

HUMAN RESOURCES MANAGEMENT INITIATIVES  
IN TURKISH PUBLIC SECTOR: AN EXPLORATORY STUDY

A THESIS SUBMITTED TO  
THE GRADUATE SCHOOL OF SOCIAL SCIENCES  
OF  
MIDDLE EAST TECHNICAL UNIVERSITY

BY

ZEYNEP PEMBEGÜL

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS  
FOR  
THE DEGREE OF MASTER OF SCIENCE  
IN  
THE DEPARTMENT OF POLITICAL SCIENCE AND PUBLIC  
ADMINISTRATION

FEBRUARY 2013

Approval of the Graduate School of Social Sciences

---

Prof. Dr. Meliha ALTUNIŞIK  
Director

I certify that this thesis satisfies all the requirements as a thesis for the degree of Master of Science.

---

Prof. Dr. Raşit KAYA  
Head of Department

This is to certify that we have read this thesis and that in our opinion it is fully adequate, in scope and quality, as a thesis for the degree of Master of Science.

---

Assoc. Prof. Dr. Yılmaz ÜSTÜNER  
Supervisor

**Examining Committee Members**

Assoc. Prof. Dr. Yılmaz ÜSTÜNER	(METU, ADM)	<hr/>
Assoc. Prof. Dr. Uğur ÖMÜRGÖNÜLŞEN	(HACETTEPE, ADM)	<hr/>
Assist. Prof. Dr. Nilay YAVUZ	(METU, ADM)	<hr/>

**I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.**

Name, Last name : Zeynep Pembegül

Signature :

## **ABSTRACT**

### **HUMAN RESOURCES MANAGEMENT INITIATIVES IN TURKISH PUBLIC SECTOR: AN EXPLORATORY STUDY**

Pembegül, Zeynep

M.S., Department of Political Science and Public Administration

Supervisor : Associate Prof. Dr. Yılmaz Üstüner

February 2013, 193 pages

In this study, the reflections of Human Resources Management, which is applied in the private sector, to Public Personnel Management and the initiatives of Human Resources Management main tools in terms of flexible forms of employment, norm cadre, performance evaluation and quality at work in public sector, have been analyzed in the case of Turkey. The main goal of this study is to find out if those HRM tools are beneficial to create a more efficient and productive public sector and the effects of those changes for the public personnel. Therefore the general structure of Turkish Public Personnel Regime and the new practices in the transition process are discussed. Also interviews with State Personnel Presidency and some other public institutions' personnel have been realized. In conclusion, although it is seen that those changes will maintain some opportunities to create a more efficient and productive public sector, some constraints for the public personnel will also occur. Then it is also important to take into account that both private sector and public sector have different unique structures while applying those new tools of HRM in the public sector. In this framework, as stating both the opportunities and constraints for the public personnel rising with this new process, some solutions have been offered in order to contribute for the development of Turkish Public Personnel Regime.

**Keywords:** Public Personnel Management, Human Resources Management, Turkish Public Personnel Regime, Main HRM Tools, New Practices.

## ÖZ

### TÜRK KAMU SEKTÖRÜNDE İNSAN KAYNAKLARI YÖNETİMİ GİRİŞİMLERİ: BİR ARAŞTIRMA ÇALIŞMASI

Pembegül, Zeynep

Yüksek Lisans, Siyaset Bilimi ve Kamu Yönetimi Bölümü

Tez Yöneticisi: Doç. Dr. Yılmaz Üstüner

Şubat 2013, 193 sayfa

Bu çalışmada, özel sektörde uygulanan İnsan Kaynakları Yönetimi'nin Kamu Personel Yönetimi'ne yansımaları ve İnsan Kaynakları Yönetimi'nin temel araçları olan esnek istihdam şekilleri, norm kadro, performans değerlendirme ve iş yerinde kalitenin kamu sektöründeki girişimleri Türkiye örneği üzerinden incelenmiştir. Çalışmanın temel amacı, bu temel İnsan Kaynakları Yönetimi araçlarının daha etkin ve verimli bir kamu sektörü yaratmak için yararlı olup olmayacağını ve bu değişikliklerin kamu personeli için etkilerini ortaya koymaktır. Bu nedenle Türk Kamu Personel Rejimi'nin genel yapısı ve geçiş sürecinde yaşanan değişiklikler tartışılmıştır. Ayrıca Devlet Personel Başkanlığı ve diğer bazı kamu kurumlarındaki personel ile görüşmeler gerçekleştirilmiştir. Sonuç olarak, bu değişikliklerin daha etkin ve verimli bir kamu sektörü oluşması için bazı fırsatlar sunmasına rağmen kamu personeli açısından birtakım sıkıntılara da yol açacağı görülmektedir. Bu yüzden İnsan Kaynakları Yönetimi'nin araçlarını kamu sektöründe uygularken özel sektör ve kamu sektörünün birbirinden farklı, özgün yapıları olduğunun da dikkate alınması gerekmektedir. Bu çerçevede, kamu personeli açısından bu yeni süreçle doğan fırsat ve kısıtlamalar tespit edilerek, Türk Kamu Personel Rejiminin gelişimine katkıda bulunacak birtakım çözüm önerileri sunulmuştur.

Anahtar Kelimeler: Kamu Personel Yönetimi, İnsan Kaynakları Yönetimi, Türk Kamu Personel Rejimi, Temel İKY Araçları, Yeni Uygulamalar.

*To My Dear Family*

## ACKNOWLEDGMENTS

I would like to express my deepest gratitude to my supervisor Assoc. Prof. Dr. Yılmaz Üstüner for his support and contributions to my thesis. I would also like to thank to other members of the committee, Assoc. Prof. Dr. Uğur Ömürgönülşen and Assist. Prof. Dr. Nilay Yavuz for their suggestions to improve my thesis.

I am also grateful to Assoc. Prof. Dr. Galip Yalman and the department secretary Hacer Fidan for their help and understanding in my difficult times.

I am thankful to my dear friend Ezgi Seçkiner for her academic support and friendship all the time and to my friends Pınar Korkusuz, Burcu Candan Bildi, Semih Sapmaz as encouraging me during the thesis.

I would also like to deeply thank to my managers for giving permissions as supporting to complete my thesis with patience and to my colleagues for giving moral support besides doing my works and looking after my regions when I am out of work.

I also thank to officials for their participation to answer my questions in the interviews.

Finally, I would like to express my gratefulness to my dear parents and brother for motivating and helping me in every time, as sharing my sadness and happiness during the thesis. And I would like to give this thesis to myself as a gift for my birthday on 28 March.

## TABLE OF CONTENTS

PLAGIARISM.....	iii
ABSTRACT .....	iv
ÖZ.....	v
DEDICATION .....	vi
ACKNOWLEDGMENTS.....	vii
TABLE OF CONTENTS .....	viii
LIST OF TABLES .....	xi
LIST OF ABBREVIATIONS .....	xii
CHAPTER	
1. INTRODUCTION.....	1
2. PUBLIC PERSONNEL MANAGEMENT.....	7
2.1 History and Concepts .....	7
2.1.1 History .....	7
2.1.2 Concepts .....	8
2.2 The Classification of Personnel Systems .....	14
2.2.1 Open System (Cadre / Staffing / Vacancy System) .....	14
2.2.2 Closed System (Rank / Career system) .....	15
2.3 The Main Processes of Public Personnel Management .....	17
2.3.1 Recruitment .....	17
2.3.2 Compensation.....	18
2.3.3 Promotion .....	20
2.3.4 Performance Evaluation .....	21
2.3.5 Training .....	23
3. HUMAN RESOURCES MANAGEMENT.....	26
3.1 The Reasons of the Transition from Public Personnel Management to Human Resources Management.....	26
3.1.1 New Public Management .....	28
3.1.2 Governance.....	33

3.1.3 E-Government .....	35
3.1.4 Total Quality Management .....	36
3.1.5 Performance Management .....	39
3.2 Human Resources Management.....	42
3.2.1 The Principles of Human Resources Management .....	46
3.2.2 Human Resources Management Functions.....	48
3.2.3 The Functions of Human Resources Management in a Civil Service System .....	52
3.2.4 Differences and Similarities between Personnel Management and Human Resources Management .....	56
4. THE GENERAL STRUCTURE OF TURKISH PUBLIC PERSONNEL REGIME AND THE NEW TRENDS IN THE TRANSITION PROCESS ..	60
4.1 Turkish Public Personnel Regime and the Civil Servants Law .....	60
4.1.1 The Types of Employment.....	62
4.1.2 The Main Principles of the Civil Servants Law .....	64
4.1.3 The General Structure of Turkish Public Personnel Regime .....	68
4.1.4 The Development of Turkish Public Personnel Regime.....	72
4.1.5 The New Trends in Turkish Public Personnel Regime.....	91
5. HUMAN RESOURCES MANAGEMENT INITIATIVES IN TURKISH PUBLIC SECTOR .....	100
5.1 The Main HRM Tools Employed in Turkish Public Personnel Regime .....	100
5.1.1 Flexible Forms of Employment .....	102
5.1.2 Norm Cadre .....	106
5.1.3 Performance Evaluation .....	110
5.1.4 Quality at Work.....	114
5.2 Methodology of the Research .....	116
6. INTERVIEW RESULTS .....	122
6.1 Interview Results about Flexible Forms of Employment .....	122
6.2 Interview Results about Norm Cadre .....	130
6.3 Interview Results about Performance Evaluation .....	138

6.4 Interview Results about Quality at Work .....	149
7. CONCLUSION .....	153
REFERENCES.....	162
APPENDICES	
A: INTERVIEW QUESTIONS .....	171
B: TEZ FOTOKOPİSİ İZİN FORMU .....	193

## **LIST OF TABLES**

### **TABLES**

Table 1 Human Resource Management Functions .....	49
Table 2 Comparing Staffing Methods.....	50
Table 3 HRM Applications .....	51
Table 4 Shifting from a Traditional Public Sector System to a System for the Twenty-First Century .....	55
Table 5 A Summary of the Main Analytical Differences between Personnel Management and Human Resources Management.....	57

## **LIST OF ABBREVIATIONS**

AKP: Justice and Development Party

ANAP: Motherland Party

BYKP: Five Year Development Plan

DPB: State Personnel Presidency

DPT: State Planning Organization

HRM: Human Resources Management

KAYA: Public Administration Research Project

KESK: Confederation of Public Laborers' Union

KPSS: Central Examination System Administered for Public Employment / Public  
Personnel Selection Test

MEHTAP: Central Government Organization Research Project

NPM: New Public Management

ÖSYM: Student Selection and Placement Center

PERYÖN: Turkish Personnel Management Association

SEE: State Economic Enterprise

TODAİE: Institute of Public Administration for Turkey and the Middle East

TQM: Total Quality Management

TSE: Turkish Standards Institute

TÜBİTAK: The Scientific and Technological Research Council of Turkey

## **CHAPTER-I**

### **INTRODUCTION**

In a globalizing world, private sector continues to improve its dynamic structure in every field in order to increase efficiency and productivity, while maintaining the goods and services. Therefore, companies are struggling to keep their positions in the global markets as competing with each other.

Especially after 1980s, private sector also notices the significant contribution of its inner customers- “employees” for the better outputs and outcomes in the thought of profit maximization. In the leadership of “human” factor, Personnel Management practices have been also transformed with the rise of Human Resources Management practices as setting more emphasis to the participation of employees, performances and satisfaction of them in the “horizontal” organizations, instead of the “hierarchical” structures.

On the other hand, it seems that public sector could not stand unconcerned with those developments in the private sector either. As Holzer, Isaacs, Lee (2007:101), tell that “No aspect of productive public administration in public organizations is more important than people - government’s most extensive and expensive investments are people.”

Now with the sense of “investment” of personnel, the Human Resources Management tools have begun to be used in the public sector too, as being more focused on “performance evaluation”, “qualifications”, “flexible forms of employment”, “job analysis and job descriptions”, “performance based compensation”, “internal motivation”, “training”, “quality” etc.

But the application of those HRM tools in the public sector is also a problematic issue; at the point of if the private sector's Human Resources Management tools can be successful in the public sector in terms of increasing efficiency and productivity even they have different structures. Also what the results of those new trends will be for the public personnel in terms of opportunities and constraints. In this topic, there are many various views by the decision makers, practitioners, academicians and public sector labor unions.

So in this thesis, it has been aimed to focus on the changes in the Public Personnel Regime of Turkey, and to discuss the initiatives of Human Resources Management in Turkish Public Sector as stating the advantages and disadvantages of those changes. In this framework, it has been tried to find out if those changes contribute to increase efficiency and productivity in the public sector, and what the effects of those changes are for the public personnel in terms of opportunities and constraints. Therefore, this study will be beneficial to see some problems in Turkish Public Personnel Regime, while evaluating the new HRM practices in the examples of interviews through some selected public institutions. Finally, some solutions have been offered to state what can be made to make the public personnel system better in Turkey.

Hence, this thesis consists of seven chapters. After the introduction part, in the second chapter, history and some concepts have been mentioned and Public Personnel Management has been discussed through different personnel systems in the world and with its main processes.

In the third chapter, the reasons of the transition from Public Personnel Management to Human Resources Management have been examined within the framework of new approaches in public administration as showing the reflections of those new approaches to the Public Personnel Regime. And after focusing to the development of the Human Resources Management, the main targets, principles and functions of the HRM have been debated, while defining the differences and

similarities between Personnel Management and Human Resources Management to comprehend the applications both in the public and private sector extensively.

In the fourth chapter, the general structure and development of Turkish Public Personnel Regime and the new trends in the transition process have been explored through Civil Servants Law No:657, Proposals and development plans, as also stating some views and criticisms by the academicians.

In the fifth chapter, it has been focused to Human Resources Management initiatives in Turkish Public Sector as choosing the main HRM tools which are flexible forms of employment, norm cadre, performance evaluation and the quality at work. Later the methodology of the research has been explained and the reform needs in Turkish Public Personnel Regime have been stated. Especially the four HRM tools have been chosen, cause of they are in the agenda of Turkish Public Administration and they appear as the new trends with the Law amendments, Proposals or development plans as shown in the last developments of Turkish Public Personnel Regime and the new trends in the transition process in the fourth chapter.

As Messmer, Bogardus, Isbell (2008:45) tell, “before there was hire of only full-time employees, but now there is a blend of full-time and temporary workers to meet variable workload needs through the HRM applications”. Then, it is known that private sector employs with fixed term contracts and so the cadres are defined according to the positions in the framework of job analysis and classification. Also measuring of performance and performance based compensation systems, flexible working, training, motivation, participation, satisfaction of the personnel are found in the development function of HRM.

Güler (2003:27) also defines that the properties of the system desired to be created in the public sector are as follows: “contracted employment (norm cadre is “field study” for this system), compensation system based on performance, flexible working conditions, total quality management system in working procedures.”

In the pursuit of rearrangement of public personnel regime which is an essential part of public administration reform, during the process of shifting from traditional personnel management understanding based on full time, fixed payment and continuity within frame of status law in public sector employment to Human Resources Management understanding foreseeing part time, performance based compensation and flexible working conditions, ensuring satisfaction of external customer in realization of customer focused management firstly requires satisfaction of internal customers who are organization employees. Then, it should be remembered that the quality in the public services and therefore increasing the citizen satisfaction is mostly associated with the fulfillment of the material and moral expectations of the civil servants performing the public service (Saran, 2004:294).

So, the flexible forms of employment, especially the increase of “contracted personnel” in the public sector is observed in Turkey. Also there are some preparations about working in more flexible times in the public sector and some arrangements for the flexible transitions of personnel from private sector to public sector as defined in the new trends of the thesis. It seems that norm cadre applications have been left behind after failures in the public institutions in 2000s cause of the increase of job titles with job descriptions causing to more costs, but norm cadre still keeps its significance, as being in the last Draft of Proposals and is applied in some public institutions like some SEEs, MEB, the Ministry of Health etc. In addition, instead of the registry, now there are the concepts of “performance evaluation” and “performance based compensation” for the public sector. However there is not a general “performance measurement and inspection” system applied for the public personnel now, some institutions improve their own performance evaluation systems as defining the measurements or questions on their own within a premium system (ex. A Public Bank, TÜBİTAK, the Ministry of Health). And “the quality at work” with the main practices of “training”, empowerment of personnel through “team work”, “participation and communication” of personnel have been also taken into account in this thesis, cause of it is mentioned as in “total quality” even in the Urgent Action Plan of the Government by 2002.

Later in the sixth chapter, the interviews with some State Personnel Presidency personnel, that is at the center of arrangements for the public personnel, and some other public personnel (doctors, managers and employees) who work in the various public institutions (Gazi Hospital, General Directorate of a Public Bank, TÜBİTAK) applying some new HRM trends have been evaluated in this chapter as discussing those examples with results.

In conclusion, it is seen that Turkey is so at the beginning of applying those private sector's HRM tools in the public sector, therefore some limitations have occurred to find more examples of public institutions which apply those new trends based on a definite legislation during the thesis. At this point, it is early to express if the HRM tools will definitely contribute to increase efficiency and productivity in the public sector. When it is realized to apply those new trends for all the public personnel equally, then more certain results can be obtained. So the developments of those new trends may be followed to improve this thesis. But in the framework of the interviews, it seems that those HRM tools may be helpful to convert the clunky structure with "job guarantee" thought of the public sector as increasing the performance and motivation of the public personnel provided that they are applied with objective criteria based on a general legislation through the sanctions when needed. If the impartiality can be maintained in the application of those HRM tools in the public sector, as keeping the "merit" principle of public personnel regime and preventing favoritism, then a more dynamic public sector can be obtained in the long-run. But both of the opportunities and constraints for the public personnel should be considered in the application of each HRM tool in the public sector to better the personnel system of Turkey.

On the other hand, it should be also taken into account that both private and public sectors have different unique structures. So applying the every tool of HRM in the same way with private sector may damage the work peace and cooperation in the public sector as causing to arbitrary actions or the decrease in public services' "quality" as in the example of "performance based compensation" practices. Thus,

instead of the private sector's focuses on "customers" and "profit maximization", it is important not to forget that public sector is serving to "citizens" in the direction of "public interest".

## **CHAPTER-II**

### **PUBLIC PERSONNEL MANAGEMENT**

#### **2.1. HISTORY AND CONCEPTS**

##### **2.1.1. History**

Public personnel management is seen as a historical component of public administration as defining its rise as old as human civilization when mass scale public administration projects were realized. In the cause of agriculture and rise of slavery, practice of personnel management with different scales also raises. Because of the construction of large-scale public works projects in the ancient time required slaves, volunteers, obligatory laborers and paid workers, directing to an obligatory to be organized, coordinated and managed (Farazmand, 2007:3). “Selection of different workers, skilled and unskilled and professional artisans such as carpenters, accountants, artists the like was not an arbitrary function; it was mostly calculated with instrumental rationality as well as political loyalty” (Farazmand, 2007:3).

When the construction of the Pyramids in Egypt, of the Suez Canal in Egypt under the Persian rule circa 500 B.C., of the gigantic Persepolis ceremonial capital city structure in 5<sup>th</sup> century B.C. Persia, the great Wall of China, as well as many other huge public projects are examined, it is seen that how human labor and skills were organized, selected, retained, coordinated and managed to achieve planned and unplanned goals throughout the history of human civilizations (Farazmand, 2007:4). “What is significant about the history of public personnel is the ‘strategic’ feature of this undeclared and understudied profession within public administration throughout its long history” (Farazmand, 2007:4).

By the “strategic” concept, Farazmand (2007:4) tells two principal perspectives for the public personnel management: “One is the long-term, today’s perspective and tomorrow’s preparation through education and training in human resources management for a long-term and results-oriented future performance and organizational behavior” (Farazmand, 2007:4). And the second perspective is told like that: “The second meaning of strategic public personnel management refers to instrumentally key positions as well as functions and tasks that link the nerve system of operation of an organization in government and nonprofit organizations” (Farazmand, 2007:4).

Key to understanding and implementation of these strategic perspectives in building and managing human capital is innovations in flexible structuration concerning organizational authority and decision-making systems, communication networks, coordination, job and position classifications, virtual as well as space-based work places, planning, recruitment, promotion, compensation and motivation systems. The age of structural rigidity to maintain stability is over, and the new age of the 21<sup>st</sup> century requires massive “flexibilization”. However, like everything else, flexibilization offers its own negative as well as positive affects to public personnel management systems; it offers opportunities to both management and labor, but it also carries drawbacks and problems to employees and workers (Farazmand, 2007:5).

Before discussing those new dimensions and the reasons that lead countries to different formulas in public personnel management, some concepts will be defined.

### **2.1.2. Concepts**

“ ‘Public or private all organizations’ can be defined as system of conscious coordination of individual or group activities in order to achieve a common objective” (Can, Akgün, Kavuncubaşı, 2001:4). And “Management” is defined in short as “an independent of ownership, rank, or power. It is objective function and ought to be grounded in the responsibility for performance” (Drucker, 1986:10). It is also defined as a “professional—management is a function, a discipline, a task to be done; and managers are the professionals who practice this discipline, carry out the functions, and discharge these tasks” (Drucker, 1986:10).

Management was firstly examined by the researcher Henri Fayol (1916) and it was put into acrostic way by Luther Gulick in 1937. “POSDCORB” is defined as in the following by Gulick (1937,13):

“Planning”, that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise;

“Organizing”, that is the establishment of the formal structure of authority through which work subdivisions are arranged, defined and co-ordinated for the defined objective;

“Staffing”, that is the whole personnel function of bringing in and training the staff and maintaining favorable conditions of work;

“Directing”, that is the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise;

“Co-ordinating”, that is the all important duty of interrelating the various parts of the work;

“Reporting”, that is keeping those whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates informed through records, research and inspection;

“Budgeting”, with all that goes with budgeting in the form of fiscal planning, accounting and control (Gulick, 1937,13).

So efficient functioning of organizations is seen mostly dependant on effective management and extent of benefiting from the personnel composing the organizations. In this sense, it will be beneficial for the organizations when the managers use the human resources of the organization effectively and settle down the problems that might be caused by the personnel (Can, Akgün, Kavuncubaşı, 2001:4).

**Public Servant:** This term refers to “all of those assigned by selection and appointment. Any civil servant, worker, contracted employees, employed by a public entity and those appointed by election such as minister, mayor, member of city council can be referred to as public servant/official” (Güler, 2005:63).

**Public Personnel:** It refers to “those employed by means of appointment (not election) at a public entity. In this respect, public personnel means the same as ‘bureaucrat’”(Güler, 2005:64). However, when with the meaning of the term “bureaucrat” top level managers are understood, “public personnel” keeps a meaning

as covering the lower level employees too. A problem is encountered at this point whether or not the term covers the workers at the public as they are bound by labor law provisions in the sense of legal debates. “Public personnel” can be defined as the entire of those employed in the public sector when those debates are not taken into account (Güler, 2005:64).

**Civil Servant:** Means “the section subject to career existence of which is integrated with public service and authority and forming the focal, the smallest ring or core of the public officials and public personnel rings” (Güler, 2005:64). It is also defined that “the word ‘memur’ originated from Arabic and used in Turkish language means the one who has been ordered, assigned” (Güler, 2005:64).

