent reforms. Last but not least, it is shown that new working-time practices have been emerging in parallel with the demands of employers and employees (Berg et al. 2014: 831) so that indicates the close relationship between flexibility, labor relations and productivity.

Flexible working will be an incontestable acquisition especially for several disadvantaged groups constituting of women, youngs or handicappeds in labor market. Therefore it provides to benefit from internal and external human resources more effectively and rationally. One of the most prominent advantages of flexible working perspectives is to harmonise work and private life (Vanderkam, 2015: 139). That point is important especially for women, even there are some scientific studies which get several results concerning men and women have different motives and incentives for part-time working (Garnero, 2014: 949). That kind of aim, which is associated with flexibility in labor market, is popular especially in countries having low women labor participation rate. For example,
with its low labor participation rate for women (30.9 percent as of 2013) Turkey has a set of policies, programs, and projects aiming to increase their participation. “For the reconciliation of family and working life, alternative models such as flexicurity, extending and increasing the accessibility of nurseries and child care services and parent leave will be implemented” is only one of the policies objecting an integration between work and private life for women in Tenth Development Plan (kalkınma Bakanlığı, 2013: 55). Not only for women, there are also wide range determinations, proposals and policies regarding to create a more flexible labor life and market both in the top policy document such as Development Plans and other policy documents in Turkey.

F. Performance Measurement and Assessment

A wide literature sources emphasized that performance management is a complex process (Slavic et al., 2014: 45) including different dimensions in order to constitute more efficient and productive work processes. Therefore ineffectiveness and inefficiency especially have been discussed for public organizations and public employees for a few times. Addition to these critics budget limitation also have driven governments or public institutions to be more economic and careful in relation to their expenditures, especially personnel costs. Performance management and its subsidiary subunits inevitably have been accepted as a natural components of new public management.

As a part of performance assessment, performance measurement requires to collect data about organizacional processes, works, duties, and employees. Undoubtedly all these process will significant contributions to have rational and systematic human resources management.

At the organizational or individual ground, performance-based management paradigm will not only increase employees’ productivity but also improve quality of public services so citizens can be satisfied automatically. However to evaluate and reward public employees is more complicated continuum compare to employees working in private sector. Moreover their satisfaction process is also different due to public employees’ higher intrinsic and altruistic work motivation and values (Rinsum and Verbeeten, 2012: 378). Because of all these special conditions performance-based implementations should be grounded on “realities” of public processes.

As a brief and result, a performance management cycle comprising individual assessment provides several advantages to institutions and managers from an effective information flow to rational budgeting, from recruiting or planning processes or to controllable decision making steps and human resources (Tozlu, 2014: 13-14).

CONCLUSION

It is definitely possible to mention that there are a set of current concepts influencing and steering public public organizations, public employees, managers, and human resources departments,. In this study it was tried to focus on and to clarify only some of them, which are thought most
prominents of all, namely, total quality management, strategic management and strategic human resources, governance, accountability and transparency, flexibility, and performance measurement and assessment. Each of these concepts have caused important changes in public sector and its all processes so this study aimed to show that these principles, approaches and/or perspectives have deserved to call as “new rules of thumb of public management”.

Strategic management is an unrepudiated and inevitable mindset of modern-day public management. That renewed public management has a set of principles and mentalities such as governance, transparency, strategic human resources, accountability, flexibility, and performance management. For having quality public service and high performance, the most significant step of an institution is being able to observe to qualification of employees and works, to measure and evaluate personnel’s activities. Public employees are generally criticized with regard to inefficiency debates in the public sector. These “accusations” for public employees usually are due to known reasons such as existing excessive hierarchy, providing late or unqualified services, or spending tax revenues inattentively. On the other hand, there are also more specific critics about inefficiency; lacking a hortative and fair reward system, insufficient training and equipment, work overload, limited carrier ways and monotone and inflexible working types. These specific critics can be mentioned among the reasons that decrease employees’ performance (Aktan, 2005: 275-276). So developing a well-functioning and well-organized employee appraisal system that has instruments to motivate employees will bring a new breath to these actual and critic debates. The seeking of productivity, efficiency and effectiveness in the public sector is one of the most significant parts of the new transformation process. In this new process that aims to escalate productivity and efficiency, public employees have become the core element of focus, increasing the importance of performance evaluation systems. Certainly, performance measurement and assessment can’t be thougt as a seperate process from new principles of new management perspective. All these principles and concepts explained above have significant functions in new system. Because NPM has also been described as an influential set of management techniques getting from private sector performance criteria and practices (Rinsum and Verbeeten, 2012: 377).

New paradigm have been trying to create a more efficient public sector, functional organizations and productive human resources. A great number of empirical studies show that human resources management has positive relationship on firm performance and also can be the source of sustainable competitive advantage to the organization (Slavic et al., 2014: 45).

Government perspective changed with recent economical and political developments and approaches so the old perspective transformed to new one; “governance” grounding a triple trivet with privatization, decentralization and localization (i.e. subsidiarite, reflexive government) (Stewart, 2014: 521-526). Inherently, public management, public organizations, and public employees gained new responsibilities, because the human needs and citizens’ expectations also changed. If the people are get
involved in the transparency and accountability process in public sector—actually they are indispensable ones of that of process--; this cooperation will remove doubts and these concepts or rule of thumbs will be embraced easily (Omotoso, 2014: 124). Transparency generates legitimacy for these institutions. (Licht et al., 2014: 111) and strategic management, flexible working conditions or other new rules of thumb constitutes a more competitive, consantrated and development-based public management mindset.

REFERENCES