According to Weber, characteristics of modern bureaucracy are defined as in the following (Weber, 1978:956-957):

- 1) There is the principle of official jurisdictional areas, which are generally ordered by rules, that is, by laws or administrative regulations. This means:
  - The regular activities required for the purposes of the bureaucratically governed structure are assigned as official duties,
  - The authority to give the commands required for the discharge of these duties is distributed in a stable way and is strictly delimited by rules concerning the coercive means, physical, sacerdotal, or otherwise which may be placed at the disposal of officials,
  - Methodical provision is made for the regular and continuous fulfillment of these duties and for the exercise of the corresponding rights; only persons who qualify under general rules are employed.
- 2) The principles of office hierarchy and of channels of appeal stipulate a clearly established system of super- and sub-ordination in which there is a supervision of the lower offices by the higher ones.
- 3) The management of the modern office is based upon written documents (the “files”), which are preserved in their original or draft form, and upon a staff of subaltern officials and scribes of all sorts (Weber, 1978:956-957).

In the beginning of the 21<sup>st</sup> century, the target to establish economic and social organization style according to flexible bureaucracy and contract system,

rather than Weberian bureaucracy, is mostly seen. This target occurs in the sense of neo-liberal reform process known as public administration reforms. Thus, it has been started to question the principles of public personnel system of Weber. Weberian bureaucracy's "civil service" meaning has entered into a new process of losing its specific superior and privileged position (Güler, 2005:72-73). "The new style has started to eliminate the feature of public bureaucracy 'special benefits-superiority against the market' and combine the public employment and market employment on ground of the market principles" (Güler, 2005:73).

According to Birgül Ayman Güler (2005:73), the new style envisaged for the economic and social organization, has brought into the agenda the following change in the public personnel system:

- ✓ Organizational structure should be vertical but oblate.
- ✓ Centralization brought up by hierarchy should be replaced by decentralization emerging with delegation of powers.
- ✓ Public services should be realized according to market principles, focused on results, not purposes.
- ✓ Public employment shall be based on the requirements same as those of private sector employment requirements.
- ✓ Importance of public official comes from not the occupied position but individual and corporate success at the job. The criterion to be employed for work security, assessment, promotion and remuneration is the performance of the personnel.
- ✓ Public official should be supervised by means of financial supervision procedure not managerial supervision procedure.
- ✓ Life-long security, career system, financial and social privileges of civil servants should be eliminated.
- ✓ Privileged retirement system applied for civil servants should be combined with the systems applied for workers and craftsmen and be eliminated.
- ✓ The system of civil service should be narrowed down and employment in the public sector should be modified to be based on contract signature, which will ensure implementation of flexibility principle.
- ✓ The difference between public sector employee and private sector employee should be eliminated and they should be managed as a single part in the market system (Güler 2005:73).

The reasons for tendency towards this envisaged style in the public personnel system, the changes made and the critics will be discussed in details in the following chapters.

**Personnel Management:** Personnel management in the public sector not only performs essential, it also sits at intersection of competing values. Cause of the rise of merit systems in the late nineteenth and early twentieth centuries, public personnel management practices have been designed by largely to isolate the public service from the institution of politics and partisanship. The goal has showed itself as the achievement of politically neutral competence. At the same time, a need also occurs for political oversight of the public bureaucracy and a reasonable level of management flexibility (Kellough and Selden, 2003:166).

Thus, in general, three main groups share responsibility for public personnel management as Klingner points out:

Political leaders are responsible for authorizing personnel systems, and for establishing their objectives and funding levels. Personnel directors and specialists design and implement personnel systems or direct and help those who do. In civil service systems, they usually work within a personnel department that functions as a staff support service for managers and supervisors. Their main responsibility is achieving goals within a prescribed budget and a limited number of positions. Public personnel directors and specialists both help line managers to use human resources effectively and constrain their personnel actions within the limits imposed by political leaders, laws and regulations. Managers and supervisors are responsible for implementing the rules, policies and procedures that constitute personnel systems, as they work with the employees on a day-to-day basis. While the basic public personnel management functions remain the same, the relative emphasis among functions and how they are performed differs depending on the system (Klingner, 2009:11).

For enhancement of service quality in public administration field, the understanding of that there is a direct effect of numerical or proportional increase in the personnel and other resources is not longer adopted. Especially recently, instead of that understanding, it is mostly advocated that it can be productive and efficient to the extent the management pays attention to needs to the personnel assigned to render public service and the society which is served, and the source is allocated (Ekinici, 2008:176).

At this point, “productivity, efficiency and effectiveness” concepts are significant to understand the last developments in the public personnel management.

**Productivity:** Refers to “the relation in transformation of the inputs used in production in an enterprise (materials, manpower, capital, energy) into outcome (goods or service)” (Binbaşıoğlu, 1992:143, quoted in Ekinici, 2008:176). It is also stated that “If an enterprise is capable to perform much work by use of the least material, the least manpower, the least capital and produce more products or services, then the productivity of such enterprise is high” (Binbaşıoğlu, 1992:143, quoted in Ekinici, 2008:176).

**Efficiency:** Refers to “how effective the sources are utilized to provide efficient outcome” (Ekinici, 2008:177). Efficiency defines “the degree of obtaining outcomes appropriate for the purpose, for instance, offering better service to customers, better management reports, more effective delivery etc. increase efficiency” (Ekinici, 2008:177).

“To define in short, efficiency, means degree of achievement of objective (objective) while productivity is the cost (instrument) of achievement of the objective” (Timur, 2008 5). It is also told as “the close we are to the objective envisaged or targeted as country, corporate or person, the higher the efficiency is. The cheaper the envisaged or targeted objective has been realized the higher the productivity is” (Timur, 2008: 6).

**Effectiveness:** Refers to “the realized one in comparison to those likely to realize” (Prokopenko, 2003, quoted in Ekinici, 2008:177).

As Ekici (2002:138, quoted in Ekinici, 2008:177) defines, an entity can be efficient when it is organized in a well-developed structure. If an entity has a complex structure then no matter how well the personnel and tools-instruments work, it is obviously seen that the productivity of the entity falls. On the other hand, a well

organized work flow is pre-requisite for productivity. An entity can be productive as much as it provides the best work flow and source utilization (Ekici, 2002:138, quoted in Ekinici, 2008:177)

## **2.2. THE CLASSIFICATION OF PERSONNEL SYSTEMS**

Personnel systems of the countries vary cause of the geographical sizes, populations, social and economic data, structures of them are completely different. There are also various factors (religion, language, traditions etc.) affecting the personnel systems of the countries (Tortop, 1992:15).

### **2.2.1. Open System (Cadre / Staffing / Vacancy System)**

This is a system that is applied in the USA, Canada and Philippines. The cadres/positions are classified according to the tasks and responsibilities (Tortop, 1992:96).

In this system inventory of all posts are provided firstly just it is carried out for personnel recruitment conducted at big size private enterprises. The employees to be employed in management, performance, office works and sub-services are determined. This determination also releases the qualifications of those to be employed for such works. The posts and the educational qualifications or professional qualifications are determined. The jobs requiring certain experience and education levels should offer higher compensation and a balance should be built accordingly. How to conduct personnel selection and the testing method are also subject matter of personnel management. Open system is a simple and soft system. It is easily adaptable to expansion, growing and narrowing. The employees may transfer from public to private sector and vice versa (Tortop, 1992:16).

Despite the above mentioned useful aspects of this system, it also has some disadvantages. The system is not applicable in any place. Different and important institutions with specialization have been considered. On the other hand, it is known that each job at public administration is not work of specialization. There are also simple and unimportant works. However, in public administration, not only benefit and efficiency is looked for as it is the case in private sector. There is a balance and justification between general benefits and special interests (Tortop, 1992:16-17).

It is a complicated system and requires classification of hundred thousands staffing positions and it is also expensive and costly as it requires numerous specialists for such classification (Tortop, 1992:97).

#### **2.2.2. Closed System (Rank / Career System)**

In the closed system, public administration is mostly accepted as a separate and featured institution in the country. This institute has civil servants performing their professional activities for the institute, whose advancement, promotion, transfer are all made according to career system. The main two factors of the system are status and career (Tortop, 1992:18).

This system is applied in the countries such as the UK, France and Germany (Tortop, 1992:97). Unlike the private sector, closed system has a consistency and security. In consideration thereof, there are some obligations. Without notice, the duty cannot be quitted. Going on strike, association of trade union is not permitted. No political actions are allowed. The employer entity is responsible for career development of the employee. Adequate compensation payment, retirement benefits etc. are seen (Tortop, 1992:18).

Closed system is a system more appropriate for public administration point of view. Like open system, it allows not only efficiency and profit but also employment

of experienced, qualified personnel in accordance with general benefits. However, the closed system is complicated. It requires a good classification, appointment and compensation system. It is considerably difficult to develop a system where everybody can advance and make career in a fair manner, to ensure their advancement in their professions and to associate it with the requirements of the service. The administration is to get involved in training matters, qualifying its personnel. This is an extra work and responsibility for the administration (Tortop, 1992:19).

When those systems are examined it is seen that open and closed systems are opposite of each other with many different features. However, it is likely to see both of them in several countries' personnel systems in a mixed form. In the countries where closed system is more common, as it is in Turkey, particularly contracted personnel system in other words, open system also exists (Tortop, 1992:19).

As it is seen in those systems, public personnel management can be viewed from several perspectives.

First, it is the planning, acquisition, development and discipline functions needed to manage human resources in public agencies. Second, it is the process by which public jobs are allocated as scarce resources. Third, it reflects the influence of seven symbiotic and competing values (political responsiveness, efficiency, individual rights, and social equity under the traditional pro-governmental paradigm; individual accountability; downsizing and decentralization, and community responsibility under the emergent privatization and partnership paradigms) over how public jobs should be allocated. Fourth, it is the personnel systems (e.g. laws, rules, and procedures) used to express these abstract values- political appointments, civil service, collective bargaining and affirmative action under the traditional model; and alternative mechanisms and flexible employment relationships under the emergent paradigms of privatization and partnerships (Klingner, 2009:15).

## **2.3. THE MAIN PROCESSES OF PUBLIC PERSONNEL MANAGEMENT**

### **2.3.1. Recruitment**

Basically 3 methods are applied for recruitment:

#### **a. Central System:**

In this system the personnel to be employed is recruited by one single central body or organization. All ministry or organizations inform their needs to personnel recruitment organization in advance. The central organization recruits personnel through competition as per number of the applicants from various organizations and distributes them to the related organizations. This is the system applied in the USA, Canada and the UK. In the UK, 'civil Service Commission' is assigned with this duty. Although the employees here are deemed official, they have a special status. The chairman directly reports to the parliament. According to Tortop, in central system since the assessment is made by only one delegate, equal chance is ensured among the candidates and central bodies have the opportunity to have related expert personnel in connection with recruitment of the officials. In addition, the central organs are under less influence by various intermediate persons and political influence (Tortop, 1992:37-38-39).

#### **b. Decentralization System:**

In the decentralized management system, there is no one single central organ assigned with duty of personnel recruitment. Each ministry or organization hires the needed personnel through competition or ex officio appointment in accordance with provisions specified under special laws or by-laws and regulations. With the Decree Law numbered 243 adopted in 1984 the system of composing separate test commissions at each entity is adopted and the central system was terminated (Tortop, 1992:38).

### **c. Mixed System:**

The civil servants to be hired for important posts are recruited by central organ while others are appointed by local organizations or continuous or temporary regional organizations or commissions assigned in name of the central organ is established in various regions for this purpose (Tortop, 1992:38).

### **2.3.2. Compensation**

Compensation and remuneration management is viewed as a difficult and multi-faced issue. There is not a definite compensation scale accepted by trade union, employee employer, public and government. Compensation gains a very important role in economic development, social improvement and political stability in countries. For that reason, compensation principles and methods have been paid highly careful works in respect to both the labor of the employees and payments made in consideration of such labor (Sabuncuoğlu, 1994:210).

In order to ensure performance of public services as required, The features of a good compensation system are listed as follows by Tortop (1992, 108):

- ✓ Salary and fees should be adequate in quantity.
- ✓ The compensations should follow the price fluctuation.
- ✓ There should be an internal balance between the compensations.
- ✓ Civil servant salaries should be compatible with the fees paid by private enterprises.
- ✓ There should be an acceptable distance between the highest salary and the lowest one.
- ✓ In some cases the salaries should be different depending on the regions (climate, expensive living, rents etc.).
- ✓ The family status of the civil servant should also be taken into account in compensation system (extra payments such as family rise, children rise etc.).

Variable salary system (sliding scale) is applied in 4 different ways as stated by Tortop (1992:113-114):

- ✓ **Automatic System:** The rise in salaries occurs automatically without need for any law. But the price fluctuations should exceed a certain limit after the starting date.
- ✓ **Semi-Automatic System:** The salaries do not automatically change immediately. When the price fluctuations exceeding a certain limit but after a specified time period like 1 year.
- ✓ **Coefficient System (Stable and Variable System):** In the countries applying coefficient system such as the UK, Germany and Turkey, the fees are divided into two, namely, stable and variable. While the stable part remains fixed, the variable part is increased in the proportion of price change. In Turkey while the indicator in the indication table remains stable, the coefficient is fixed subject to price increases with Budget Law in the beginning of new year and with Decree of Council of Ministers during the second half of the year.
- ✓ **Appreciation System:** In this system the authorized organs decide to rise the salaries according to fiscal, economic status etc. of the country.

As seen, the compensation paid to the personnel in consideration of the contributions made to the organization by him/her not only provide him/her maintain his/her life but also gives an opportunity for him/her with a status and respect within the organization. In this respect compensation management is not only a complex duty but also is highly important in respect to both organization and personnel (Çelik, 1999:31).

Low wages and/or inadequate provisions for recognizing especially meritorious performance can cause poor motivation and productivity. A comparison of salaries within the agency and in other organizations or jurisdictions can prompt concern about retention or recruitment of good employees. Compensation, more than other dimensions of personnel management, is usually tied to schemes and policies that go beyond the boundaries of a specific agency. The information generated in succession planning is important to the establishment and application of those policies, but it is not as determinate as in an area such as staffing. This is important both in devising

compensation strategies and considering the relationship between compensation and other ways of meeting personnel needs (Dresang, 2009:134).

### 2.3.3. Promotion

Promotion means transfer of a civil servant to another post of civil servant having more powers and responsibilities. In general, although any salary increase is expressed as promotion in our language, in fact promotion mainly corresponds to increase in powers and responsibilities. Power and responsibility increase might also bring salary increase (Tortop, 1992:121).

While some countries take into account the competency and seniority in promotion, some countries make promotions according to selection of the authorized authorities. Regardless of the components thereof, a good functioning promotion system based on objective rules is a good encouraging factor leading the personnel to work efficiently, to pay effort to improve his/her knowledge and capabilities. The aim of a planned promotion system is to offer the civil servants of superior competency, the opportunity for development and promotion (Tortop, 1992:121).

Basically two systems are applied in promotion. Advancement may be in the form of hierarchical or salary increase. The first one is called “promotion of degree” and the second one “the advancement of rank” (Tortop, 1992:123).

Tortop (1992:123-124) tells the specific functions of those systems:

- ✓ **Promotion of Degree:** Promotion of degree is the advancement of a civil servant from one post of civil servant to another one which is superior than the former one hierarchically. In this way, in promotion of degree the salary or fee rise may also occur. However, the actual purpose of the promotion of degree is not salary increase. Salary increase is the result of promotion of degree. ‘Appointment of civil servant’ is required in promotion of degree and the place where he/she will be appointed should have vacancy. As a general

rule, change in the duties of the civil servant occurs and s/he is assigned superior duties.

- ✓ **Advancement of Rank:** Advancement can only be limited to payment. Assignment of a new post does not occur. In case of only compensation increase, the advancement of rank occurs. In the advancement of rank unlike the promotion of degree, re-appointment of the civil servant is not required. Estimation of service period is essential.

According to Tortop (1992:124), both of those systems have advantages and disadvantages. Because, if promotion of degree is based on selection, it may cause arbitrary actions. In order to prevent such disadvantage, some conditions to be pre-requisite for selection might be applied in terms of professional test, competition etc. On the other hand, promotion procedure only based on seniority system has some disadvantages too. No importance would be paid to proficiency, personal registry. For that reason, in general, promotion is made not only according to service period but also capabilities, good personal records, and two systems are applied in a manner supplementing each other (Tortop, 1992:124).

#### **2.3.4. Performance Evaluation**

Evaluation of public personnel is in the form of monitoring and measurement by the administration, of the acts and behavior, capabilities, added values in the duties of the personnel during one year. Evaluation of public personnel is also important in respect to change of assignment place and professional advancement. In addition, it is also indicator for correction in the coming period, of the deficits and mistakes of the personnel during the said one year period (Akgüner, 2001:160).

Performance evaluation is also defined by Nigro and Nigro (2000:134), quoted in Kellough, (2006:177) as in the following:

It is the task of management to help ensure that effective organizational performance is achieved. Toward that end, managers bring together material resources and personnel, coordinate and direct their utilization, and set policies and procedures to enhance productive activity. This focus on performance rests on the presumption that superior and inferior performance will be recognized rests on they occur. Management's ability to move an organization toward optimal productivity will certainly be obstructed if satisfactory and unsatisfactory levels of performance cannot be identified. But for that take place, an adequate means of measuring performance is necessary. In some instances it may be possible to identify organizational goals and assess organizational productivity or performance comprehensively, or if that is not an option, the productivity of specific organizational sub-units might be scrutinized. A host of factors, including changes in organizational environments and technology, may intervene to mediate that relationship can make a difference and it is true that one key to improving productivity and quality services in the public sector is accurately measuring and controlling the performance of each worker (Nigro and Nigro, 2000:134, quoted in Kellough, 2006:177).

Thus it will be likely to ensure good running of the organizations, supply of good quality employees, better qualification of employees and promotion of those displaying good performance to important posts. In order to be able to grant the rights of employees based on their competency, their records and certificates indicating success and failure of them as well as their status are required. Personal registry system is used for it (Tortop, 1992:129).

The practices in Turkish Public Personnel Regime will be discussed in chapter 4 and 5 so here the conditions for assessment of success in general will be discussed.

As Can, Akgün, Kavuncubaşı (2001:171, bolds are original) indicates "evaluation system" should have some properties in order to provide expected benefits and give effective results as in the following:

- ✓ **Success evaluation system should be fair:** The evaluation should be made by use of work success not subjective traits such as personality.
- ✓ **Success evaluation system should provide development:** Evaluation results should be notified to the personnel and should be guiding for them.
- ✓ **Success evaluation system should be motivating:** Such as awarding the personnel performing good work.

- ✓ **Success evaluation system should be adaptable to situation:** Evaluation system should be conducted by the qualified persons taking into account all properties of the work.
- ✓ **Success evaluation system should be valid and reliable:** It should employ a realistic measurement method fitting the organization purposes.
- ✓ **Success evaluation system should be comprehensive:** Work, personnel and working atmosphere should be taken into account as a whole.
- ✓ **Success evaluation should be continuous:** Observations and records pertaining to personnel success should be continuous and in order.
- ✓ **Success evaluation system should allow personnel participation:** Having right to speak in evaluation system of all personnel to be affected by the system may lead them to internalize the system they have developed (Can, Akgün, Kavuncubaşı, 2001:171).

### 2.3.5. Training

Regarding personnel training, it is the training offered after assignment of any duty in consideration of salary and payment regardless of sector, and it is the process aiming at providing knowledge, skills and habits to improve the productive value falling onto labor factor in produced goods or rendered service (Tanyeli, 1970:9, quoted in Yiğitbaş, 2008:22).

“Training is not causing people to be in the same way of acting and making them act uniformly but making them conscious of their difference and respect the self in addition to improving their knowledge and skills” (Bayraktaroğlu, 2003:75, quoted in Yiğitbaş, 2008:22).

One of important subject matter of this era is training. In the fast developing world of today the information increases and changes in a manner not seen in former centuries. Big and fast developments in the industry have developed efforts to make the man more beneficial and stronger (Tortop, 1992:235).

Fast developments in science and technical fields today have all made necessary to monitor the developments closely. The information acquired by those completing certain educational organizations is not adequate for their life span. It is

necessary to monitor the innovations and new developments for success (Tortop, 1992:236).

Personnel training is divided into two basic categories; pre-service and in-service training:

- a. Pre-Service Training:** Pre-service training includes universities, internship, training offered before employment (Yiğitbaş, 2008:24).
- b. In service Training :** According to Taymaz (1981:25), quoted in Can, Akgün, Kavuncubaşı (2001:194), the benefits expected from in-service training can be summarized as follows:
  - ✓ Improve efficiency
  - ✓ Improve motivation of the employees by increasing performance,
  - ✓ Preparing the personnel for higher posts and supply employee needs in-house,
  - ✓ To diminish the work accidents and complaints and errors arising out of work,
  - ✓ To provide dynamism and reputation for the organization,
  - ✓ To make the organization structure flexible against changes from external atmosphere,
  - ✓ To contribute inter-personal and inter-departmental communication,
  - ✓ To decrease maintenance and repair costs,
  - ✓ To minimize the late arrivals and absenteeism,
  - ✓ To decrease supervision and control loads of the managers.

“It is possible to divide in-service training into on-site training, off-site training and gradual in-service training” (Can, Akgün, Kavuncubaşı, 2001:195).

On-site training means the individual or group training provided during daily working hours and at the place where work is performed for the personnel starting work actually. Coaching, work rotation, vestibule training and apprenticeship training can be given as examples of on-site training types. Off-site training is the training conducted at in-house or out-houses venues other than the site where the

work is actually performed. In-service training varies depending on the position of the personnel to be trained in the organization. There are differences between the training given to the personnel at the lowest level and the training given to the top managers. The differences are due to the nature of the skills required by the positions. It is possible to divide the in-service training into three groups taking into account the stages. According to such division the in-service training can be divided into personnel training, supervisor training and manager training (Miner, 1973:23, quoted in Can, Akgün, Kavuncubaşı 2001:195).

In this chapter, all the main concepts have been defined to understand the Public Personnel Management briefly. Also, the general structure of the Public Personnel Management has been tried to analyze with the main features.

The recruitment, compensation, promotion, performance evaluation and training processes have been examined to see how they are generally applied in the public administration and how they should be in some conditions to make the personnel system better.

As it is seen, all of them have some opportunities and constraints for the public personnel according to the way of their applications. So it is important to apply those processes in a sufficient way while struggling to increase the efficiency and productivity in maintaining the public services.

Those processes will be examined in detail as debating the case of Turkey in the 4<sup>th</sup> and 5<sup>th</sup> chapters. But first of all, the Public Personnel Management's transformation and how the Public Personnel Management processes are affected by the private sector's Human Resources Management practices will be analyzed in the next chapter.

## **CHAPTER-III**

### **HUMAN RESOURCES MANAGEMENT**

#### **3.1. THE REASONS OF THE TRANSITION FROM PUBLIC PERSONNEL MANAGEMENT TO HUMAN RESOURCES MANAGEMENT**

Important developments have occurred in public administration structure since 1980s also due to the effect experienced in functioning and public services presentation. In order to define such change, it is seen that it has been started to use “human resource management” instead of “personnel management” in public sector too and private sector and public sector employment applications have started to become similar and get close to each other (Al, 2002:271-272)

As Al (2002) defines, classification and compensation policy in conventional public personnel system is based on degree and diploma, not the performance. Lack of flexibility in compensation but one single type is seen as an important problem. Because, the personnel with higher performance might be paid less from time to time. The promotions are not made by the managers by personnel department and are not directly related with the performance. Seniority is an important factor in promotion and even the basic determining factor for promotion might be seniority. Discharge is considerably difficult in conventional method. Public personnel losing his/her job due to failure is almost none (Al, 2002:272-273).

Before there was an understanding that personnel management covers little number of functions and does not play a strategic role in organization either as Sadullah (1998) tells quoted in Ekinçi (2008). Rather personnel perform their functions but not involved in organizational decision-making process. Seen as the activity of keeping records of the employees and failed to go beyond the keeping records for matters such as personnel payments, side payments, insurance premiums,

leaves, sick days, absenteeism and late coming, personnel management failed to catch up with the requirements and those change by the time (Sadullah,1998:35, quoted in Ekinici, 2008:179).

The demographic features of employees have now changed, the employees obeying and satisfying with little and accepting the authority without questioning have been replaced by those having more knowledge, not satisfying with little, questioning when required, having different expectations and requirements and caring the matter of having time to allocate for the self. It seems that increase of education level has brought a new dimension to personnel management and the expectations of the personnel from the organization have changed fast. Today, the personnel with keeping high education are searching the way to get the consideration of the work exactly. This case has been an important factor for establishment of a democratic management model combining the organizational goals with the individual goals and seeing the personnel of any stage as part of the organization and caring their opinions (Karabulut, 1999:16, quoted in Ekinici 2008:177).

As Ekinici argues, maybe the most important reason requiring transmission to human resources in public administration, can be named as the effect of new understanding built in public administration in the world. The hierarchical, tough bureaucratic public administration of the twentieth century has started to be replaced by more flexible and market economy based public administration. This should not been seen as a simple reform or change in business management style but means an important understanding change in role of government in the society and state-citizen relation. So, the New Public Management understanding emphasizes effectiveness of services, market mechanism, customer centered service understanding and performance targets as well as outcomes (Ekinici, 2008:179).

At this point, in order to understand better the reasons for shifting from Personnel Management to Human Resources Management, it will be beneficial to discuss in general the new approaches emerging in public administration area.

The new approaches occurring in public administration can be stated as New Public Management, Governance, E-Government. In addition, there are some rising methods for the function of public organizations. One of them is Total Quality Management approach and other one is the Performance Management.

### **3.1.1. New Public Management**

Ömürgönülşen (1997:517) tells the rise of new public management as in the following:

It is more than two decades since the first ‘Oil-Price Shock’ gave rise to serious economic difficulties in Western economies, and it is almost two decades since the first conservative government in a Western country came to power on the basis of ideology which repudiated the ‘post-war consensus’ formed around ‘Keynesian mixed economy’ and the ‘welfare state’. The public sector has become topical because of profound changes in its economic and ideological environment during the 1980s and 1990s. In Western countries the renewed interest of governments and academic circles in this field results from a number of factors interlinked in a variety of ways: the economic crisis of the 1970s; the changes in ideological perceptions about the role of government in social and economic life and then the collapse of post-war consensus based on Keynesian economic management and the institutional/universal welfare state; the rise in demand for social services and fiscal crisis of the welfare state; and the search for the most suitable institutions and techniques for promoting economy, efficiency and effectiveness in the provision of public services in the face of oversized, over-bureaucratic and coercive administrative structures (Ömürgönülşen, 1997:517).

So, public administration understanding has become an important subject of discussion in political and academic fields upon influence of neo-liberal thinking as Karcı (2008) mentions. Under the effect of economic crisis especially occurring in 1970s and liberal movement influencing social government, it was started to discuss the role of the state. In addition to a limited state, it was attempted to pursue new governmental structures which can provide economical, effective and efficient public services. The New Public Management (NPM) has emerged in the form of management reform application before achievement of institutional frame (Karcı, 2008:41).

As Güzelsarı tells, the New Public Management has emerged as a model transforming public administrations of countries in terms of structure, organization, humanity and preparing it for competition and association. International financing organizations such as OECD, IMF, World Bank etc. have played an important role as maintaining the spread of the New Public Management in international arena. The said organizations have adopted resolutions binding government systems of the states and have made application of public administration possible (Güzelsarı, 2004:92-93). When it is looked at Anglo-American part, it is also seen that Osborne and Gaebler contributed to emergence of “Reinventing Government” by the book entitled “Reinventing Government-How the Entrepreneurial Spirit is Transforming the Public Sector” in 1992 and mostly the studies conducted by them later (Karcı, 2008:46). “Those principles were a guide especially for the OECD countries which wanted to modernize their public administrations” (Eryılmaz, 2004:56).

These 10 principles are listed below (Collins, Byrne, 2004:8-9):

1. Steer, rather than row
2. Empower communities to solve their own problems, rather than merely deliver services
3. Promote and encourage competition, rather than monopolies
4. Be driven by missions rather than rules
5. Be results-oriented by funding outcomes rather than inputs
6. Meet the needs of the customer rather than the bureaucracy
7. Concentrate on earning money rather than just spending it
8. Invest in preventing problems rather than curing crises
9. Decentralize authority rather than build hierarchies
10. Solve problems by influencing market forces rather than creating public programs.

As Lane implies, “Modern public governance involves four major parties: (1) government; (2) the CEOs and (3) the players in the economy, besides (4) the citizens and the population” (Lane, 2000:5).

Public administration approach is not only associated with eliminating the deficit in the state budget, but equally important, making the budget as small as possible. This means ‘decreasing’ the state presence in the economic life as much as possible. ‘Less government’ is the principle, concentrating on the state activity on specific areas such as internal and external defense, less profitable (or non-profitable) services and productions such as national education, health, infra-structure investments. In these areas subsidies should be eliminated at all, the state should find and secure the resources before getting into action, and the prices of these services should be ‘realistically’ determined and collected. These are all the operations of enterprises. Also some traditional services and goods by the state should be ‘privatized’ (Üstüner, 1992:100).

Here, it seen that the state does not act directly to maintain the goods and services, but it stays at the background of the process as a controller with its regulatory mechanisms in economy. Thus, the role of the state is limited in economical and social functions by giving importance to administration just in technical way, as defining the borders of politics and administration. But this is also a problematic issue causing questions on how the state can achieve to keep its control definitely while the other players getting most of the roles with their benefits. With the New Public Management approach, a more effective state with stronger institutions and structures are much more needed to keep the system in a good balance by controlling and directing.

The general framework and the main concepts of the New Public Management approach are defined by Aksoy (2004), quoted in Karcı as stating the New Public Management approach has occurred in the form of reducing field of activities of the state in the organization and functioning of public administration starting from those of economic content, re-construction of public organization and activities in this reduced field in line with management understanding or operation of them directly by private sector, flexibilization of bureaucracy holding organization executives only for the results, making the organizations performing the same or similar works competing with each other and private sector, emphasizing competition factor of services, transformation from concept of citizen to concept of customer and charge of service price from the service user, limitation or removal of

authority of the state on the sectors for making regulations, restriction and supervision by means of deregulation and liberalization (Karcı, 2008:48).

So, various criticisms are made by the academicians, cause of the different structure of the public sector than the private sector.

Saran (2004), quoted in Karcı, also implies that, within the frame of New Public Management, the concepts such as social justice, equality, public property, social responsibility, social solidarity etc. within the welfare state understanding have been replaced with concepts such as limited state, privatization, competition, voluntary participation, individual responsibility, profitability, efficiency. While the values such as observing public benefit, public interest, public security, common interest have weakened, values such as individual benefit, individual interest, gaining profit, taking risk, entrepreneurship etc. have developed. In this context, a system where desires and expectations of citizens considered as consumer and customers instead of formative and managerial decisions in decision making process in supply of public services are effective within market order has arisen (Karcı, 2008:58).

Üstüner also shows the importance of equality concept in public administration as in the following:

Citizens are equal and public administration is to be accountable to all citizens. On the other hand, public administrators working under market conditions and equipped with individualism based bureaucratic values may use their existence of not equal at all and even to some extent 'anarchistic' and 'chaotic' as a tool for legalizing and define themselves outside those two basic auditing areas and may see themselves outside supervision (Üstüner, 2000:377).

Ömürgönülşen defines that, management of public sector is much more complicated and problematic than management of private sector. While on one hand public request effective and efficient utilization of public sources by the state, on the other hand, the public also expect payment of more attention to public interest and respect to rule of law and moral values. For that reason, it seems inevitable to adopt a

management approach enhancing performance of public sector but such approach must also be the one taking into account the ‘unique nature’ of public sector. Any attempt in this regard must also take into account the jurisdiction and socio-political atmosphere where the public sector is in addition to economic-financial pressures on public sector. Only under such circumstances, public sector can create a unique management style and morality (Ömürgönülşen, 2003:32-33).

So, as Eryilmaz also tells, it is observed the basic principles of the New Public Management, occur as to define and reconstruct the role of the state against markets and civil society briefly. The purpose is established in a frame to form a public administration which works with less cost, but more responsibility (Eryilmaz, 2004:60).

Then the reflections of New Public Management to the Public Personnel Regime are also seen. So, Public Personnel Regimes of the states gain much more importance to maintain efficiency and productivity in the provision of public services in a limited state as competing with each other and private sector.

With the welfare state understanding, it is observed that the state has converted into “service state” and public power into “public service”. This development has put in the center of agenda the questions such as how public services can be offered in the best way, what qualification the persons performing such services should have, what the conditions for public service are, how the personnel will be selected, employed, remunerated and motivated, what rights and responsibilities they will have (Tutum, 1990, quoted in Eren and Eken, 2007:173). Eren and Eken (2007) also argue that, in the sense of pursuit of reforms in public personnel regime has put into the center the state role, functions and dimension of the functions “market” rather than purpose of creating solutions to conventional personnel problems and has entered under the effect of transformation within the frame of re-defined neo-liberal policies. For that reason, the core of the pursue of reforms is the decrease of the number of public personnel, spreading contracted

personnel status and development of performance based compensation system and flexible working relations (Eren and Eken, 2007:173-174).

### **3.1.2. Governance**

As Güzelsarı defines, 1980s witnessed the spread of neo-liberal policies worldwide and the said policies have started to display their destructive effects starting from 1990s (economic crisis, unemployment, poverty etc.). The financial crisis experienced during that period display failure of neo-liberal policies in one meaning. Stating that the financial crisis and social issues caused by such policies supported and continued by international financing institutes such as IMF and World Bank have arisen out of failure to apply the reform programs as required, the neo-liberalism pointed out a new turning point with “post-crisis cohesion” programs. Thus, the statements of “minimal government”, “optimal government” were replaced by ‘market-friendly government’, ‘governance’ and ‘effective government’ (Güzelsarı, 2004:104).

According to Rhodes (1996:652), quoted in Güzelsarı (2004:112), “Governance derived from concept of ‘Government’, becoming popular as opposite of that concept during last two decades is used in the meaning of ‘new’ government process or government of the society through a new ‘government style’” (Güzelsarı, 2004:112).

Furthermore, the governance is defined by Güzelsarı (2004), as a function performed by public-private, state-non-state, national-international actors and is used to conceptualize the development of new interaction relations between them. This means that government is not a process carried out by state but private sector and civil society should be involved into this process. Suggesting involvement of private sector and civil society organizations into political will in addition to government, the governance puts forward the requirement for a new management style to realize it.

In addition, defined in a period when nation-states lose power by globalizing theorists, governance is a management style suggesting that management function cannot be limited to nation-states and that global civil societies defined as NGOs (Non-Governmental Organizations) and international capital be involved in the process of management (Güzelsarı, 2004:112).

In this framework, as Güzelsarı tells, basic differentiation between public enterprise and governance stress out ‘state-market partnership’ instead of ‘state versus market’. In other words, during process of re-structure of neo-liberal, governance model participates in the new relations tried to be built between economy and politics by means of trying to provide legitimacy on the basis of state-market partnership (Güzelsarı, 2004:130).

When reflection of governance to the Public Personnel Regime is examined, Güler (2003) tells the governance mechanism is as effective public administration is provided only if the public administration is run within the framework of the market principles. Effectiveness cannot be achieved in the public services produced based on the public mechanisms. In other words, condition for effective service production requires (1) providing funds through pricing not taxation, (2) performance of work not by use of staff reluctant to work due to life-long work security but by use of contracted staff who are required to display their performance all the times, (3) having bureaucracy performing work through not “supply focused” but “demand focused” as applied by the market (Güler, 2003:9-10).

Contract execution foreseen for civil servants eliminates the work security on one side and deprives the public personnel of the right to establish association on the other side. Contracts based on performance evaluation and compensation systems automatically terminates the purpose of work performance for public interest and causes work performance as guarantee for conversion of public services into market type services. Location of central management services, in other words, transfer of services to province private administration or municipalities is used as the way to achieve the said last purpose (Güler, 2003:14).

### **3.1.3. E-Government**

Erkul (2004) tells that now it is lived in an era called “Information Age”. When development stages of societies are examined, some basic factors leaving their prints on the period are seen. ‘Information’ has occurred in both agricultural and industrial societies. However, what has caused us to refer the age we are living currently as the Information Age is the information sharing and circulation speed reaching the highest level of all times by means of ‘computer’ and ‘internet’ technologies (Erkul, 2004:212).

Especially recently, technological development also leads to creation of a new social structure too. “Called as ‘Information Society’ this new structure is used to define a society where importance degree of information is high, the information is used consciously and frequently in all areas of life” (Erkul, 2004:212).

Erkul (2004) argues that, during the last quarter of the 20<sup>th</sup> century, the magnificent technological and scientific developments seen in Information Technologies (IT) have opened the door of a new world where the speed of transformation is unlikely to be predicted. As a part of such transformation the works for electronic government model (E-Government) were started to accelerate in 1990s. E-Government projects were put into practice in 1981 in Singapore and in 1985 in the USA. The first physical internet connection in Turkey was made on 23 October 1992 between NIKHEF Research Center of the Netherlands and METU. E-Government applications were started in 2000 (Erkul, 2004:217-218).

In the broadest meaning, E-Government is defined as an uninterrupted and safe conduct of duties and services the government is liable to perform for its citizens and the duties and services the citizen is liable to perform for the government in modern societies in regard to relationship between government and individual (Arifoğlu, Körnes, Yazıcı, Akgül and Ayvalı, 2002:12). In another definition, E-

government is referred as government model targeting at increasing the performance and productivity by use of information technologies in information, service and goods exchanges by and between the public entities, citizens and trade entities (Turkish Informatics Association, 2002:22, quoted in Erkul, 2004:212-213).

Thus with the transparency of the government, assurance of fast and effective operation of government, providing contribution of citizens into government at any level, providing information exchange among entities it is targeted to prevent work and data repetition, make easy the life of citizen having public service, improve and accelerate process of decision-making by decision-makers based on information (Prime-ministry, 2002:212, quoted in Erkul, 2004:215).

Computers offer easy and fast information more appropriate with demands and requests of the citizens, makes the procedures easy, in most cases personnel is removed by E-government and World examples; thus stationery and time loss is prevented (Eryılmaz, 2002:240, quoted in Demirel, 2006:89). Increasing use of information technologies widely used in private sector in public sector not only prevents cumbersomeness of bureaucracy but also indicates the importance of in-service training for the public personnel and thus increases the communication and performance.

#### **3.1.4. Total Quality Management**

Total Quality Management is a comprehensive management approach of considering organization system as a whole together with internal and external environment and with participation of employees into the quality improvement activities and based on the view of ‘continuous’ proves transformation in line with ‘customer expectations’. TQM approach was put into practice in private sector initially, became popular in public sector organizations in 1990s and has become one of the important instruments of reforms in public administration in Western countries.

Today, TQM is of the top importance in efforts for improvement of service performance and quality in almost all fields of public services (Aydın, 2004:187).

Dresang also tells the improvement of TQM as in the following:

The idea of involving employees in organizational decision making is not new, but the emphasis since the 1990s has been substantially different. Likewise, the approaches are new. Traditional forms of worker participation in management are collective bargaining and organizational development. In both cases, workers are empowered. Collective bargaining is an adversarial model in which workers and management negotiate an agreement on how they will work together and relate to one another. Organizational development and similar approaches, assume workers and managers can agree on common objectives. Total Quality Management (TQM) – also known as Quality Management and as Continuous Improvement- is a more recent approach, which has become widely used as a strategy in both government and non-profit agencies. Although TQM does not empower workers, it solicits and values their information and insight on production processes and ways of meeting consumer needs. Employees participate in teams in the discussions leading to decisions, but managers retain the authority and responsibility to make the decisions (Dresang, 2009:9).

In total quality process the participation of the employees is highly important and it is endeavored to create an atmosphere where the employee can audit his/her work. Some companies putting TQM approach in practice empower their employees even with the power to stop all production line when required as a result of the confidence the companies have for them. Thus it will be possible eliminate the faulty part during production process as soon as the fault is discovered and to conduct required corrective actions (Daft, 1995:529).

Aydın (2004) tells that there is an increase of TQM's impacts in public administration. Pursuit of effectiveness in public services aimed at "increasing efficiency" in conventional public administration model until 1980s and focused on system inputs. New Public Management Model created by the end of 1980s and in 1990s aims at "increasing performance in public services" and focuses not on the "inputs" but "outputs" in other words "institutional system created results". TQM seems as one of the most important instruments for adaptation of this new trend for public service system (Aydın, 2004:220).

It is also observed that TQM understanding has attracted essential attention in Turkey too. “In parallel to this general model, in 1980s started ‘privatization’ activities, in Turkey ‘quality and performance increase in public services’ has become one of the important agenda items starting from second half of 1990s” (Leblebici and Ömürgönülşen, 1999, quoted in Aydın, 2004:214). As Aydın mentions, the success displayed by Turkish private sector in TQM applications has also been a good source of motivation for public sector. Quality works have started in a broad range from education, health, press-media sectors to political parties, Armed forces to centralized government organization. Some of the efforts started in quality have been for obtaining “ISO 9000 Quality Assurance System Certificate” to be granted by Turkish Standards Institute (TSE) (Aydın, 2004:215).

“Since the audit of the service quality is carried out by a national representative of the international organization (TSE in Turkey), the reliability and objectivity in respect to citizen and other service taking entities is ensured” (Aydın, 2004:204-205).

Basic principles of the total quality system are stated by Özçakar (2010:108) as follows:

- Leadership
- Performance measurement
- Team work
- Continuous development
- Fault prevention
- Training
- Customer Focused services

As Güler implies, it is seen that the said criteria have also been taken as basis for Public Personnel Regime reforms performed recently. Neo-liberal personnel system does not want “unique” employment system different from employment

system in private sector, having protection and superiorities in public sector. (Güler, 2003:27).

Urgent Action Plan prepared by 58<sup>th</sup> Government established by AKP (November 16, 2002) indicates that:

Norm cadre applications in all public entities and organizations through ‘State Personnel Regime Reform’ will be started, that assignment and promotion will be made on basis of objective criteria, number of statuses will be decreased and economic and social differences between similar statuses will be eliminated, salary and compensation system will be simplified and imbalances will be eliminated and flexible working procedures will be adopted. In parallel to the reform works in central government, local government reforms will be addressed in priority. ‘Total quality management’ understanding will be brought as the most important instruments in fighting against corruption and presentation standards and periods of these services (title deed, security, municipality, customs, permits, licenses, tender, progress payment, birth records and similar services), the personnel, entities and units to be responsible for them will be specified clearly. Discretion rights of public civil servants regarding such procedures will be subject to objective criteria (Urgent Action Plan, 16.11.2002, quoted in Çalış, 2005:4).

Thus, it is seen that Total Quality Management understanding has been allocated priority in delivery of public services.

### **3.1.5. Performance Management**

Saran tells that since 1980s reform or re-structuring attempts showed up with framework approaches such as “New Public Management” firstly and then “reinventing government”, “good governance” (political participation, democratization, accountability, sensitivity to customer's expectations, efficiency etc.) and formulated with the slogan of “better functioning public administration at less expense” in brief imply pursuits for establishment of effective performance management as it is in market order in public sector (Saran, 2004:187-190).

On the other hand, some developments also occurred in communication and information technologies have enable the citizens to participate in the processes of planning, conducting and auditing of the public services directly and more effectively and thus importance and necessity of success criteria and thus performance indicators in providing transparency in public administration, and determining degree of fulfillment of duties and responsibilities by public organizations (Saran, 2004:187).

General definition of the performance is “level of performance of a work at any organization or enterprise according to pre-defined conditions or forms of behavior for realization of the organizational objectives by the employees in this framework” (Halis, Tekinkuş, 2003:174, quoted in Saran 2004:183-184).

On the other hand, the source waste in public sector, non-competition due to monopoly nature of public services, remaining indifference towards requests of citizens regarding public service servers and weakness of political participation and auditing mechanisms all cause failure to provide a efficiency level and performance system enabling fulfillment of quality public service demands increasing in line with change demands of public organizations (HM Treasury, 2003, quoted in Saran, 2004:189).

When considered in this aspect, although the basic approaches and application instruments of performance management in both public and private sectors are almost identical, it is known that the success levels achieved in practice indicate important differences between private sector enterprises and public sector organizations (Saran, 2004:189).

As Saran (2004: 184-185) tells, it is expected mainly methods and practices in public administration field occurring in regard to performance concept providing success level achieved in activities performed from industrial goods production to service offering, from economic and financial activities to public services as well as

methods and applications occurring in connection with this concept will perform to main functions:

- ✓ Being effective instrument of mechanism of accountability to voters by means of displaying level of success concerning a given period of public administration and indirectly political parties (Saran, 2004:184),
- ✓ While performing the duties and responsibilities by the employees employed in public administration organizations or units in certain organizations, use thereof as an effective instruments in compensation in the rate of contribution to production process of the organization and concrete efficiency and success displayed. Taking performance approach as the main determining factor for compensation plays the role of effective motivation instrument for obtaining the compensation by those providing higher contribution to production and also awarding of those according to their individual efficiency and success or their specialties and thus form ground for establishment of merit based compensation system (Ateş, Ünal, 2003:315, quoted in Saran, 2004:185).

As a direct result of the fact that the compensation is determined only as per status and post titles and productivity of the employees is in no way associated with the compensation to be paid to them in Turkish Public Personnel Regime, those of the same level position are paid the same compensation without taking into account if they work or not. Application of such standardized compensation does not only decrease individual productivity of the employees but also cause negative impacts on total performance of their unit and the organization (Saran, 2004:194).

The new developments brought to Turkish Public Personnel Regime by the performance management, especially in the framework of “performance evaluations” will be discussed in the following chapters.

As seen, starting from 1980s the new approaches seen in the public administration have spread private sector and public sector applications. In those new approaches and functioning methods, the main aim seems to increase the efficiency and productivity in the public services, but with a limited state, as decreasing the costs as much as possible, while also breaking the clunky structure of public sector. Then the classical structure of Public Personnel Management also begins to change

with the new trends realized in the pattern of private sector's Human Resources Management applications. In addition some opportunities and constraints for the public personnel also occur.

Before discussing the reflections of those new approaches combining with Human Resources Management applications, to the Public Personnel Management practices in the case of Turkey, it is essential to look at Human Resources Management in more detail in order to determine the differences and similarities between Personnel Management and Human Resources Management.

### **3.2. HUMAN RESOURCES MANAGEMENT**

The context of management in the 21st century shows a dynamic structure. It is seen that “private competitiveness, demands for existing, new services, budget, other resource constraints, pressure for high performance, community involvement, as well as political pressures, these impulses challenges for managers in the public and private spheres” (Holzer, Isaacs, Lee, 2007:101).

Many definitions are faced with about the Human Resources Management. According to Isaacs, quoted in Holzer, Isaacs, Lee (2007:102):

Human resource management is the totality of people concerns and the ability of the organization to manage these concerns. When managers deal with these concerns effectively, they are likely to achieve agency mandates as well as satisfy employees' needs: challenging work, job satisfaction, recognition for achievement, pay that allows them to live comfortably, a safe and healthy working environment, and a healthy labor relations climate (among other factors). Agencies need a competent, productive, motivated workforce in a working climate that encourages harmonious relations between managers and employees (Isaacs, quoted in Holzer, Isaacs, Lee, 2007:102).

It is also seen that Human Resources Management contains the view that taking into account that various advantages in competitive atmosphere are tried to be achieved by the employees. So, it will be beneficial to combine the organization

strategies with Human Resources practices as providing human resources experts cooperating with the managers in the organizations in order to achieve the targets of both efficiency and fairness (Ergin, 2005:3)

It is also important to examine the rise of Human Resources Management. It is told that in fact HRM developed from the practice of personnel management as McKenna and Beech state. “This management process is reinforced by the drive for efficiency and equality of opportunity. And Human Resources Management seeks to maximize organizational performance through the adoption of best practice in the management of people” (McKenna and Beech, 2008:1-2).

In the struggles of companies to catch their parts in the world markets, it was understood that the improvement was not only related with capital, but at the same time the effective and productive use of the personnel. Then the significance of the personnel has increased gradually. Because of the social and economical differences, the management strategies are also different in the countries. So, the multinational corporations have been contributed to increase the importance of personnel management (Ergül, 1996:3).

Besides those factors that affect the personnel management, the revolution in 1980s, has caused changes in the structure of personnel management. The management until 1980s, is called the “classical management” which is based on the hierarchical structure. In 1980s, by the revolution in information and communication technology, it made the evolution obligatory in “business administration” (Ergül, 1996:3).

In the new management approach, “transparency” and “certainty” are the basic principles. In this new system, the hierarchical levels decrease, chain of commands replace with the “distributed decision making”. The contribution of this new personnel management is the development of “quality, perfection, innovation, entrepreneurship” doctrines. So now the social features of the corporations come to

the forefront and also maintaining the happiness of employees is seen as one of the most important aims for the corporations (Ergül, 1996:3).

Then “the personnel management has remained mostly valid for the traditional, hierarchical organizational structures like in the public organizations and is based on more daily and short-run works” (Bilgin and others, 2007:6-7, quoted in Bingöl, 2010:5). However, after 1960s, by the “human” focused approaches, Human Resources Management has begun to be implemented in business organizations. HRM has gained a strategic role after 1980s by the globalization and international competition (Bayat, 2008:73, quoted in Bingöl, 2010:6). Now the significance of HRM has increased as maintaining the HRM applications integrated with the business management’s strategies (Bingöl, 2010:6).

Therefore, today Human Resources Management is not seen only about confirming to personnel processes, protecting employees and the integrity of personnel systems from management abuse. It is known that “under traditional management models an emphasis was seen on adherence to processes” (Cooper, 1998, quoted in Holzer, Isaacs, Lee, 2007:102). “Under performance improvement models there is now an emphasis on achievement of organizational outcomes- of explicit and implicit promises to the public” (Cooper, 1998, quoted in Holzer, Isaacs, Lee, 2007:102).

In addition after 1980s, HRM applications also begin to influence the public organizations too.

Managers of contemporary public organizations are confronted with convergent demands from civil society. They are influenced by demands for responsiveness and effective government, for citizens’ rights, social equity, greater involvement in governance, changing workforce attitudes and expectations. The political-administrative interplay juxtaposes the requirement for modern and transparent governance with government provision of more services for society, although it often has fewer real resources. In democratic states, whether they are developed or are in transition, public managers face the challenge of responding through strategic quality management. Managers are forced to respond with innovative rather than

traditional orientations to managing their resources. In particular, productive public organizations require innovative approaches to human resource management that helps to create and maintain an environment conducive to a productive workforce (Holzer, Isaacs, Lee, 2007:101).

“The purpose of Human Resources Management is to support managers and employees with the goal of better serving the public. Systemically, this requires the traditional HRM elements of” (Holzer, Isaacs, Lee, 2007:102):

- ✓ Hiring appropriate personnel to achieve agency mandates;
- ✓ Training and developing personnel; and
- ✓ Rewarding personnel using material as well as psychological rewards
  - setting up the organizational climate that encourages loyalty and cooperation at the workplace.

In this sense, according to Ferzan Bayramoğlu Yıldırım (1993:6-7), the purpose of the Human Resource Management is to develop productive contributions, ethical and social acceptability of the people working at an organization. In order to achieve this purpose, it is likely to list the objectives of Human Resources Management as follows:

- ✓ **Social objectives:** In order to be able to address responsible and ethical responses to the social requirements and the difficulties caused by them, but to be able to act in a manner to keep in minimum the harms thereof on the organization,
- ✓ **Corporate objectives :** To know that Human Resources Management exists to enhance the effectiveness,
- ✓ **Functional objectives:** To ensure that contribution of Human Resources Management unit to the entire organization is in compliance with organization requirements.
- ✓ **Personal objectives:** To help the employees achieve their personal objectives as long as such objectives will increase their contributions to the organization (Yıldırım, 1993:6-7).

In the era of limited resources, decline of public trust, and demands for high level of performance, HRM systems now also require (Holzer, Isaacs, Lee, 2007:102-103):

- ✓ Creating and maintaining a quality workforce that is diverse,
- ✓ Empowering employees,
- ✓ Enabling employees to manage work and family responsibilities, and holding managers accountable for merit principles and equal employment opportunity (EEO) (Naff, 1993),
- ✓ Identifying different types of employees' motivational bases,
- ✓ Identifying factors affecting cooperative culture at the workplaces.

When examined carefully, it is seen that such activities are for two basic purposes (Ergin, 2005:4):

- ✓ To develop performance of employees and accordingly,
- ✓ To enhance the organizational effectiveness.

### **3.2.1. The Principles of Human Resources Management**

Flippo (1976), Tutum (1979), Schwartz (1980) tell the main principles of Human Resources Management which are quoted in Can, Akgün, Kavuncubaşı (2001:16-20):

**Merit or Competency Principle:** One of the mostly adopted principles in human resources is seen merit principle. This principle defines the capability to perform a duty successfully. In dictionary with a general meaning defined as convenience, eligibility and competency, this principle refers to entire of the rules and applications allowing establishment of an effective and efficient personnel system in the broad meaning and assignment of the person to a duty, who is the most eligible for it, in the narrow sense. In the broad sense, merit consists of not only entrance into the organization but also taking into account other human resources management process such as promotion and capabilities and success relation in

compensation and creation of convenient working conditions for the employees. In the narrow sense, merit refers to open competition tests, in other words a) adequate announcement, b) giving opportunity to apply by everybody, c) realistic requirements to apply, d) no discrimination, e) applying a selection and evaluation system allowing ranking based on capabilities and f) giving information about the results. This principle is important in respect to prevention of political favoritism.

**Equality Principle:** One of the important fundamental rights and freedoms granted under modern constitutions is the principle of equality which means grant of no privilege to any person, community or class without any discrimination of language, race, sex, political view, philosophical belief, religion and sect when granting and exercising rights and freedoms. Equality forms the foundation of democracy and human rights. This principle is applied in recruitment and equal compensation for equal work in public administration. In private sector, it occurs in the form of “employer’s liabilities under deed security and equal treatment”. However, in both areas, some limitations can be set out because of various reasons. For instance, among such limitations are necessity to employ a certain number of disable and former convicted persons and limitations for woman and child workers.

**Career Principle:** As Tutum (1979) defines that in the very general meaning career is to progress in the way of selected job and to earn more as a result and assume more responsibilities, respect, power and prestige. In other words, career is a profession selected at an early age with hope of progress and continued until retirement. Having career the person means to being in an organized hierarchical structure where duties at various stages have been carried out. Career principle is divided by means of importance paid to work or person in various countries and systems. In the career system, in the type of based on ‘position or cadre system’, basic purpose is to adapt the person to a given task. In this system the person is to acquire all qualifications required by the duty to be assigned before starting the service. In the career system unique to person called ‘rank system’, rather than the duty, the person to assume the duty is more important.

**Guarantee Principle:** According to this system which is also called employment guarantee, the employee should not lose his/her job and rights arising

out of it unless s/he commits a severe fault if s/he is expected to be efficient. In private sector the work guarantee occurs as a result of security needs of the employee. For that purpose, in western countries there are legal provisions preventing dismissal of the personnel without fair reasons. In public administration the civil servants' guarantee has two aspects. One of them is 'position guarantee' and occurs as non-removal from certain posts. In general it is observed that the civil servants do not have post guarantee and this guarantee is limited to certain duties such as judge and faculty members. The second aspect is the guarantee of "remaining in the service" and the guarantee of keeping the status together with the acquired rights. In this context, there is a relationship between service guarantee and career system. Because the foundation of career system is to bring the status of civil servant to profession. Thus the civil servant gains the status in which s/he is protected against all dangers.

**Impartiality Principle:** This principle is used together with impartiality of the management. For public prevention of political purposed appointments is desired and also stipulates restrictions on political acts and actions by public officials.

**Principle of Growing Successor:** According to this principle, each manager is to grow a subordinate to fill his/her position temporary or permanently. Although not observed very frequently, it is one of fundamental keys of effective management. In practice when a manager resigns, is promoted or gets sick, it is difficult to find some one to replace him/her.

**Management Development Principle:** Cause of the management is a dynamic concept, it is defined that development should be target to be pursued by a manager all the times. Providing extra training and creation of organization climate encouraging development can be keys to the organizational success.

### **3.2.2. Human Resources Management Functions**

First of all, HRM includes the four fundamental functions needed to manage human resources in public, private and nonprofit organizations. Those functions are

stated as planning, acquisition, development and sanction (Klingner, Nalbandian, Llorens, 2010:4).

**Table 1: Human Resource Management Functions**

Human Resource Management Functions	
Function	Purpose
Planning	Budget preparation, workforce planning, performance management, job analysis, pay and benefits
Acquisition	Recruitment and selection of employees
Development	Training, evaluating, and leading employees to increase their willingness and ability to perform well
Sanction	Maintaining expectations and obligations that employees and the employer have toward one another through discipline, health and safety, and employee rights

**Source:** D.E.Klingner, J.Nalbandian, J.Llorens, Public Personnel Management, Context and Strategies, USA, 2010, p.4.

The traditional hiring notion of “finding the best people to fill job openings” has been replaced by a much more dynamic approach. Strategic staffing is putting together a combination of human resources- both internal and external- that are strategically keyed to the needs of the business and the realities of the labor market. This hiring approach is based on the immediate and long-term needs of the business, as opposed to the specs of a particular job (Messmer, Bogardus, Isbell, 2008:44).

“After an organization has determined how many employees will be needed to achieve its goals, it’s important to identify which tasks, duties and responsibilities these employees will perform. To do this, a job analysis is conducted” (Messmer, Bogardus, Isbell, 2008:49).

**Job analysis:** “It is the process of gathering information about various aspects of a job, including reporting, relationships, interactions with others, qualifications, work environment and the knowledge, skills and abilities needed to perform the job successfully” (Messmer, Bogardus, Isbell, 2008:49).

By completing a job analysis, the qualities that are most important to specific functions and positions in the organizations are determined. At this point, it is needed to create a job description.

**Job description:** “is a written document that is produced as the result of a job analysis. It contains information that identifies the job, its essential functions, and the job specifications or competencies that enable an individual to be successful in the position” (Messmer, Bogardus, Isbell, 2008:53).

**Table 2: Comparing Staffing Methods**

Comparing Staffing Methods	
Old Staffing Paradigm	Strategic Staffing
Think "Job"	Think tasks and responsibilities that are keyed to business goals and enhance a company's ability to compete.
Create a set of job "specs"	Determine which competencies and skills are necessary to produce and skills are necessary to produce outstanding performance in any particular function.
Find the person who best "fits" the job	Determine which combination of resources-internal or external- can get the most mileage out of the tasks and responsibilities that need to be carried out.
Look mainly for technical competence	Find people who are more than simply "technically" qualified but can carry forward your company's mission and values.
Base the hiring decision primarily on the selection interview	View the selection interview as only one of a series of tools designed to make the best choice of hiring.
Hire only full-time employees	Consider a blend of full-time and temporary workers to meet variable workload needs.

**Source:** Messmer, Bogardus, Isbell, Human Resource Management, USA, 2008, p.45.

**Table 3: HRM Applications**

<b>Activity</b>	<b>HRM Applications</b>
<b>PLANNING</b>	
Human resource planning	Compile inventory of current employees' skills; determine whether these meet forecast future needs
Job analysis and classification	How many employees are in different occupations?
Compensation	Determine current pay and benefit costs for all employees; project the cost of alternative proposed pay and benefit packages, online benefits enrollment, and monitoring
<b>ACQUISITION</b>	
Affirmative action	Compare actual utilization of particular groups with their representation in the labor market; assess organizational affirmative action plan compliance
Recruitment	Compile new hire estimates based on anticipated staffing needs, Are current recruitment efforts sufficient to meet them?
Selection	Do an applicant's qualifications meet minimum standards for a given position? Do selected applicants meet performance standards for their positions?
<b>DEVELOPMENT</b>	
Productivity	Record performance of organizational units; compare to other units or previous time periods
Performance evaluation	Record employee performance; compare to other employees, performance standards, or previous time periods
Training and development	Summarize training activities and costs; assess training needs by comparing skills; assess OD needs by measuring organizational climate
Employee motivation and job design	Measure employee productivity; turnover, absenteeism; and internal motivation assess effect of changes in job design on productivity and motivation
Safety	Record injuries, accidents and illnesses; use these data to change safety regulations, selection criteria or employee orientation

**Table 3: (Continued)**

<b>SANCTION</b>	
Labor-management relations	Collect and compare salary and benefit data against that of other positions or jurisdictions; compute the cost of proposed changes in pay and benefits
Discipline and grievances	Compile reports on the number and type of grievances and disciplinary actions; use the data to recommend changes in work rules, employee orientation or supervisory training
Constitutional rights of employees	Record cases of sexual harassment or civil rights violations; use these to improve affirmative action compliance, employee orientation or supervisory training
<b>CONTROL AND ADAPTATION</b>	
Evaluation	Collect data through HRM to evaluate all public personnel management activities

**Source:** D.E.Klingner, J.Nalbandian, J.Llorens, Public Personnel Management, Context and Strategies, USA, 2010, p.93.

Now the functions of Human Resources Management will be examined in a civil service system more closely.

### **3.2.3. The Functions of Human Resources Management in a Civil Service System**

In a civil service system, HR is a department or office that supports the city manager, school superintendent, hospital director or other chief administrator and in the world of “strategic thinking” about human resources the person serves as a key advisor. Because civil service is a complete system, HRM has a balanced emphasis on each of the four major personnel functions. Contemporary HRM also means thinking strategically about how these functions fit together to support the objectives elected officials and other stakeholders (e.g. managers, employees and interest groups) have for public agencies (Klingner, Nalbandian, Llorens, 2010:42).

And according to Klingner, Nalbandian, Llorens (2010:42-43), those HR functions in a civil service system are operated as in the following:

**Planning:** The total number of positions, the types of jobs and their pay levels are established and restricted legislatively by pay and personnel ceilings in this function. HR completes yearly pay plan updates as budget planning exercises or in anticipation of collective bargaining negotiations. HR develops and updates the agency's retirement and benefits programs and negotiates with benefit providers. It keeps records like eligibility and use of sick leave and vacation time, enrollment and maintenance in various health insurance programs and life insurance or savings bond purchases. It handles eligibility and processing of retirement requests (including calculation of authorized benefits), disability determinations and monitors workers' compensation claims for job-related injuries and illnesses. It is defined that under more contemporary models that emphasize strategic thinking, the HR department moves beyond position management to productivity measurement and improvement through strategic alignment of human resources with organizational mission and programs.

**Acquisition:** In this function, there are some periodic tests for various available jobs, done by HR. It advertises vacant or new positions, reviews job applications for basic eligibility and gives written tests. Interviews with applicants, conduct them and evaluate test results can be arranged. HR compiles a list of those eligible for employment, keeps it current as some applicants get other jobs, and gives ranked lists of eligible applicants to managers in units with vacancies. After the manager interviews and selects one applicant, HR processes the paperwork required to hire and pay the person. In addition, HR is responsible for establishing and maintaining the databases that enable online posting of positions and hosting of applications.

**Development:** HR orients new employees to the organization with its work rules and benefits. So, it tracks and distributes notices of training or transfer opportunities. In some organizations, HR may utilize competencies to establish training programs for supervisors and employees about newly developed or mandated HR policies and programs. HR also tracks and processes all personnel

actions-changes in employee status such as hiring, transfer, promotion, retirement or dismissal.

**Sanction:** HR establishes a system for employee complaints and appeals procedure. So, it tells supervisors the rules of employee conduct, establishes the steps used to discipline an employee for rule violations and makes sure the organization follows its own procedures if an employee appeals this disciplinary action or files a grievance. HR staff frequently serves as advisors to managers and supervisors considering disciplinary actions too. Merit systems are seen as the only ones that incorporate all four actions.

**Table 4: Shifting from a Traditional Public Sector System to a System for the Twenty-First Century**

<b>Traditional Public Service Systems</b>	<b>Public Service Systems for the Twenty-first Century</b>
1. Single system in theory; in reality multiple systems not developed strategically	1. Recognize multiple systems; be strategic about system development; define and inculcate core values
2. Merit definition that had the outcome of protecting people and equated fairness as sameness	2. Merit definition that has the outcome of encouraging better performance and allows differentiation between different talent
3. Emphasis on process and rules	3. Emphasis on performance and results
4. Hiring/ promotion of talent based on technical expertise	4. Hire, nurture and promote talent to the right places
5. Treating personnel as a cost	5. Treating human resources as an asset and an investment
6. Job for life /lifelong commitment	6. Inner and outer who share core values
7. Protection justifies tenure	7. Employee performance and employer need justifies retention
8. Performance justifies tenure	8. Performance evaluation based on demonstrated individual contribution to organizational goals
9. Labor-management relationship based on conflicting goals, antagonistic relationship and ex-post disputes and arbitration on individual cases	9. Labor-management partnership based on mutual goals successful organization and employee satisfaction, ex-ante involvement work-design
10. Central agency that fulfilled the personnel functions for agencies	10. Central agency that enables agencies, especially managers to fulfill the personnel function for themselves

**Source:** Abramson, Mark A. (ed.), Towards a 21<sup>st</sup> Century Public Service: Reports from Four Forums, 2001, p. 29, quoted in D.E.Klingner, J.Nalbandian, J.Llorens, Public Personnel Management, Context and Strategies, USA, 2010, p.71.

### **3.2.4. Differences and Similarities between Personnel Management and Human Resources Management**

John Storey (1992), quoted in (Banfield, Kay, 2008:39), sets out defining characteristics of Human Resources Management, which set it apart from Personnel Management with four key elements as in the following:

- ✓ HRM represents the belief that people, or human resources, are the key to the organizational successes. The majority of employees, in the way they contribute and work for the organization, can make the critical difference between success and failure, and management needs to understand the employees' value to the organization.
- ✓ HRM embodies a much greater understanding and awareness of the strategic importance of the human resource. Its management cannot and should not be delegated to, and reserved for, human resource professionals, but must involve the direct and ongoing involvement and leadership of senior management.
- ✓ HRM, unlike Personnel Management, is central to organizational performance and as such, must involve all managers with line responsibility. HRM is seen as being delivered primarily by and through line management, who are supported and advised by HR specialists.
- ✓ HRM reflects the belief in importance of integration, both vertical and horizontal, and the use of particular strategies to improve and reward employee performance in pursuit of enhanced organizational performance.

**Table 5: A Summary of the Main Analytical Differences between Personnel Management and Human Resources Management**

<b>Personnel Management</b>	<b>Human Resource Management</b>
Emphasis on collectivity	More emphasis given to individuals
Generalized HR solutions	More tailored and bespoke solutions
Centralization of HR responsibility	Greater devolution of authority and responsibility for managing people
Increasing role for HR specialists	Senior managers and those in line positions seen as key to delivering effective HR 'solutions'
Associated with maintaining status quo and stability	Associated with maintaining stability and driving through changes in structures, practices and capabilities
Associated with trade unionism and managing conflict	Associated with capabilities, performance and outcomes
Cannot do' mindset	Can do' mindset
Thought to be reactive	Associated with a more proactive orientation
Associates employees primarily as an economic resource and a cost	Much more emphasis on employees as a source of resourcefulness
More operationally orientated	Operates at the strategic and operational levels
Lacking in sufficient integration of activities	Strong emphasis on vertical and horizontal integration

**Source:** P.Banfield, R.Kay, Introduction to Human Resource Management, Oxford, 2008, p.40.

“Human resources management and personnel management are not absolutely opposite to each other. There are some similarities between two concepts” (Armstrong, 1996:152-153, quoted in Can, Akgün, Kavuncubaşı, 2001:27). These similarities are defined like in the following by Armstrong, 1996:152-153, quoted in Can, Akgün, Kavuncubaşı, (2001:27):

- ✓ Personnel management strategies are based on organizational strategies just as the human resources management strategies are.
- ✓ Personnel management and Human Resources management both accept that the commanding managers have the responsibilities for directing the personnel. Both personnel management and human resources management acts as consultant to the commanding managers when they perform such responsibilities.
- ✓ Personnel management and human resources management have common views in regard to the matters such as “respect to individual”, “organizational and individual requirements balance”, “development of personnel to allow him/her reach maximum competency level”.
- ✓ Technical activities of personnel management (job analysis, personnel evaluation, job assessment etc.) are also performed by human resources management.
- ✓ Personnel management and human resources management adopt similar philosophies regarding the matters of participation in the management, integration and communication with the organization in connection with working relations.

In the development of Human Resources Management, it is seen that it gains much more importance by the private sector as leaving the Personnel Management applications after 1980s. “Human” factor of the organizations is noticed much more than before; as shaping, directing human resources with the goals of the organizations. And after 1980s, its reflections also begin in the public sector as trying to change the strict, hierarchical structure of the public administration. The principles and functions of the Public Personnel Management begin to change in the direction

of Human Resources Management applications in order to increase efficiency and productivity in the public sector with more flexible, performance, position and quality focused applications.

So, in the following chapters, the transformation of Public Personnel Management will be examined in the case of Turkey as showing and debating the reflections of private sector's Human Resources Management applications to the public sector in terms of opportunities and constraints for the public personnel.

## **CHAPTER-IV**

### **THE GENERAL STRUCTURE OF TURKISH PUBLIC PERSONNEL REGIME AND THE NEW TRENDS IN THE TRANSITION PROCESS**

#### **4.1. TURKISH PUBLIC PERSONNEL REGIME AND THE CIVIL SERVANTS LAW**

In public sector, personnel system refers to all of basic policies, conditions, rules, techniques and practices to be observed by the personnel when performing the duties assumed by the government. The said rules and techniques cover any and all matters such as classification of public services and personnel, compensation structure, public civil servants rights, duties and liabilities, service requirements, service appointments, qualifications, evaluations, promotions and motivations. Thus, there is a close relation between personnel system in effect in a country and managerial, political, social and economic structure of that country. Personnel management can be seen as a focal point of the management system (Tutum, 1980:95).

Constitutions as the founder social certificates of capitalist production form have occurred as a result of bourgeoisie revolution after 18<sup>th</sup> century in the West and the said social certificates have also incorporated public personnel regime principles in addition to other founder factors of production form. Public personnel regime as an employment form of bureaucracy of government instrument has been established based on constitutional principles in historical process. Core of public personnel regime during a given historical period has been determined under constitutional principles. In this line the core of the regime is constitutional principles but founder foundation of constitutional principles also lies in the production form and capital collection regime (Aslan, 2006:361).

Aslan (2006) also tells that constitutional principles of public personnel regime have occurred in two stops. Particularly, there are two constitutional principles directly connected to production form. One of these principles is the freedom to enter public service. According to this principle, citizens have the “free,

equal and brotherhood” right to enter in public services. This freedom as socially located is foundation place as pre-condition of citizenship institution and national government structure. The second one of the constitutional principles is employment of civil servants in consideration of salary. According to this principle, the civil servant works not for the produced service but in consideration of a salary fixed for given time period (Aslan, 2006:362).

Turkish Public Personnel System consists of Administrative personnel system (Law numbered 657), Military personnel system (Law numbered 924), academic personnel system (Law numbered 2914) and judicial personnel system (Law numbered 2802) (State Personnel Presidency, 2010). As seen, Turkish Public Personnel Regime contains personnel subject to different Laws and different rights and liabilities.

Administrative personnel system consists of “central administration”, “local administration”, “SEE” and “other public entities and organizations” personnel systems. Forms of employment: at central administration- ‘civil servant, contracted in consideration of staffing, contracted, temporary personnel, permanent worker and temporary worker’; at local administration- ‘civil servant, contracted, permanent worker, temporary worker’, at SEEs- ‘civil servant, contracted, unclassified, permanent worker, temporary worker’ (State Personnel Presidency, 2010).

Civil servant differentiates from others by means of life-long public service staffing, his/her action subject to his/her staffing position in the hierarchy and becoming one of main components of the government organization. Due to this feature the status of civil servant is granted as a right to the citizens and it has been adopted that conditions thereof are to be specified by legislation. The system is “closed system” in respect to civil servant status, employment to the status of civil servant starts from the lowest post and education conditions must be met for the post to be promoted and advancement conditions and compensation are all known in advance. The salary is not based on person and performance but in consideration of the staffing post. Work guarantee is continuous and experience in private sector does not have any effect on service period and rights and liabilities are stipulated under legislation (Güler, 2003:43).

Aslan (2006) also argues that the citizen's right to access public services freely and equally protects his/her status subject to production form but in historical process the different nature has been acquired subject to changes in capital collection regime. After 1945 during status law of the public personnel regime it was specified that all public services shall be performed by the assigned persons under law as civil servants, that the regime shall be specified under legislation and justice guarantee principle was adopted as a factor of status law. Under the flexible public regime after 1980, it was tended to convert constitutional principles of status law to the opposite direction. The basic constitutional principles of this historical stage were materialized as performance of services by contracted personnel and subcontracted personnel employed under contract other than civil servant status. Public services were awarded to private enterprises by tendering procedure and public authorities were started to be sold to private entities. After 1980 the citizens started to "participate" in tenders as an employee taken from capital under private contract rather than participation into public service freely and equally as derivative of citizenship relation (Aslan, 2006:362-363). According to Güler, the status of "civil servant like" gained by the workers in public sector started to get closer to market employment by means of temporary worker system and some workers and civil servants encountered the execution of "contract" complying with scope of work law, and status of civil servant started to lose its traditional natures upon shattering of hierarchy principles. The process evolved into getting public sector closer to private sector employment and maybe integrating with it on private sector standards (Güler, 2003:43-44).

#### **4.1.1. The Types of Employment**

As known, public administration in Turkey has organized in central and local (decentralized) administration. Actually, public services are carried out by government civil servants. However, government also employs employees other than status of civil servants for activities indicating certain characteristics. Since the works performed by those assigned with government services are very different, the government-employee relations are also different. The said different features require

different status in recruitment and employment. There are four separate status in government sector in Turkey, which are civil servant, contracted personnel, temporary personnel and worker (Topallar, 1987:10).

Article 4 of Civil Servants Law numbered 657 (amended: 30/05/1974 – Decree Law no. 12: amended and adopted: 15/5/1975 – 1897/1 art.) stipulates that public services are carried out by civil servants, contracted personnel, temporary personnel and workers and defined as follows:

**A) Civil servant:** Regardless of form of current organization, those assigned with the duty to perform main and permanent public services by Government and other public legal persons according to general administration requirements are deemed civil servant for execution of this Law.

Those assigned and authorized to perform the works such as general policy setting out, research, planning, programming, management and auditing at entities other than those listed above are also deemed civil servant.

**B) Contracted Personnel:** Refers to the public service officials not deemed as worker but decided to be employed under contract for a time period limited to financial year, for the positions approved by Ministry of Finance upon proposal of the entity and opinion of the State Personnel Presidency for performance of temporary works requiring special professional knowledge and expert exclusive to the exceptional cases and necessary for preparation, realization, operation and functionality of important projects included in development plan, annual program and work programs.

(Additional paragraph: 4/4/2007 – 5620/art. 4) The test and exceptions to be applied for selection of contracted personnel, the top limits of payments to be made and termination compensation to be paid, paid leaves, position titles and qualifications, contract termination cases, position cancellation, employment requirements and contract terms and conditions are specified by Council of ministers upon view of State Personnel Presidency and proposal by Ministry of Finance. (additional sentence: 25/6/2009 – 5917/art. 47) In case the contract of those employed in this way is terminated by their entities due to their acts breaching

service contract provisions or they terminate the contract unilaterally except for the exceptions specified under resolution of Council of Ministers during contract duration, they cannot be employed in contracted personnel positions of the entities before completion of one year period from termination date.

**C) Temporary Personnel:** Means those employed under contract for the works decided by Council of Ministers based on views of State Personnel Presidency and Ministry of Finance confirming that the service period is less than one year or is seasonal and at the price and quantities specified thereunder.

**D) Workers:** (Amended first sentence: 4/4/2007 – 5620/art. 4) Means the temporary works employed under work contracts of less than six month period in the temporary work positions other than those listed under paragraphs (A), (B) and (C) and the permanent workers employed under indefinite duration work contracts in norm cadre allocated under related legislation and those employed in seasonal or campaign works or forest fire fighting services as per related legislations. The provisions of this Law are not applicable to them.

Furthermore, article 5 of Civil Servants Law numbered 657 stipulates that the Entities subject to this Law are not allowed to employ personnel in a way other than those four employment forms as specified under article four.

#### **4.1.2. The Main Principles of the Civil Servants Law**

According to article 3 of the Civil Servants Law numbered 657 which is the main law specifying Turkish public personnel regime, basic principles are defined as follows:

**A) Classification:** “The government public service duties and civil servants employed in such positions are classified according to the qualifications and professions.”

Accordingly, article 36 of the Law lists 10 service classes:

**I- General Administrative Services Class:**

“Those performing management, executive, office and similar services in the entities covered under this Law and civil servants not falling within other classes specified by this Law.”

**II – Technical Services Class:**

“Engineers, architects, geologists, hydrologists, physicists, chemists, mathematicians, statisticians, technical staff, technician etc.”

**III – Health Services and Auxiliary Health Services Class:**

“Physicians, dentists, pharmacutists, veterinary surgeons, midwives, nurses, health workers, biologists, psychologists, dieticians, health engineers, health physcists, health administrators etc.”

**IV – Education and Teaching Services Class:**

“Teaching staff assigned with education and teaching duties at entities falling within scope of this Law.”

**V – Lawyer Services Class:**

“The officials having lawyer license under special laws, registered at bar and authorized to represent their entities before judicial authorities.”

**VI – Religious Services Class:**

“Civil servants having religious education at various levels under special laws and performing religious duties.”

**VII – Security Services Class:**

“Bazaar and district watch-guards, police civil servants, inspectors, chief inspectors, police inspector, security chief, security director etc.”

**VIII – Auxiliary/Support Services Class:**

“Circulate and collect any letters and files in-house, welcome applicants and guide them to the related unit, to work for cleaning, lighting and heating of service areas, conduct medication or provide conduct of it or conduct services related to hygiene and basic care of patients at treatment organizations and cleaning of hospitals or duties supportive of main services such as protect and guide services at organizations.”

**IX – Local Authority Services Class:**

“Governors and district governors etc.”

**X- National Intelligence Services Class:**

“Those employed in National Intelligence Organization or under order of the organization or performing duties assigned by Prime-ministry.”

**B) Career :** “Civil servants are granted the opportunity to advance until the highest degree within their classes in compliance with the necessary information and qualification conditions for the services they perform” (Civil Servants Law numbered 657, art. 3).

“Turkish public personnel system consists of administrative, military, academic and judicial fields and these four fields employees are subject to separate legislations” (Sayan, 2009:201). Güler tells that military personnel, judicial services containing judges-prosecutors and academic service fields are not deemed in civil servant classification. Also, in personnel classification system, State Economic Enterprises (SEE) which are management organizations from the service place and province private administration and municipalities of centralized management feature are included However, SEEs have been detached from integral part considerably within the frame of privatization policies applied since 1980s (Güler, 2005: 224).

Güler also defines that career classification is applied for civil servants assigned with public services and other public civil servants. Contracted personnel and workers are not in career system. They are within scope of specific ‘work classification’ based on titles. Their positions are clarified under individual contracts and collective contracts. In Turkey civil servants have career (rank) system. Career system based on person or personnel focused classification means a life-long profession for personnel. Thus consistency in public services and experience based knowledge gaining in public organization is provided. Promotion is conducted by means of in-house appointments. The factor determining compensation is position or post of the duty not performance of the person. Basic assumption according to this system is that good performance comes from sense of service not compensation. For

that reason, salary payment is paid in the beginning of the coming month not at the end of month. Pension is determined according to the last occupied position not the total premium amount paid by the personnel. The system is built on general classification of governmental services not single duties (Güler, 2005: 196-197,225).

**C) Merit:** Basing the recruitment of civil servant service advancement in the classes and promotions, termination of employment on the merit system and application of the system on equal opportunities will equip civil servants with guarantee (Law numbered 657, art.3).

According to the definition, merit system is the basic principle specified for civil servants. There is no clear provision about whether or not those to be employed as contracted personnel, temporary personnel and workers are selected according to this principle. According to definition, the merit system referred for the civil servants should be put into practice in four areas: (1) entering public service, (2) advancement-promotion, (3) termination of employment, (4) civil servant guarantee for equal application of the system. The first two of them refer to "eligibility for service" and the last two refer to "objectivity in service". Sustaining merit based system requires open rules of 'advancement' system after entering the service. Observing merit principle in advancement is within the concept of career (Güler, 2005:170).

The law numbered 657 ensures service (civil servant) guarantee by means of five basic instruments. They are found as law guarantee against governments, status, duty and duty place, application to court guarantee against administration, protection by means of public suit and court guarantee against third persons as told by Güler, (2005:176):

(1) Law guarantee: Rights, obligations and liabilities of the civil servants are specified under law.

(2) Status guarantee: The civil servant cannot be dismissed from status of civil servant unless a serious fault is committed.

(3) Duty and duty place guarantee: Duty guarantee is the right to work in a position covered by the salary acquired within the service class not the working-status guarantee for a public service. This right is associated with some guarantees against the administration's 'right to transfer'. The guarantees are for the purpose of

preventing conversion of transfer actions into exile and destruction mechanism, the elimination of merits.

(4) Applying Court guarantee: The civil servants have been entitled to file application against their entity in regard to both official and personal actions, to complain and initiate suit against managers or entities in connection with the actions and treatment made to them.

(5) Protection against third persons: Protection of civil servant against third persons contains two mechanisms, one of which is the protection through public suit and the other one is private trial. In the “protection through public suit” the civil servants are defended and protected by the legal entity through public suit initiated and followed by the management directly in case of any unfair blaming. “Private procedure trail” is based on consideration of the allegations before referring to the court any complained matter.

The argument that the civil servant guarantee constitutes ground for anti-democratic structure for the civil servant as it provides superiority to civil servant against citizen. Social democratization is only possible by means of civil servants’ working in safe against both third persons and politics-administration (Güler, 2005:186-187)

On the other hand, there are many debates that those guarantees for the civil servants creates a “job guarantee” thought, as decreasing the efficiency and productivity in the public sector. In the following chapters with the evaluation of new trends in the public administration, this topic will be reviewed.

#### **4.1.3. The General Structure of Turkish Public Personnel Regime**

**Job Analysis:** In Turkish public sector except some Public Economic Enterprises, regularly a job analysis is not conducted. The duties, powers and liabilities of those working in public sector are specified under instructions, which are in nature of legislations. It is observed that such definitions are only related to the duties performed. Absence of job analysis and job requirements and job definitions the natural extensions thereof refrains the public administration from effective

conduct of personnel and other management activities. It will not be possible to realize basic functions of human resources management and obtain useful, consistent results without conducting job analysis (Can, Akgün, Kavuncubaşı, 2001:66).

**Recruitment and Selection:** “Personnel recruitment works in Turkish public sector is supervised by State Personnel Presidency. The legal framework regarding the subject has been specified by the Civil Servants Law numbered 657” (Can, Akgün, Kavuncubaşı, 2001:130).

Ministries and other public entities and organizations (except Undersecretary of National Intelligence Organization) inform the State Personnel Presidency of the number, classes and degrees of the vacancies required by them to be filled. State Personnel Presidency announces through means such as Official Journal, television etc. at least 15 days before application deadline the classes and degrees of the vacancies, the entities and places of the posts, number and general and special qualifications of the candidates, deadline for application, the authorities where applications will be made, test places and times and required other information (Law numbered 657 article 46-47).

As Güler points, the law put into effect in 1998 stipulated that a test will be administered in nationwide for determining all personnel intended to work under law numbered 657 and to be appointed for the first time. The Regulation adopted in 2002 specifies that the name of the test that the public civil servants are to take for their initial appointment as public civil servants is the central examination system administered for public employment/Public Personnel Selection Test (KPSS). In regulation it is avoided about specifying the types of employment when fixing the scope but it can be considered that it will cover civil servants and contracted personnel too. On the other hand, worker recruitment is made with a central testing administered by ÖSYM (Student Selection and Placement Center) in coordination with İŞ-KUR. So, it is seen that general rule for acceptance is competition and proficiency tests (Güler, 2005.173).

**Promotion:** Advance and promotion in public sector is discussed with two types as stating “advance and rank raising”. “Advance in ranking refers to raising to

the top (side) rank in salary indicator table while degree advancement refers to raising to next upper degree” (Can, Akgün, Kavuncubaşı, 2001:146).

“Rank is the advancement in the salary of the civil servant without increase of importance of duty or responsibility. In order to be able to make rank advancement of the civil servant, s/he must have worked at least one year in the current rank and must be a rank to which s/he may advance to at the current degree” (Law numbered 657, art.64, Amended: 13/2/2011-6111/100 art.).

The conditions for advancement of degree “a vacancy staff should be available in upper degrees and s/he must have been in the degree for at least 3 years and 1 year in the 3rd rank of that degree, s/he must have acquired qualifications required for the allocated duty” (Law numbered 657 art. 68).

**Performance Evaluation:** Performance evaluation of public personnel has been stipulated under articles 109-121 of Civil Servants Law numbered 657 and Civil Servant Personal Registry regulation published in Official Journal dated 18.10.1986 and numbered 19255. The duty for success assessment of civil servants was conducted by payment chief of the first, the second and the third degree when required (Can, Akgün, Kavuncubaşı, 2001: 190-191).

Registry reports consisted of general status and acts, professional competency, managerial competency of the civil servant and was made on 100 full scale. The civil servants earning registry score average over 60 were deemed having positive score. Registry file was used as basis for determining competency, advancement of rank, degree raising, retirement or finishing the relationship (Can, Akgün, Kavuncubaşı, 2001:191).

As Güler tells, it may be said that the most important feature of the registry was that it was “confidential”. The personnel was not allowed to see his/her registry. The civil servant could only become aware of his/her registry report with written warning issued by the supervisor authorized to appoint him/her in case of any negative assessment (Güler, 2005:286). This case caused to some critics. The reason

was that it may cause prevention of personnel development when they see their inadequacy and also cause decrease in authority of manager on the personnel and employee's trust in impartiality of the management (Can, Akgün, Kavuncubaşı, 2001:192).

The registry was terminated by article 117 of the Law dated 13/2/2011 and numbered 6111. At present article 122 of Law numbered 657 under the title of "Success, higher success evaluation and awarding" stipulates as "the civil servants performing their duties successfully by displaying an extraordinary effort and work in comparison to their colleagues in their entities" are issued success certificate (Civil Servants Law, No: 657). However, the criteria of the assessment have not been specified.

The new developments about this topic will be addressed in more details while examining Turkish public personnel changes.

**Discipline:** The discipline regime in public personnel management as defined by Güler, is dependant on the ground of regulation issued by Council of Ministers under the frame of principles specified under Constitution and laws and the regulations of each entity. The general purpose is defined as to provide execution of public services as required in compliance with Law numbered 657 (Güler, 2005:300).

Can, Akgün, Kavuncubaşı also tell that articles 124-136 of Law numbered 657 stipulate the discipline rules. The acts and actions subject to disciplinary penalty the penalties to be imposed are listed under the laws. The penalties include warning, reprimand, deduction from salary, suspension of rank advancement and dismissal. As a rule the supervisor is the one who is authorized to impose penalty to the civil servants. Discipline rules only give an opinion. Only dismissal from work can be given by discipline board decision. Managerial objection is available for the penalties given by discipline superior. The civil servant is entitled to apply court against deduction from salary, suspension of rank advancement and dismissal from work.

Furthermore, in case of crime by civil servants, crime prosecution is initiated (Can, Akgün, Kavuncubaşı, 2001:397-398).

#### **4.1.4. The Development of Turkish Public Personnel Regime**

In Turkey during the period from early years of the republic until post-World War II, public administration continued its development through natural way. It is observed that within the new dimensions brought by multi-political party life, the public administration and complication achieved by the personnel system there were indicated in several reports issued by foreign experts in general (Şaylan, 2000:105-106).

Following change of political party in power on May 27, 1960, upon a number of institutional regulation efforts initiated for putting into effect the planned development strategy, a comprehensive study was carried out to enable conduct of reforms in public administration as told by Şaylan. Thus for the first time the works conducted by public organizations, status of organized structures and questions concerning personnel employed by them were discussed as a whole. Known as MEHTAP Report, this study was followed by other studies carried out after 1980s when development strategy was amended (Şaylan, 2000:106).

#### **1923-1945: Establishment of Legal Structure**

Because of the insufficiency in the facility of budget in this period, the salaries could not be paid in a regular way. So in this period, the personnel system has lived many changes. For example: Law concerning civil servants dated 1926 and numbered 788, Law about Salaries dated 1927 and numbered 1108 (Öktem, 1992:86). With the Law about dated 1929 and numbered 1452, salary system and employee personnel rights were arranged and Scale Law dated 1939 and numbered 3656 was brought (Şaylan, 2000:26).

### **1945-1960: Foreign and Local Expert Reports**

The first report issued during that period is defined as the outcome of the study carried out in 1949 with order of Prime-minister İsmet İnönü. It was prepared by Prof.Fritz Neumark, faculty at İstanbul University. It is recommended that the civil servants of required number and qualifications be kept and the remaining be dismissed. Thus the lack of payment problem will also be solved, instead of paying many people and not achieving productivity, the same money will be paid to less number of employees capable to work at full efficiency with full consciousness of the importance of their duty and having knowledge required by the job and thus life standard will be increased (Şaylan, 2000:109).

Barker Report prepared in 1951 by a delegate consisting of 13 members chaired by James Barker co-financed by International Settlement and Development Bank and Turkish Government mainly releases views about social and economic development of Turkey. When this report is examined, it is seen that the system provided by personnel and scale laws is inadequate in the public personnel system (Şaylan, 2000:110).

It is observed that since recruitment was not made based on needs most of the times, there are civil servants more than needed as Şaylan (2000) tells. “The services have not been classified, promotions are based on seniority rather than competency. The purchase power of the civil servant decreases despite rise in the salaries” (Şaylan, 2000:110).

The report issued in 1951 by James W.Martin and Frank C.E. Cush is about foundation and works of Ministry of Finance but it also discusses the issues of qualified personnel. Known as Martin and Cush Report, this study suggests that a centralized personnel department should be established (Şaylan, 2000:110).

The study called Maurice Chailloux-Dantel was conducted in the form of a research about government personnel in Turkey. Apart from Neumark, this report discusses factors affecting professional qualifications of employees employed in governmental services. In this report, it is stated that required measures to qualify civil servants in professional aspect have not been considered (Şaylan, 2000:111).

### **1960-1980: Planned Development Period**

Planned period was started in 1960, State Personnel Presidency was established with the Law numbered 160 and dated 1960 and it was continued to pursue placement of personnel system on rational grounds. Another foreign expert, V. Mook studied the Reforms in Civil Servant Regime Field in Turkey in 1962, criticized several known issues, and discussed specialization, education, technical personnel matters (Öktem, 1992:91).

In 1962 J.F. Fisher Reports were also issued. In the report on Program Proposal about Civil Servant Selection for Government Services in Turkey, principle of proficiency and test type were discussed. R. Podol Report (1963) was published under the title of “Turkish Public Manager in mid-20th Century from point of view of a Foreign Person”. It points out the problems of lack of fixed qualifications of Turkish public managers, weakness of tendency to accomplish work, centralization, lack of communication, much importance paying to rank and post, relatively poor technical qualification and capability, little number of those having management education (Öktem, 1992:91).

As Öktem mentions, it is frequently stressed out the need to discuss, examine and conduct personnel reform by means of re-arrangement in management. Central Government Organization Research Project (MEHTAP) 1962 Report prepared by TODAİE also addresses the personnel system in this respect (Öktem, 1992:92). “MEHTAP report represents starting date of the planned period. In addition; as a

pioneer study MEHTAP has also affected the studies conducted in the following years” (Şaylan, 2000:114).

MEHTAP Report states Personnel Administration as a group of duties participated by all government organizations and lists the followings as basic factors of the system (TODAİE-MEHTAP, 1963:70):

- a. Work classification, degree and organization.
- b. Personnel classification and staging.
- c. Compensation rates and fixing and regulating other service requirements.
- d. Presentation and fixing personnel needs for each organization.
- e. Personnel procurement

In order to show the close connection of the duties with public service productivity, the following reasons are indicated (TODAİE-MEHTAP, 1963:70-71):

- a. Efficient work performance depends on good organization, and good organization cannot be established unless the services, more precisely the works assigned to each employee is specified, categorized and divided into stages.
- b. Use of personnel in the best way can only be possible employment of him/her in the works fitting his/her experience
- c. Employees’ good-feeling is considerably subject to fair compensation regime and fair service conditions.
- d. Saving in service performance is only possible through systematic determination and discovery of personnel needs (as per degree and number).
- e. Employment of personnel should be made by means of applying procedures such as competition exams to determine the competency in the best way.

Another important step has been the establishment of State Personnel Department in 1960 and composition of State Personnel Committee in the said Department, which is a senior level committee. Being the biggest employer in our country, majority of the workers work in the public sector. So, Ministry of Labor was

established in 1946 and organizational regulations have been provided. In order to combine various civil servant funds under roof, retirement system has also been regulated upon establishment of Turkish Pension Fund in 1947 (Öktem, 1992:94).

In this period, finally Civil Servants Law numbered 657 was adopted in 1965.

The Law took as basis the classification, career and eligibility principles. The law stipulates scope, purpose, fundamental principles, employment types, duties and responsibilities, general rights, restrictions, service conditions, advancement and promotion, working hours, leaves, registries, discipline, financial liabilities, social rights and benefits and has been subject to amendment by means of several legal arrangements until present (Öktem, 1992:96).

## **Post 1980**

In 1982 during prime-ministry period of Uluşu Government, a council was established within the Council of Ministers in order to re-arrange the management. Within body of the Council “Public administration Commission” chaired by general manager of TODAIE, “General Employment Commission” chaired by State Planning Organization Undersecretary, and Personnel Regime Commission" chaired by DPD chairman (Şaylan, 2000:116).

Personnel Regime Commission conducted studies to base statuses of civil servants on solid foundations, simplify the compensation system and initiate improvement of reform nature and also prepared a personnel law draft. Although the draft law was not taken into account, minor part of the proposals could be put into effect (Şaylan, 2000:116).

Şaylan also tells that during Özal Government period Authorization Law dated 24 April 1984 and numbered 2999 was adopted and put into effect. This law authorizes the government to issue Decree Laws of Law Force in order to enhance the effectiveness of civil servants and other officials in their performances, to conduct adjustments in compliance with present economic conditions in regard to

financial and social rights. This authorization was in effect until end of 1984 fiscal year and Government adopted Decree Laws numbered 199, 241, 243 and 244 dated respectively 4.5.1984, 26.6.1984, 29.11.1984 and 24.12.1984 (Şaylan, 2000:126).

Another essential regulation may be defined about the contracted personnel employment by state economic enterprises (SEEs) as per the Decree (233) adopted in 1985. It has been started to employ contracted personnel in main and permanent public posts. Accordingly, it has been specified that new personnel requirement will be met by “contracted personnel of not civil servant and worker” and be recruited by eligibility test on professional field (Öktem, 1992:99).

ANAP government came into power in 1983 and took as basis the 1982 study with the view to provide more regular, faster, effective services in more economic manner as a requirement of public administration approach and decided to combine similar nature services under one single ministry and made radical arrangements in this field (Şaylan, 2000:117).

State Planning Organization requested TODAIE to conduct a management research in order to develop public administration and re-arrange it in a manner to enlighten the Sixth Five Year Development Plan and annual program applications, and to research the extent of reflections of studies performed until then into practice, to determine the shortcoming, deficit, bottlenecks and problems of the applications and clarify the measures required to be taken in connection therewith, and to discover the preparations required to be made by Turkey in management field for adaptation to management compliance with the community as Turkey decided to join European Community. Thus the subject matter was studied as Public Administration Research Project (KAYA) by TODAIE. KAYA Report was presented to the Government and published in 1991 (Şaylan, 2000:117-118).

The purpose of the report is specified as follows:

To provide central and country organization of public service performing central management and the local governments with an order allowing effective, fast, economic, efficient and quality service: to enable public administration's compliance with developing modern conditions; to discover the existing deficits in the purposes, duties, powers and responsibilities and their distribution, organizational structure, personnel systems, sources and way of use of such sources, methods thereof, regulations, communication and public relation systems and to examine and propose what required to be made in regard to such matters (TODAİE-KAYA, 1991:3).

Among the adopted proposals are development in public personnel regime, central testing system, conduct of classification plan, determining rank-staffing system preferences, duty compensation system, compensation fixing by means of mobile ladder system, setting out performance standards in order to conduct objective and impartial evaluation of the compensations, development of in-service training in order to improve personnel qualifications, employment of contracted personnel in the works requiring expertise and special professional knowledge, improvement of social security system (TODAİE-KAYA, 1991:202-209, quoted in Öktem, 1992:101).

As seen, “together with 1980s reflection of new process created by global economic structure in Turkey has been in the form of replacement of state economic policies by market economy through fast transformation” as Sayan (2011:70) tells.

Turkey has also been affected by the experienced process and the role of the government has been re-defined, leaving the production as required by market economy, the government has selected the way of getting smaller by means of privatization. Reducing the public service in practice has occurred in the form of narrowing down the public services and reducing number of public personnel. However, upon some changes made in public personnel system, the system has become different from the one before 1980s. Public personnel system “transforming from career system to cadre system” in Turkey has been re-defined by means of new employment forms based on subcontracting, contracting and temporary employment, performance assessment and flexible working methods. To this end, amendments have been made in Civil Servants Law numbered 657 in various years (Sayan, 2011:70).

Liberal essence has been disclosed in clearer form in 1980s and 1990s thanks to neo-liberal policies. The principles brought into public personnel system in 1980s were included in draft in 1950s and 657 general approach. Main ones of those principles are as follows (Güler, 2003:49):

- ✓ Disconnecting cadre system from “service requirements” purpose,
- ✓ Raising three degrees at once (lift),
- ✓ Counting the service in private sector in public sector

The provisions about amendments to the principles pertaining to staffing system coming into effect with 657 are more important than all other amendments. Because the application put into practice has disconnected the public services from the “service requirements” criterion specified according to needs of the country and connected them to the “budget facilities” criterion. One of the basic difference of the government from private sector or market is that it takes into consideration the service firstly and then budget and personnel. This principle is seen in the budget systems as fixing the costs firstly and then providing the incomes. System 657 has based public services onto the principle of connecting to “budget facilities” criterion (Güler, 2003:50).

“Law numbered 657 has connected staffing (cadres) to ‘General Staff Law’. Establishment of staffing and distribution to the entities were specified as a part of organization laws before” (Güler, 2003:50). However, the upcoming system by 657 has disconnected the staffing from laws of the entities, and provided staffing as subject matter of one single law “General Staff Law” at Turkish Parliament as Güler argues. “This text opened for discussion of Plan and Budget Commission not the expert commission established according to main service fields. So, when determining staffing system, basic application has been transformed into assessment according to ‘budget priorities’”(Güler, 2003:50).

Draft Civil Servants Law Proposal prepared in 1996 but remained as draft proposal indicates that the logic of applying “General Staff Law” has advanced. Arrangement of staffing has removed from legislation process one step further and the power to specify and change staffing system has been left to executive power. A commission composed by Ministries of Domestic Affairs, Finance, Labor and Undersecretariat of Treasury and State Personnel Presidency will specify the “main and permanent duties” to be carried out according to general administration requirements at each entity. The decision will be submitted to Council of Ministers and the staff positions not included in the related table under the decision will be terminated. The

developed new rules indicate that the staffing system has been used as an instrument of applying public administration reform in progress to narrow down the public services. Public service is defined in line with the policy to create a government management running according to small and market principles. Staffing building is detached from the entities' discretion in order to make this policy possible and delegates the executive power considerably (Güler, 2003:51).

1996 proposal classifies the services “according to natures” “not according to requirements” and thus three types of services are foreseen (Güler, 2003:51-52):

- ✓ Those executed according to General Management Requirements: Services of ministries, Security, RTÜK, Privatization Administration etc. are listed under this scope. To specify education and health policies remains in this scope but their presentation (teachers, physicians and all other personnel performing auxiliary services of them) are excluded from the scope.
- ✓ Those having Public Benefit Predominantly: Entities such as Central Bank, Turkish Cooperation Development Agency, Defense Industry Undersecretary are listed.
- ✓ Those likely to be left to Market: All SEEs and organizations such as State Theatres, National Lottery, Electrical Study, Mining Research and Exploration are seen as services that can be privatized.

Güler also implies that, in respect to employment system triple category envisages a structure having characteristics of contracting instead of civil servant in the public sector, performance compensation system instead of equal compensation for equal work as per staffing, melting down the public sector employment regime in private sector employment regime (Güler, 2003:52).

Some of Planned Development Plans in practice since 1963 in our country also envisaged reform proposals pertaining to public personnel system.

In general, development plans have included numerous matters such as compensation, personnel employment, training regarding public personnel regime, amendment in personnel legislation, trade union rights, working conditions and

manpower planning. All of development plans criticize the personnel legislations in effect and it is stated that a comprehensive public personnel reform will be made. In the examination, it is seen that great part of the criticized matters focus on the Civil Servants Law numbered 657 put into effect in 1965. In addition to the mentioned common findings, some new concepts and applications starting to be included in literature of development plan with the Sixth Plan are also seen. The first one of them is the concept of “norm cadre”. The Sixth Five-Year Development Plan (1990-1994) states that the studies required for freely use of norm cadres to be specified together with central management within the framework of manpower planning in compatible with duties and functions of local governments will be carried out (Altan, 2010:435-436).

When the developments in recent years are examined the Eight Five-Year Development Plan (2001-2005) states as follows:

Basic principles will be to enhance efficiency, effectiveness and saving and thus performance, provide harmony among duties and organizational structures in public entities and organizations, provide employment of personnel in required number and qualifications, provide training of personnel in the light of scientific and technological developments, provide a system capable to measure performance of employees effectively, enhance the authority delegation and flexibility as well as accountability responsibilities and management transparency, develop capacity of public managers and employees to establish policies and strategies and establish quality concept in public services and managerial methods for this purpose. Regarding personnel regime, it will be essential to follow an employment policy based on the norm cadre and objective selection criteria, take career and merit as basis, give up the complicated compensation system consisting of several payment items in use at present and to start a system based on common and equal payment for equal work and develop the trades union rights. Norm cadre of all public organizations will be determined and staffing or position establishments will be made accordingly. Entities having country organization shall establish staffing in province or regional organizations according to such criteria and collection of staffing in certain regions will be prevented and staffing will be established according to the conducted services. Establishment of all staffing and positions will be provided with Law regardless of entities and the pre-defined number of norm cadre will not be increased unless any extraordinary service expansion occurs. In order to achieve public personnel regime reform, financial and social rights and benefits specified under Civil Servants Law numbered 657, Turkish Armed Forces Personnel Law numbered 926, Judges and Prosecutors Law numbered 2802, University Faculty Members and Assistants Law numbered 2914 and Decrees

numbered 233 and 399 concerning State Economic Enterprises and other organization laws will be sorted out and all public entities and organizations compensation regime and employment related other matters will be specified under one single and common Law. In order to be able to make the distinction between civil servants performing main and permanent services of government carried out according to general management requirements and other public civil servants, civil servants and other public civil servants will be defined clearly and explicitly (DPT, VIII.BYKP, 2001: 237-239).

The Ninth Five-Year Development Plan (2007-2013) also states as follows:

Effective human resources planning is not made at public entities and organizations in order to ensure achievement of a competent level by the public personnel. Failure to give adequate in-service training for public personnel prevents giving knowledge and skills to the public employees so as to enable them perform their works efficiently. Absence of clear and adequate description of advancement in public sector positions under the legislation, no effective rewarding system and imbalance compensation negatively affect the public employees in connection with their development. The problems of imbalanced distribution of personnel among entities and organizations and inadequacy of public personnel are seen. Failure to start fully norm cadre at public entities and organizations causes failure to know the number of personnel required for public services and the qualifications to be required from the personnel. In order to provide solutions to the said problems, the efforts for adoption of a new law to replace the Civil Servants Law numbered 657 are in progress” (DPT, IX.BYKP, 2007:51).

Sayan (2011) also tells that civil Servants Law Proposal prepared in August 2004, October 2005 and aiming to amend 657 completely, Government Civil Servants Law Proposal prepared in August 2006 was adopted and no new legislation was put in place of Civil Servants Law numbered 657. The “bag bill” envisaging amendments in basic principles of public personnel management 657 recently and various decree laws issued based on authorization law numbered 6223 have all reshaped. Transformation means “change into a form other than it is” in dictionary. This emphasize is important because the amendments made one by one and changing the application are not technical details but important provisions for transformation of the system (Sayan, 2011:70).

Particularly some article changes attract attention in the Public Personnel Law Proposal dated 14.10.2005.

Under article 5 the employment types are stipulated as civil servants, other public civil servants, full time or part time contracted personnel and interim personnel and workers for performance of public services and that personnel other than these employment types will not be employed. Furthermore, among the services requiring contracted personnel employment those featured and special services that cannot be carried out by current personnel but required to be completed at the end of a certain time period and not procured within the frame of terms and conditions pertaining to personnel employment will be provided by means of “service procurement”. Meaning subcontracting in the performance of public services, such applications will narrow down the scope of public personnel (Özsalmanlı, Arap, Acar, 2005:5). Among 77 civil servant staffing posts indicated in the List of Annex I of the Draft only limited top managers, experts and researchers, inspectors and auditors are indicated and several positions still having staffing post are not included in the List and the services carried out by those in such positions are aimed to be performed by contracted personnel and thus the field of works of the civil servants is narrowed down so several duties are transferred to contracted personnel (Çalış, 2005:7-8).

When Article 2 concerning the scope stipulating as “Other public civil servants are subject to provisions of this law in respect to financial rights and social benefits” is taken into consideration, The Council of Higher Education (YÖK) personnel, Judges and Prosecutors, personnel of Turkish Armed Forces (TSK) will also be subject to one single legal system regarding financial rights and social aids like interim personnel, contracted personnel and civil servants (Özsalmanlı, Arap, Acar, 2005:3).

İpek Özkal Sayan (2005) defines that provisions concerning financial and social rights of administrative, judicial, academic and military personnel were combined under the same law with Public Personnel Law Proposal Draft dated 2005. As a result, it is possible to collect the principles for personnel employed in four different fields under the same law and to eliminate the difference in the legislation by means of re-specification of the principles in the legislations. However, it will not

be a proper act and will not be deemed as “advancement” for the public personnel field. Because the differences distinguish the public personnel working in administrative, judicial, academic and military fields and this distinguishing is a difference required to be and having rational grounds, historical and political reasons. However, particularly judicial and academic personnel law has “big principles” specific to it and personal actions of such personnel are subject to such principles. While the big principle for judicial personnel is “independence of courts and judge guarantee” the big principle for academic personnel is “administrative and scientific autonomy”. To disintegrate the judicial and academic personnel laws will mean disappearance and termination of such principles, and it is not likely to suggest that such attempt is rational, and such case will be loss of right for public personnel working in different fields (Sayan, 2005:1-6-7).

Article 3 of the draft defines civil servant as “those performing main and permanent duties by use of public powers or those assigned and authorized in planning by means of general policy and strategy fixing”. Therefore, in this article it is seen that field of duties and services of civil servants is narrowed down. Other public civil servants are listed to be Judges and prosecutors, tenure or contracted teaching staff and Turkish Armed Forces personnel. Under a public personnel law of general scope “other public personnel” concept is provided for the first time. In addition to contracted personnel, interim personnel and worker definitions, “tenure”, “position”, “social aids”, “stages”, “salary coefficient”, “end of month”, “top manager”, “the highest fundamental duty compensation” terms are also defined (Özsalmanlı, Arap, Acar, 2005:3-4).

In advancement and promotions in civil servant position, when estimating competency, the main ground taken during ending service is that effective and efficient conduct of duty, creativity, entrepreneurship, working discipline and effort displayed while performing the duty will be measured by personnel and success evaluation (art.4/d) (Çalış, 2005:10).

The draft includes the concept of “tenure” is used for civil servant while “position” term is used for contracted personnel. Positions do not provide work guarantee and consistency for individuals. This brings end to the “service guarantee principle” which was a right for civil servants, in respect to those changing status from civil servant to contracted personnel (Özsalmanlı, Arap, Acar, 2005:5).

“Stages” term corresponds to 15 steps in degree and rank advancing. It provides advancing from step 1 to step 10. Accordingly, it also enables raising to one upper step every 3 years. In addition, salary based on stage and degree is replaced by “fundamental duty salary” (article 108) for civil servants and “fundamental duty payment” for contracted personnel (article 109) (Özsalmanlı, Arap, Acar, 2005:9).

The part entitled “Registries” under Civil Servants Law has been amended to read as “personnel and success evaluation” under the draft. The term “registry” is replaced by “personnel and success evaluation” under the entire draft context. Personnel and success evaluation has been incorporated in the legislation comprehensively and as a separate part (Özsalmanlı, Arap, Acar, 2005:12). Article 72 and 73 also stipulate that:

The personnel authorized to issue personnel and success evaluation form and success evaluation superiors are fixed by their entities upon taking affirmative opinion of State Planning Department under the regulations to be issued in compliance with general regulation. Personnel and success evaluation superiors appraise under the personnel and success evaluation forms the success of civil servants and contracted personnel in their duties, their knowledge, managerial capabilities and representative skills, personalities, creativities, entrepreneurship, work discipline, general competency and merits (Public Personnel Law Proposal Draft, 14.10.2005)

“Although it is proper to stipulate the necessity for superiors to act fairly and impartially in issuing the said forms, no sanction for failure to do so and failure to indicate the evaluation criteria clearly under the article are important failures” (Özsalmanlı, Arap, Acar, 2005:13).

In addition, article 111 of the draft defines a new term “performance payment”.

“Performance payment to occur by means of establishment of performance allocation such that total personnel expense allocation is not more than one percent will be inadequate in case several employees display high performance at an entity” (Özsalmanlı, Arap, Acar, 2005:17).

“Draft of Civil Servants Law Proposal” was prepared and circulated to trade unions on 22.08.2006. However, Public Personnel Law Proposal dated 14.10.2005 was withdrawn by the government due to intensive critics from trade unions, public entities, universities and various organizations (Demirci, 2009:142). Also, it is seen that this draft also contain several articles similar to those of Public Personnel Law Proposal.

The Proposal makes some amendments targeting on main points of Turkish public personnel system. The amendments are seen related with changing mixed system to withdrawal from mixed system bearing factors of staffing system while factors of career system with certain provisions and adoption of staffing system clearly and accordingly spreading contracted and interim personnel employment, change of advancing system, shifting from registry system to performance evaluation and initiation of performance payment application (Demirci, 2009:143).

Demirci tells that despite Civil Servants Law stipulating matters only related to civil servants, the Proposal scope article also includes into the scope the regulatory and supervision entities' employees. In addition, there are important differences in respect to purpose. While Civil Servants Law has the provision of “appointment and growing” the civil servants, the Proposal stipulates it as “appointment or assignment in service”. This provision excludes the principle of growing the public officials and instead, creates opportunity to take in the service other than appointment action. The new law does not cover in-service training which is one of the basic characteristics of

career principle, and personnel growing issue. While Civil Servants Law specifies four employment types for conduct of services, the Proposal adds to these employment types the working personnel subject to other personnel laws. Judges and Prosecutors, university personnel and Turkish Armed Forces personnel performing services under separate laws are included in the new text as one of the employment types with this provision. Furthermore, when the provisions of the Proposal are examined, it is seen that the employment type mainly used for performance of the service is contracted personnel. The Proposal facilitates employment of contracted personnel and thus envisages removal from guaranteed employment types of which rights and liabilities are specified under laws and tries to realize a transformation in public employment understanding. Instead of civil servant employment the new understanding intends to make dominant the contracted employment as the flexible employment type (Demirci, 2009:142-143).

Another important change in the Proposal is the personnel and success evaluation application instead of registry system adopted under Civil Servants Law. Creativity and entrepreneurship applied in private sector is put into practice in advancing and promotion.

As known, basic feature of the civil servant evaluation is that it is conducted on the ground of personality and personal competency as Demirci (2009) defines:

While conducting personality assessment not only features displayed during service but also the behavioral properties outside service are taken into consideration. However, with the new legislation, what is important in evaluation of the personnel is his/her success in the work rather than personality assessment. Work successes, that is, work performances, will constitute basis for knowledge, managerial skills, representative capabilities, personalities, creativities, entrepreneurship and working disciplines evaluation. While according to Law numbered 657, registry assessment is conducted confidentially, the Proposal stipulates that positive or negative performance assessment of the civil servant will be advised with a personal confidential letter. Thus the performance results will be advised and in this case there will be competition among the employees. The ones having negative performance and success assessment twice will be assigned to order of another personnel and success assessment superior. The civil servant having negative assessment at this assessment too and those having negative assessment four times in

ten years will be dismissed and will not be employed as civil servant again (Demirci, 2009:145-147).

Demirci also argues that the Proposal settles down the advancing and promotion matter constituting career system of Law numbered 657 in favor of career system. Advancing and promotion is seen as one of the most basic principles of career system. The personnel admitted to public service according to education background is of the opinion that in time s/he will advance and get promotion in the position. There is no such application in staffing system. A person starts to work in a position and may work in the same position until retirement. If the public personnel wants to be in a different position or a higher position, he is required to take a further examination for such position. In career system advancement is in the form of “level advancement” and corresponds to increase in the salary of the civil servant. In level advancement no increase in importance of the duty and responsibility of the civil servant occurs. Promotion is in the form of “level increase” and means going up to the next upper post or position in the occupation line of the civil servant. Law numbered 657 stipulates the career system principles clearly. The draft has provided “rank advancement” instead of level and rank advancement. According to the draft those appointed as civil servant for the first time are employed in the rank 1 and within the frame of the requirements concerning rank advancement s/he will advance up to rank 10. It is understood from it that the 15 ranks in the current system have been decreased to 10 ranks (Demirci, 2009:145-146).

It is also seen that there are some arrangements about flexible transitions between private sector and public sector. Demirci mentions this topic deeply:

Article 46 of the Draft concerning rank advancement is entitled services to be assessed for rank advancement. According to it, the entire period spent as minister, member of parliament, mayor and other personnel under laws applicable thereto, as civil servant during military service including school period, at higher education institutions abroad or in the country, at the international organizations are excluded from those listed under this article and regardless of the status half of the period spent in such services by the employees at public entities and organizations and those over eighteen years of age, in the private sector at social security entities abroad and in the country or self employed is taken into account for rank

advancement. This provision is a regulation recalling “lift advancement”. As known, to work in the public sector requires a certain amount of experience and expertise. To count the service spent at an international organization or private sector as worked at public service aims to make flexible the public personnel regime field and settle the staffing system (Demirci, 2009:146-147).

Güler also tells that AKP Government submitted “Draft Law Proposal on amendment in Civil Servants Law and Some Laws and Decree Laws” on 9 June 2010 to President’s Office of Turkish Parliament. The experts studying on trade unions and personnel have been stating that amending 657 will mean liquidation of civil servants for long period. Similarly, they also attract attention to increase in 4-B and 4-C, that is, contracted and interim personnel employment and development of illegal employment types put into ‘other’ undefined categories other than defined four employment types by 657 (Güler, 2010:1-5).

According to Birgül Ayman Güler (2010), the Proposal has attempted to build a managerial structure far from meeting the requirements of the social government by means of the foreseen new public personnel regime. The basic feature of the targeted new type government without explanation under the Proposal is “to offer public service”; the government will leave such works to private sector and some to company structuring under the name of civil society organizations. The work of the government is to set out the rules to be met by those performing the services and inspect the conformance to the rules. This will be carried out by “expert” not “civil servant”. The expertise may be attractive for some of civil servants. However, ‘expertise system’ creating expectation of receiving higher salary through contract corresponding to staffing will extend to a development similar to the experience of shifting from civil servant - worker position to contracting personnel status in SEEs in 1980s. The benefits which can be expected to be achieved are not permanent but temporary. Following this application, particularly health, national education, agriculture, public settlement and improvement, culture and tourism and similar expertise will be subject to transfer together with the duty when the duties are transferred to province private administration or municipalities. If the duty and entity has been closed down, liquidated, the staffing will also be terminated. Civil servant

safety has been terminated so as to open this way and instead of raising them to its level the public administration has pushed it backward towards employment rules of private sector companies (Güler, 2010:7-20).

As it is also defined by Güler, according to the legislation in effect at present clearly stipulates that “the relationship of those whose positions have been terminated with the civil servant position, the rights and liabilities regarding pension and salary and family allowances specified under this law shall continue”. This provision is one of the most basic provisions specifying the civil servant safety. In addition, in the law in effect “while there are civil servants who have become unemployed due to termination of staffing positions, no one can be appointed to the staffing position vacancies in their categories and ranks.” The civil servants whose positions have been terminated “must be appointed to a position having equal rank to their former category” in their entity or another entity, that is, such civil servants are guaranteed with appointment to a duty of equal level in another class (Güler, 2010:9). However, all those provisions have been terminated under the new proposal.

The Proposal stipulates that all those procedures will be conducted by State Personnel Presidency (DPB). In case of termination of civil servant positions, the entity where the civil servant will be employed and the duty to be assigned have been left to decision of political government. The provision assuring duty associated with position and duty place guarantee has been terminated. The way followed within the frame of the privatization policy has been converted into general rule (Güler, 2010:10).

“Administrative duty” in public personnel regime means managerial duty. Such duties can only be filled by civil servants and civil servants should have completed actual service period adequate to be in the top four degrees so as to be able to perform such works. Thus the managerial posts have mainly been established to be filled “through internally promotion” as per closed career system. Career system acts according to estimation of advancement during one year and one “promotion” through three-year advancement in total. In this case a high school graduate entering the public service at rank 9 can be appointed to managerial positions at his/her 15<sup>th</sup> year. Employment in the top positions in public service does not take into account

the periods earned with encouragements if advancement-promotion continues without interruptions, it can only be achieved at the end of the 24th year. This application has been subject of the arrangements allowing appointments so called as “lift promotion” or “parachuting”. There are two basic characteristics of the changes that have been made. (1) To reduce the period required for appointment to managerial positions, (2) to be able to make appointments to such positions from outside the civil servant system and public administration (Güler, 2010:15).

On the other hand, told by Güler, according to the Proposal, the periods spent their whole life at foreign organizations or private sector and spent as mayor and member of province general assembly and town (municipality) council can be counted as if spent at public. According to it, if a contractor who has never worked in public administration has worked as mayor for three periods, he/she can be directly appointed to the highest managerial positions such as undersecretary, general director. If it is for appointment to lower managerial positions, maximum six years of outside services will be counted. Thus, it can be predicted that the bureaucratic structure will be concerted into a mechanism run on basis of party membership, relatives, business environment and similar interest bonds (Güler, 2010:15-16).

In Turkish public personnel regime each public civil servant is appraised by three managers starting from the closest one to the highest one at the end of each year in a functioning called “registry system”. However evaluation under the Proposal is subject to discipline and awarding. The unclear point here is who (which position or delegate or unit?) and on what basis (what are the criteria in respect to personnel and service?) will the evaluation be made. In fact, who will decide on all of those matters concerning civil servants? The Proposal does not contain any provision clarifying these two very critical questions (Güler, 2010:18).

#### **4.1.5. The New Trends in Turkish Public Personnel Regime**

It seems that the biggest change in the law numbered 657 recently has been made by the Law numbered 6111 published in Official Journal dated 25 February 2011. With the said amendment numerous main articles have been changed and also several additional, temporary and additional temporary articles of no functions have been terminated (available at <http://www.memurlar.net/haber/13271/>).

The outlines of the most important changes are mentioned here and reflections of some of them onto the public personnel will be evaluated under the discussions.

Important changes made by Law numbered 6111 (available at <http://www.memurlar.net/haber/189606/>):

- ✓ The first change made in the law numbered 657 relates to an application not made until today. Until today every public entity was holding the examination for the disable. According to the new provision this exam will be administered centrally and placement will also be made centrally. Thus the disable will not be required to travel from province for taking exams by different entities. In this way article 53 of the Law numbered 657 has been changed.
- ✓ According to the current provision, an additional rank was granted to those having average ninety in 6-year period. With the new provision, as the registry scoring has been terminated, the grant of such rank is conditional on not being subject to any disciplinary punishment for eight years. Article 64 of the Law numbered 657 has been amended as follows (Amended: 13/2/2011-6111/article 100):

Rank and Rank advancement:

ARTICLE 64 - Rank is the advancement in the salary of the civil servant without increase of importance of duty or responsibility.

In order to be able to make rank advancement of the civil servant, s/he must have worked at least one year in the current rank and must be a rank to which s/he may advance to at the current degree.

...The civil servants not being subject to any disciplinary punishment during last eight years are granted rank advancement for estimation of salary degree increasing.

- ✓ A new provision has also been provided in article 68 of the Law numbered 657. According to it, it is foreseen to count as the service period all of the periods worked in the private sector and as self-employed when making appointments to posts of undersecretary and assistant undersecretary of prime ministry and ministries affiliated and associated organizations as well as posts of general director and chairman, the top managerial positions.

This provision does not mean that a person working in the private sector can directly be appointed as undersecretary or general director. Also as it was before, if a person from private sector is to be appointed, firstly s/he should be appointed to exceptional positions listed under former article 59 and after gaining status of civil servant at such position, then s/he should be appointed as undersecretary, chairman or general director.

- ✓ Under the adopted legal provisions, some post titles are not provided when initiating re-structuring. With the amendment in article 91 of the Law numbered 657, the personnel that cannot be appointed internally will be appointed as civil servants at other entities by means of State Personnel Presidency in the restructuring. Among those the ones with title of manager and higher and those employed in positions pertaining to consultancy functions are appointed to post of Researcher.

For example, during restructuring division director title is terminated in some entities. If the division directors cannot be employed internally then such personnel will be appointed as Researcher in other entities through State Personnel Presidency.

- ✓ According to the new provisions, civil servants of some services may have flexible working times. 1) Article 104 of the Proposal re-arranges article 100 of the Civil Servants Law numbered 657. With the new provision the work start and finishing time and lunch break for the disable can be different.

2) In several applications in effect currently routine working times for some services are not required. Inspection services, some services in data processing are those types of services. With the new arrangement such opportunity is allowed.

- ✓ Registry application is terminated with the new arrangement and the documents to be included in the personal file are specified one by one.

Article 109 of the Law numbered 657 has been amended as follows :

Civil servant data system, personal file:

ARTICLE 109 – The civil servants are recorded into personnel data system to be maintained by their employing entities on basis of Turkish Identity number. One personal file shall be maintained for each civil servant.

The personal file shall contain information and documents pertaining to professional knowledge, property declarations, if any, inspection, investigation, inspection reports, disciplinary punishments and prizes and success certificates.

When determining success, competency and qualifications of the civil servants, rank advancements, rank promotions, retirements or dismissal from service, the personal files shall also be taken into account together with service requirements.

Procedures and conditions concerning keeping personal files and documents to be provided in personal files shall be specified by State Personnel Presidency.

- ✓ With the new provision, provisions concerning success certificate, superior success certificate and awarding prize have been amended. When giving success certificate to a personnel, concrete contribution shall be sought and amount of prize shall be increased. Accordingly, Article 122 of the Law numbered 657 has been amended as follows :

Success, outstanding success assessment and prize:

ARTICLE 122- The civil servants discovered of having contributed in providing saving considerably in public source, prevention of public loss and reduction of inevitable public losses in an essential quantity, increasing public benefit and income excess of the expected levels or enhancement of effectiveness and quality of offered service by means of performing their duties successfully in comparison to their colleagues with extraordinary efforts and works at their assigned entities based on concrete events and data can be awarded with success certificate by affiliated or related minister at the center, by province governor at province and district governor at district. Those awarded with success certificate three times are granted outstanding success certificate.

Those granted outstanding success certificates may be awarded with a prize up to %200 of the highest Civil Servant salary (including additional indicators) with approval of affiliated or related minister at center and governor at province.

The number of the civil servants to be awarded in a fiscal year under this article cannot be more than tenth to one thousand of number of filled posts of the entity on the starting day of the year and twentieth to one thousand for posts of Customs Undersecretariats, Ministry of National Education and General Directorate of Security. The number of the personnel awarded during the year is notified to State Personnel Presidency by end of January of the next year by the entity.

Public entities and organizations may specify the assessment criteria to measure the success, efficiency and efforts of the civil servants taking into account the characteristics of the performed services provided that affirmative view of State Personnel Presidency is obtained.

- ✓ Some changes have also been made in discipline punishments and article 125 and 132 of the Law numbered 657 have been amended. Accordingly, imposing reduction in salary sanction for traveling outside the province

without permission and collective application and complaints has been terminated. It has been stipulated that those preventing conduct of public services for ideological and political reasons (the term “prevention” has been added), those applying actual violence to their superiors and subordinates as well as work owners shall be discharged from the civil servant status.

- ✓ With the provision, those sanctioned with salary deduction cannot be appointed to post of head of department and higher posts for 5 years while this period is 19 years in case of stop of rank advancement sanction.
- ✓ Civil servants are free to apply to administrative court for warning and reprimand punishment. The amendment made in article 135 of the Law numbered 657 specifies as follows “Objection can be filed to discipline committees for warning, reprimand a salary reduction imposed by discipline chiefs and to higher discipline committee for stop of rank advancement punishment.”
- ✓ In the provision in effect before, the dismissal of civil servant was not possible even if the candidate civil servant had discipline punishment if his/her personal registry was affirmative. However, in the new provision those having discipline punishment will be dismissed upon proposal of the disciplinary chief. Article 57 of the Law numbered 657 stipulates as follows “those having disciplinary punishment during the candidacy period are dismissed upon proposal of the discipline chief and approval of superior authorized to discharge.”
- ✓ In the provision in effect before there was no central data system pertaining to public personnel and organizational structure of entities. With the new provisions, central public personnel data system is established. As specified under article 231:

State Personnel Presidency shall request any information and documents deemed necessary from the public entities and organizations in connection with the organizational structures and personnel of all public entities and organizations regardless of organization laws and budget types. Public entities and organizations are liable to provide such information and documents.

- ✓ Additional article 8 of the Law numbered 657 stipulates provisions about “inter-entities interim assignment”. The arrangement consists of two parts. Part one is about assignment of the civil servant at another entity upon obtaining his/her consent. However, part two does not require consent of the civil servant. The civil servant may be assigned to work at another entity temporarily for up to six months upon obtaining approval of State Personnel Presidency in line with public benefit and service requirements.
- ✓ The provisions concerning workers over the needs of local administrations have been specified under article 166 of the Law numbered 657. According to this article, the workers employed as permanent workers by province private administrations over the needs shall be appointed to General Directorate of Highways as permanent workers in rural area organizations, the workers of municipalities over the need shall be appointed to work at rural area organizations of Ministry of National Education and General Directorate of Security and local administrations needing permanent worker staff. A committee of 8 members is established to discover the over need workers. The number over staffing is directly deemed as over need and 4 criteria will be sought for the personnel notified by the municipality but falling in staffing, and public entities in the province may request workers who are over need from the committee. The committee shall decide in 45 days and the entities shall appoint within 15 days and such persons shall start to work within 5 days. The entities transferring employees shall not increase the number of their employees for 5 years and the occurring problems shall be settled down by Ministry of Domestic Affairs.

Other amendments made by the Law numbered 6111 and dated 25 February 2011 are generally related to paid leaves and allocations.

One of the important developments of the recent years is the application of “equal payment for equal work” in the public sector as provided under Decree in Force of Law numbered 666.

The Decree in Force of Law concerning Amendments in Some Laws and Decrees in Force of Law to specify the “Financial Rights of Public Servants” was published in the official journal dated 02.11.2011. The said Decree targets to eliminate the salary difference between the civil servants, undersecretaries, assistant undersecretaries, general directors, assistant general directors, department heads, province directors and experts of the same title and same position. Thus in the frame of equal payment to equal work application, the payment balance among the public employees will be provided by means of doing additional payments (available at <http://www.memurlar.net/haber/209283/>).

However, rather salaries of upper posts such as general directors, assistant general directors and department heads are affirmatively affected by the provision. Additional payment rates are increased in proportion to additional indicators (available at <http://www.finansgundem.com/haber/esit-ise-esit-ucret-nasil-olacak/282601>, 06.11.2011). Despite this fact, no increase has been made in salaries of teaching staff, religion civil servants, health staff other than physicians constituting the majority of public civil servants. This case has caused reactions and particularly considerable increase in salaries of management positions has been heavily criticized. Among the profession group criticizing it mostly is teaching staff, faculty members and health personnel (available at <http://www.finansgundem.com/haber/memurlari-yikan-haber/282967>, 11.11.2011).

In addition, Law about Amendment in the Law about Public Servants’ Trade Union numbered 6289 published in Official Journal dated 11.04.2012 amended the name of the “Law about Public Servants’ Trade Unions” dated 25.6.2001 and numbered 4688 to read as “Law about Public Servants’ Trade Unions and Collective Contract” and the civil servants’ collective contract right was recognized (available at <http://www.resmigazete.gov.tr/eskiler/2012/04/20120411-9.htm>).

Articles 28 and 29 of the Law stipulates the scope of collective contract. According to the Law:

Collective contract covers coefficient and indicators to be applied for public civil servants taking into account the current legislation provisions concerning public civil servants' financial and social rights, salary and remunerations, any rise and indemnities, extra payment, collective contract bonus, overworking fees, allocations, bonuses, birth, death and family aids, funeral costs, food and clothing aids and other financial and social rights. Except collective contract bonus, no difference shall be made between trade union members and non-trade union members when applying collective contract provisions. Collective contract provisions shall be valid for two fiscal years following execution of the contract. Public Employer's Committee in name of public administration and Public Servants' Trade Unions committee in name of public servants attend the collective contract negotiations. Public Employer Committee chaired the Minister to whom State Personnel Presidency is affiliated to is composed of representatives from Ministry of Labor and Social Security, Ministry of Development, Ministry of Finance, Ministry of Domestic Affairs and ministry representatives approved by the committee chairman and representatives of Treasury Undersecretariat and State Personnel Presidency. Public Servants' trade unions Committee is composed of fifteen members consisting of one representative to be selected as Committee Chairman by the confederation having the highest members in terms of total number of members of the affiliated trade unions and one representative to be designated by public civil servants trade unions having the most members in each service field, one representative to be designated by the first, the second and the third confederations based on total number of members provided that numbers of members of the affiliated trade unions are taken into account (available at <http://www.resmigazete.gov.tr/eskiler/2012/04/20120411-9.htm>).

In case collective bargaining fails to reach agreement, Public Civil Servants' Referee Board can be referred as specified under the Law.

In this chapter, the general structure of Turkish Public Personnel Regime and the transformation of it have been examined in a historical way, including the new trends. As it is seen in the Law amendments and Proposals, there is a tendency to change the traditional structure of Turkish Public Personnel Regime. At this point, some new trends like paying much more attention to job classifications and norm cadre, increasing the number of contracted personnel so the flexible forms of employment, beginning to collective contract, performance evaluations and performance based compensation system, flexible transitions to from private sector to public sector, total quality are becoming much more pronounced than before and some arrangements are being done gradually. In some public institutions, some of the new practices are also seen.

All of those new trends indicate that private sector's Human Resources Management tools are also being initiated in the public sector too. But as it is seen, Turkey is so new to apply those HRM tools in the public sector. In addition, there are many debates about if those HRM tools should be applied in the public sector and how they should be. It is obvious that Turkish Public Personnel Regime needs arrangements to end its clunky structure and form a more efficient and productive public sector. But those changes also bring some opportunities and constraints for the public personnel. So the initiatives of Human Resources Management tools in Turkish Public Sector will be evaluated in the 6<sup>th</sup> chapter in the framework of those questions.

## **CHAPTER-V**

### **HUMAN RESOURCES MANAGEMENT INITIATIVES IN TURKISH PUBLIC SECTOR**

#### **5.1. THE MAIN HRM TOOLS EMPLOYED IN TURKISH PUBLIC PERSONNEL REGIME**

It is known that, the changing internal and external conditions today have forced the organizations to fulfill the requirements for transformation into information society. So, taking into account the fact that the purpose at change should be efficiency of the organization', it is inevitable to change the today's management understanding in public sector in particular according to the era requirements (Dinçer, Öngel, 2004:1).

Human Resources Management focuses on management and control of human resources in order to achieve the strategic aims of the enterprise. HRM also pays considerable attention to importance of motivations of the employees and their loyalty to the organization. Those developing models in regard to human resources management suggested that it plays a very important role in both private and public sector. In respect to private sector, when the employer fails to manage the human resource as perfect as possible, as a result the company will fail. Similarly, in public sector, effective management of employees is paid importance heavily, standard and quality of public services is subject to their motivations, skills, their use of their capabilities effectively and service direction (Naralan, 1995:12, quoted in Bingöl, 2010:3).

As Naralan (1995:12), quoted in Bingöl tells, transformation from industrial society to information society also changes the nature of the employed workforce together with technological developments and international competition and

education level increases and transformation from production workforce to information workforce occurs. Thus essential changes are also needed in organization structure. In general, new organizations have a participant, customer centered, dynamic, flexible, skill focused, team work based structure and characteristics with unlimited working time (Naralan, 1995:12, quoted in Bingöl, 2010:2). In addition, “more and more women take part in workforce and different types of working such as part-time, teleworking have occurred” (Bingöl, 2010:2).

It must be acknowledged that it is no easy matter to develop a consistent and integrated set of HRM techniques. It requires perseverance, managerial competence and a personal function tuned in to commercial thinking and sympathetic managerial attitudes and behavior. In well-developed divisional structures authority can be delegated to business or divisional units with a high level of autonomy. The head office in such a structure might confine itself to overall financial control and setting broad guidelines, leaving the division to implement its own brand of HR or personnel management. The role of reward system is given pride of place in HRM. Reward systems are normally used as a change mechanism to create a more pronounced performance-oriented culture. Also, they can be used to encourage the development of new skills, and can be linked to performance evaluation schemes. Another technique to consider is training and development because HRM embraces the notion of developing employees and enabling them to make the optimum use of their abilities for their own sake as well as in the interest of the organisation (McKenna and Beech, 2008:17).

Also told by Tutum, (2003:447) quoted in Eren and Eken, essential wearing is noticed in the principles such as "consistency", "impartiality", "guarantee", "full-time", "equal payment for equal position" and "public-private sector distinction" which are conventional factors of civil servant today. In parallel to new developments, employment of civil servants under short term contracts have become popular in some countries and thus conventional civil servant guarantee has worn out essentially. Performance based payment systems have been put into practice in several countries. Collective compensation system has been replaced by out of scope applications. The line between public and private sectors has started to fade out (Tutum, 2003:447, quoted in Eren and Eken, 2007:180-181).

Thus, when the development of Turkish Public Personnel Regime and the new practices have been examined in the fourth chapter, some HRM initiatives in Turkish public sector are also seen.

It is known the activity of human resource planning the inventory of current employees' skills are compiled, job analysis and job classification are realized as determining current pay and benefit costs for all employees. Especially in the development activity of HRM applications, performances of organizational units are recorded to measure the productivity as well as employee performances for the performance evaluation. Some quality betterment activities at work are also seen as encouraging training and development, employee motivation and job design in the framework of the needs by measuring organizational climate (Klingner, Nalbandian, Llorens, 2010:93).

The new HRM initiatives in Turkish public sector are seen in the direction of flexible forms of employment, norm cadre, performance evaluation and quality at work in the agenda. Those new practices are not applied in all of the public institutions; they are witnessed only in some public institutions. But there is a tendency to apply those private sector's HRM initiatives in the public sector when the Law amendments, Proposals or development plans have been examined. So, those new HRM tools have been chosen and discussed in this thesis.

### **5.1.1. Flexible Forms of Employment**

As it is mentioned recently much more, Demirci tells that flexible employment covering broad variety such as flexibility in working hours, workforce and payment as applied in private sector working times means connection to the work by means of employment, work contract, service deed and is used to reduce the workforce costs. Fed from the logic of "less personnel more work" this application in private sector runs through the methods such as part-time work, work at home, work

on call and work share. Neo-liberal policies trying to make employment conditions identical in public and private sectors intend to apply flexible employment in order to eliminate the guarantee system considered as "unfair gaining" by OECD. For this purpose, it has been tried to convert the public employment system by means of working method of temporary nature such as contracting in line with the demand to reduce public employment (Demirci, 2009:149-150).

By help of flexible employment the entities make easier the recruitment and discharge rules and may employ the employees easily in line with quickly transforming economic atmosphere and changing work conditions. This application runs as the instrument providing non-secure employment conditions through getting away from secure employment forms of which rights and liabilities are specified under laws in public and allow the entities to act as they like in this matter. Flexible employment means bonding to the work via contract, service deed and thus it is not life long engagement of the person. If flexible employment is desired, career system is obstacle and is to be terminated. The system allowing flexible employment is the staffing/cadre system (Demirci, 2009:150-151).

In fact, civil servant status is seen as the foundation of the public personnel system. In addition, since the service performed by the civil servant is "continuous service", the position needs to be permanent as defined by Serim (2008), quoted in Sayan. This is essential so that the public services are not interrupted. Contract regime is the employment type based on "job description" rather than career where the personnel has no status or work security. The contracted personnel is neither worker nor civil servant. S/he is not civil servant because s/he has no absolute work security and the contract is renewable for certain periods. S/he is not worker because s/he has no capability to specify working conditions mutually. Contracted personnel status before Civil Servants Law numbered 657 was not for hiring personnel of special knowledge and expertise but for creation of a compensation system different from the paid to civil servants. The purpose is to pay more to the contracted personnel than the civil servants. However, this has created both status

differentiation and legislation confusion in public personnel regime (Serim, 1988:135, quoted in Sayan, 2009: 208). For that reason, the initial version of the law numbered 657 has adopted “one single employment form” by combining the legal status of the personnel working in public service. However, this case started to change with the law numbered 1327 prepared by Ministry of Finance in 1970. According to the first provision of law numbered 657 in 1965 the contracting valid for only foreign experts, requiring clear provisions in organization rules of the entities and valid only for State Planning Organization started to be used in new fields starting from 1970s. It was started to use it for a different purpose, to reduce civil servant system since 1980s (Tutum, 1970:11–29, quoted in Sayan, 2009:209).

Demirci also mentions to the increase of contracted personnel. It is defined that Decree Law numbered 399 stipulating State Economic Enterprise personnel regime and deemed as fundamental text was adopted in 1990. According to this Decree Law the services at SEEs will be carried out by civil servants, contracted personnel and workers. The civil servants will be subject to Civil Servants Law, the workers to Labor Code and contracted personnel to Decree law numbered 399. Application of contracted personnel which has been getting away from the definition provided under the law has now materialized the employment of personnel not in civil servant status but contracted personnel to be employed in new services listed under permanent works after the Law numbered 4924 put into effect in 2003. This Law authorizes Ministry of Health to employ personnel in contracted personnel status in the provinces to be specified. The application of employment of contracted personnel in main and permanent services at Ministry of Health was followed by employment of contracted teachers at Ministry of National Education. Most of the contracted personnel employed by public sector were collected in SEEs in 2004. High number of SEE personnel during that period is a matter of privatization policies. During that period the civil servants were encouraged to become contracted or transfer to another entity of those preferring to remain in civil servant status. While the number of personnel in SEEs decreased in 2007, the number of contracted personnel in public administrations subject to general budget scope increased. It is

because employment of contracted personnel for main and permanent services has been allowed under the provisions. (Demirci, 2009:154-155).

Defined by Aslan (2005), quoted in Sayan, contracted personnel stipulated in a separate and complex under the legislations can be collected in 5 groups. They are: a) contracted personnel employed under article 4/B of the Law numbered 657, b) contracted personnel as required in the staffing, c) contracted personnel working at Regulatory Boards (independent administrative authorities), d) contracted personnel working at Ministry of Health and Ministry of National Education and e) contracted personnel employed at SEEs subject to Decree Law numbered 399 (Aslan, 2005: 334–379, quoted in Sayan, 2009:209).

Status of contracted personnel is intended to be made a main employment form like civil servant status with the provisions stipulated under law dated 2007 and numbered 5620. Interim personnel defined under article 4/C of law numbered 657 are the personnel hired under contract but not worker. Interim personnel status is the status quickly spreading in Turkish public personnel system. Those subject to this status are behind the contracted personnel in respect to rights and working conditions they are subject to. The definition of worker has been provided under article 4/D of law numbered 657. According to this provision the personnel not falling into scope of paragraphs A, B and C of article 4 of Law numbered 657 are workers and provisions of law numbered 657 are applied to workers. Hiring as worker means hiring under labor law in public sector. The law in effect today is Labor law numbered 4857 (Sayan, 2009:210).

According to Confederation of Public Laborers' Union (KESK):

A flexible employment form is desired in our country where majority are deprived of rights and guarantees as the system is already flexible. The employment structure in public intended to be made more flexible with the forms of subcontracting and interim worker employment accelerated with privatization has been a comprehensive threat after 'Public Personnel Regime Reform' efforts. With the target of opening public services to market they want a system in which public laborers' work security is terminated and number thereof is limited, the workplace and job description can be changed any time, the payment and advancement are based on performance system, employees are forced to compete with each other, all infrastructure thereof is prepared by means of high cost training programs and trade unions are only 'approval authority'. In short, the capital forces the system of no rules in all fields (variable rules as per needs) in line with their own interests. And this means more exploitation, more unemployment and more non-organized structure. Collective

bargaining one of the main functions of trade unions is directly affected by such developments. With flexibility the working conditions are individualized and ways to individual bargaining (or unilateral employer arrangements) are intended to be opened. A working life where unsecured, no trade unions exist and rules thereof set out by capital is targeted. What is intended is less public employees, longer working times and more work load (available at <http://www.kesk.org.tr/node/34>, 31 March 2010).

On the other hand, the merit principle of bureaucratic models does not work during recruitment and promotion due to political effects (favoritism), which led to pursue of flexible employment. Although hard employment order has occurred with the aim of protection of employees, it has caused too high number, low productivity and collection of employees in certain locations. In order to overcome such problems, norm cadre application is considered, which is an instrument of flexible employment policy (Ataay, 2003:211, quoted in Eren and Eken, 2007:183).

### **5.1.2. Norm Cadre**

As examined under part one, bureaucratic model adopts individual specific (rank) principle. The person is employed for a certain career, profession, work area and becomes member of a certain career. Having an organic relation between education and service commencement, in the rank system it is employment entrance level (rank) is determined by education level (diploma). In this system the salary to be paid depends on the rank (grade) of the person. Also the rank provides the guarantee. Public civil servant whose staffing is terminated is also dismissed from the work. Because the status of a person is subject to career (Canman, 2000:23, quoted in Eren and Eken, 2007:186).

Business understanding adopts work specific career system (staffing) that is open system. The main purpose of the system is to match the person with the work. During recruitment it is the work to be performed, which is determinant. In this system, the person is required to have acquired the knowledge and skills required for the work in advance. What is important is whether or not the person can perform the

work, and it is likely to enter the service at any level. Rather than measuring the general knowledge and ability in the entrance exam, the special knowledge and skills required by the work are measured. The security is limited to the work and duty and therefore relationship with service continues as long as work and duty continues. While fixing the salary, the basic factor is the degree of difficulty of the work and responsibility (Canman, 2000:21, quoted in Eren and Eken, 2007:186).

“Workforce planning aims to specify the number and qualifications of the personnel required by the work load” (Canman, Öktem, 1992:31).

“Norm cadre is the determination of staffing needed by public entities and organizations to be able to perform their duties effectively and efficiently in terms of qualification and quantity” (State Personnel Presidency, 2010). Norm cadre process consists of “Organization analysis”, “Job analysis”, “Duty definitions and duty requirements”, “Norm cadre number determination” processes (State Personnel Presidency, 2010):

**Organization analysis:** The process of establishment of organization chart enabling achievement of organizational purposes in the most effective and efficient manner.

**Job analysis, job measurement and job description:** the process of determination of load for each unit in organization chart.

**Norm cadre determination:** The process of determining the number and qualification of the personnel to be employed for each unit indicated in the organization chart according to job analysis and job measurement results. The norm cadre in our country is specified under article 3 of Decree Law numbered 217, article 12 of Decree Law numbered 190 and “Procedures and Conditions to be applied in Norm cadre Activities by the Public Entities and Organizations with Decision of Cabinet of Ministers numbered 2000/1658”. General and added budget entities, revolving fund organizations affiliated thereto, funds established under laws, surety funds, social security organizations, general and value added budget transfer subsidized organizations, province private administrations, municipalities and the

unions, institutes and enterprises established by them, state economic enterprises and affiliates are within this scope. A work calendar has been formed for norm cadre application at public entities and organizations under the Communiqué numbered 2001/139.

According Resolution of Cabinet of Ministers numbered 2003/6532: “Norm cadre works will firstly be completed at the entities/organizations to be specified by State Personnel Presidency and Ministry of Finance, according to the results, a further calendar will be specified for starting it for those approved convenient by State Personnel Presidency and Ministry of Finance” (State Personnel Presidency, 2010).

By application of norm cadre which is concrete statement of merit principle, one of the inevitable factors of modern personnel management, instead of work fitting individual, job description has been made, standards and requirements have been specified and thus it is aimed to select person fitting the work and position. By application of robbery system by political governments within evolution of public personnel management, transformation from waste of human resources and financial sources to a period when positions with well defined standards, the human resources have reached an advanced step to achieve a rational functioning (Tortop, Aykaç and others, 2007:507).

Comprehensive addressing the personnel regime one of the main matters neglected in studies of re-structuring the public administration in Turkey, as a whole in norm cadre provides an essential function for achievement of a modern operation of public administration. With norm cadre studies job descriptions for positions for the first time in Turkish public administration have been provided and job measurements and job analysis have been conducted and all of those assessments are all pleasing developments (Tortop, Aykaç and others, 2007:508).

Manpower planning contains several activities targeted by public personnel management. They are personnel management functions such as arrangement of duties effectively, personnel classification, personnel selection, performance and potential assessment criteria developments, work satisfaction, assignment, career development, awarding systems planning, personnel recruitment, personnel loss estimation, compensation methods development, establishment of balance between the location where organization is located and workforce system etc. (Canman, Öktem, 1992:54).

During talks with State Personnel Presidency it has been discovered that the norm cadre is applied at Ministry of National Education, Ministry of Health and municipalities and the success rate of the applications is subject to discussion.

Norm cadre application has been made legal necessity for public entities today. The works within scope of norm cadre were first carried out in 1990 at Ministry of National Education for the first time during process of re-structuring in Turkey. The Ministry adopted a new regulation concerning fixing the norm cadre in 1999. While specifying the requirements and procedures of the regulations basic principles such as conduct of management, education and teaching services at schools and entities by required and adequate personnel, non-creation of idle capacity in personnel part, direction of idle capacity to the schools and entities needing it so as to ensure efficiency were adopted (Demirci, 2009:168).

The regulation of Ministry of Health constituting basis for personnel appointment was the Regulation about Beds and Staffing Standards of Ministry of Health. However, when the Ministry has recently failed to conduct health personnel employment and distribution in a balanced manner, the Ministry incorporated into the regulation an application called Personnel Distribution Table and fixed it as basis for appointments to be made and the table has been amended and published from time to time (available at <http://www.memuruz.biz/sayfa-haber-isim-haber-11939.htm>).

Regulation about Beds and Staffing Standards of Ministry of Health Rural Area Organization states that:

It has been prepared to specify procedures and conditions concerning classification of health and other service entities and organizations in the rural area organization of Ministry of Health according to service purposes, types, bed capacities, distribution of patient beds of the bed institutes and personnel to be assigned in such institutes and organizations, related standards determination and regular and service requirements of the staffing”. Furthermore, article 4 entitled “Staffing Standards and Consistency of Staffing” of the Regulation specifies that “the tables attached to this Regulation indicates the maximum staffing standards of the entities and organizations. Increase or change of standards beyond or other than these standards and personnel appointment cannot be conducted (available at <http://personel.saglik.gov.tr/>).

### **5.1.3. Performance Evaluation**

Sayan argues that “Personnel and Success Evaluation” as referred to under Draft Proposal Law dated 14.05.2005, that is, “Performance Evaluation” is proposed instead of “registry” system of Civil Servants Law numbered 657. However, this amendment should not only be perceived as amendment in personnel evaluation technique. Because according to article 4/c entitled “Basic Principles” of the draft “entrance of civil servants and contracted personnel in public service, their advancement, promotion and dismissal are based on rules specified in advance and their success status.” This means that the performance evaluation specified under the draft will be in priority for several cases ranging from entrance into public service, quitting the work and fixing their salaries under article 111 and temporary article 20 of the proposal (Sayan, 2007:521).

“The term performance defines the outcome of activities pre-defined to achieve a certain target in numbers and in terms of ‘quality’” (Akal, 1998:1, quoted in Sayan, 2007:521). “Evaluation means the process of reaching a judgment about success or failure” (Canman, 1993:3).

It is known that evaluation systems constitute basis for applications concerning personnel as defined by Canman (1993:3). So, “In this respect personnel evaluation serves to several purposes such as promotion of personnel, training needs

fixing, finding success rate, awarding, payment increase, duty change, dismissal, retirement etc.” (Canman, 1993:3).

“Performance evaluation is only one part of the 'performance management' process. In order to be able to conduct such evaluation fully, the system called 'performance management' should be put into practice” (Canman, 2000:135, quoted in Sayan, 2007:522). In this process, strategic planning (mission and vision statement), job descriptions (norm cadre), performance criteria and targets, performance evaluation and performance inspection processes are found. In this respect, there are two types of performance evaluation namely, as stated the entity's performance evaluation and individual's performance evaluations should be taken into account (Songur, 1995:1, quoted in Sayan, 2007:522).

The studies conducted in Turkey are about performance evaluation of the personnel. However, it should not be forgotten that the setting out the performance targets of the entities is one step ahead of the setting out personnel performance criteria. Because the personnel performance criteria are set out according to entity's performance targets. For that reason, while the efforts for Public Personnel Law Proposal Draft dated 14.10.2005 were in progress, a comprehensive activity on nationwide was started and preparations for transition to performance management system were accelerated. Ministry of Finance has assumed the duty of establishing performance based budgeting guide for public organizations while State Planning Organization has assumed the duty to establish strategic planning and performance programs, strategic planning guide and application of them has been started at pilot organizations (Sayan, 2007:523).

In addition, with the Resolution of Cabinet of Ministers adopted in 2000 (2000/1658) according to performance management of total 3.576 public organizations consisting of 110 centers, 101 autonomous, 37 SEEs and 3328 local management units have been requested to re-organize their organizations and establish the most convenient human resources standard staffing (TODAİE, 2004, quoted in Bilgin, 2004:23). On the other hand, in the development plans prepared in Turkey, it has been stated that the maximum care will be paid for raising workforce qualifications and efficient employment within framework of modern management science and techniques in public sector, that efficiency, effectiveness and saving thus performance will be increased, regarding human resources regime norm cadre and

objective selection criteria based employment policy will be followed, career and merit will be taken as basis, complex compensation system consisting of current several payment items will be given up and joint and equal work equal payment principle based system will be applied, and trade union rights development will be taken as basis (DPT Report, 2000, quoted in Bilgin, 2004:23).

Eren and Eken argue that centralized understanding in compensation, there is a failure to make price differentiation with standardization and using seniority as the most important payment indicator cause to several problems in the traditional system. The utmost important problem among them is the failure to reflect the individual success compensation and failure to give awarding. Salary increase by seniority automatically makes it useless to display further effort to become successful and particularly prevents young dynamic and skillful employees of lower level to use their potentials (Eren and Eken, 2007:188).

After performance becomes more important, firstly, civil servant has been removed from the classification of profession and replaced with contracted status limited with certain times. Secondly, instead of appointment criteria “according to education and seniority internally” to the upper stages of bureaucracy opening way to the advancement in the entity subject to work period and success of the civil servant, it has been allowed to make appointment outside the entity under performance contracts. Thirdly, instead of compensation based on status and seniority, performance based compensation is emphasized. Finally, instead of promotion used as means of awarding, material factors such as premium, extra payment etc. are put forward as material incentive means (Eren and Eken, 2007:189).

However, compensation system based on performance considered to provide several functions by employees and entities is a system also having negative aspects such as failure to set out proper and adequate performance criteria, conversion of competition into conflicts and additional costs on the organization (Bilgin, 2004:92, quoted in Eren and Eken, 2007:189). “In case the performance evaluation criteria are not objective, measurable, easily understood, valid, reliable and verifiable, system favoritism can be thought to increase” (Eren and Eken, 2007:189).

Balcı and Kırılmaz tell that, one single personnel and compensation regime has been specified at public organizations in Turkey under Law numbered 657. First of all, it is doubtless that legal support will be needed for application of modern management techniques in public organizations. However, although there are not legal arrangements in this field, the case has caused failure to use the techniques such as job evaluation, job study, performance evaluation, efficiency measurement and control required by performance based compensation system. Thus, the performance based compensation has become widely used in public sector but it is valid in terms of public employees working at SEE and in “worker” status (Balcı and Kırılmaz, 2005:180-181).

On the other hand, the persons in the management status in public organizations are rather “civil servant” before being public official and therefore are far from the authority to be capable to make decisions in name of their organizations autonomously. In addition, because of political worries since persons in management positions in public organizations are replaced frequently and deprived of guarantee to stay in such positions for long time, application of compensation system based on efficiency which is deemed as reform is prevented (Balcı and Kırılmaz, 2005:181-182).

The performance measurement system, which is started by Kocaeli Special Provincial Administration in 2008, has been a first example between the public institutions in Turkey. Cause of the lack of an auditing mechanism for the performance by the State, the system leads institutions to outsource for their performance measurement. Kocaeli Special Provincial Administration was also a candidate to the “PERYÖN Human Management Awards” in 2008, which were given to the successful human resources management applications, performed by Turkish Personnel Management Association (PERYÖN) (available at [http://www.isteinsan.com.tr/isteinsan\\_gazete/kamuda\\_performansa\\_gore\\_maas\\_done\\_mi.html](http://www.isteinsan.com.tr/isteinsan_gazete/kamuda_performansa_gore_maas_done_mi.html)).

It is also seen that Ministry of Health has started extra payment application from revolving capital incomes in order to put into practice the performance based compensation system in public health sector in addition to existing compensation policy since January 2004. Then the personnel working at health entities and organizations affiliated to Ministry of Health have been paid extra payment from revolving capital income based on their performances in addition to their salaries since 2004. The physicians have been made extra payments in proportion to the examinations and operations conducted while personnel other than physicians have been made extra payment from revolving capital incomes taking into account the criteria such as grade, degree, title etc. With the help of performance evaluation methods, it has been aimed to monitor the actions taken by hospitals to improve the services offered by them and comparison of them with the targets specified in respect to improvements. Here the improvement of hospital performance is defined as the main target about this topic rather than finding out individual fault (Demirci, 2005, quoted in Balcı and Kırılmaz, 2005:182).

#### **5.1.4. Quality at Work**

Considering that the quality is not only directly work of those producing service but also everybody working in the organization and all production activities are for meeting the needs of people in the end, it is understood that the place of the human being in the organization is more important than the production factors such as money, technology, information and management technique. Within framework of “man first” understanding, this fact requires adaptation of an approach based on respect to employees, meeting all material and moral expectations in working atmosphere, increase of self-confidence and power to use discretion, development of knowledge and skills, integration with joint culture and basic objectives of the entity (Saran, 2004:293).

Saran tells that basic principles and policies related to recruitment, placement of public officials, promotion in the assignment, motivation, awarding, professional guarantee should be dealt with within frame of human centered management understanding required by quality understanding and with “Human Resources Management” approach, and importance should be paid to expertise, skill,

satisfaction principle, functionality and effectiveness in all those areas (Saran, 2004:293).

The improvement of working conditions, increasing compensation levels, payment of success premium, providing opportunity to advance in the profession, displaying appreciation and incentives are found in the among expectations of the organization employees. So, as Saran implies, public service should be designed in line with desires and expectations of the citizens and also satisfaction of public civil servants who are internal customers should be provided in a manner allowing “cooperation” and “team work” to display sense of belonging and share honor of success, display their capabilities, improve their identities (Saran, 2004:294).

These principles may be considered together with some methods and techniques as stated in the following (Saran, 2004:294-295):

- **Empowerment:** “Transfer of powers and responsibilities to employees, providing their participation in decision-making processes, giving importance to team work, motivation and awarding approaches” (Saran, 2004:294-295).
- **Continuing Education:** “In addition to employment of proper and trained employees, giving on-site training continuously, improvement of knowledge and skills” (Saran, 2004:294-295).
- **Outsourcing:** “Instead of performance of all works by the organization, procuring performance of works other than main activities, exploitation of knowledge of experts and consultants outside in the areas where organization needs” (Saran, 2004:294-295).

## 5.2. METHODOLOGY OF THE RESEARCH

It is seen that especially after 1980s, some changes have begun to be realized about the management of personnel who work in the public sector and when the Law amendments are examined, it is observed that mainly the Human Resources Management techniques of private sector are used in the new regulations.

The main reasons of those changes are seen to decrease the load for the State as creating a more efficient and productive public administration with sensible personnel about the public sector costs, so changing the thought of “guarantee-job” of the public personnel.

In the methodology part of the thesis, the research method has been stated as “Critical Rationalism”, because of combining the “Cautious Realist” assumption in ontology and “Falsificationism” approach in epistemology.

In the ‘cautious realist’ ontology, “There is an independent external reality, but claims that it is impossible for humans to perceive it accurately because of the imperfections of the human senses and the fact the act of observing is an interpretive process” (Blaikie, 2007:15). According to Guba (1990b:20), quoted in Norman Blaikie (2007:15), this ontology is defined as the ‘cautious’ realist cause of researchers need to be critical about their work in the sense of human frailties. “But, although one can never be sure that ultimate reality has been uncovered, there can be no doubt that reality is out there. Realism remains the central concept” (Blaikie, 2007:15). And “falsificationism” epistemology which was developed by Karl Popper, encourages the “cautious realist” ontology. According to Popper (1961), quoted in Blaikie:

The logic of the social sciences, like that of the natural sciences, consists in trying to out tentative solutions to research problems; solutions in the form a theory are proposed and criticized. A theory that is not open to criticism must be excluded as unscientific. If the theory is refuted, either it can be modified or another presented

and tested. However, if the theory withstands the testing, it can be accepted temporarily. This allows us to get as near to the truth as possible (Blaikie, 2007:21).

So in the framework of ‘cautious realist’ ontology and ‘falsificationism’ epistemology, ‘positivism’ which is widely used in natural sciences, is not enough to answer all of the questions in social sciences. The experiences of human senses are a major factor in science, but we live in a society, and our values, cultures, norms and other such things affect our thoughts and observations. The solutions are proposed and we accept them, but by the time, we criticize them and form new ones.

Then first of all, observation method and interviews have been used in this thesis to see the success or constraints of the Human Resources Management initiatives in Turkish public sector. Criticism has also been important for the development of the thesis. Here, ‘Critical Rationalism’ paradigm is defended, which gives the answer of ‘Yes and No’ to the question of if the methods of the natural sciences be applied to the social sciences (Blaikie, 2007:109). “It also argues for the use of the same methods, or logics for advancing knowledge, but rejects the view of science associated with Positivism in favor of a different one” (Blaikie, 2007:109). According to Popper’s version (1976, 89-90), quoted in Blaikie:

The method of the social sciences, like that of the natural sciences, consists in trying to out tentative solutions to certain problems. They are proposed and criticized, if it withstands with criticism, we accept it temporarily, as worthy of being further discussed and criticized, so a ‘trial and error’ method is used (Blaikie, 2007:115).

“Deductive Research Strategy” has also been adopted as the logical procedure of the thesis. The aim of the Deductive Research Strategy is defined like “To test theories, to eliminate false ones and corroborate the survivor” (Blaikie, 2007:8).

In Deductive Research Strategy, generally it is begun first of all by putting “a tentative idea, and then deduce a conclusion, test it by observations or experiments.

If the test fails, it must be false and rejected; but if it passes the test, the theory is temporarily supported” (Blaikie, 2007:71).

It is known that Human Resources Management tools are mostly preferred by the private sector as thinking they contribute to the increase of efficiency and productivity in services positively. So in this thesis, the initiatives of main Human Resources Management tools in Turkish Public Sector have been examined as choosing the four basic tools: Flexible forms of employment, norm cadre, performance evaluation and quality at work. Then it has been tried to find out if those HRM tools are really beneficial to prevent the cumbersomeness of the public sector and contribute to increase the efficiency and productivity in Turkish Public Sector. Also the effects of those changes have been evaluated for the public personnel in terms of opportunities and constraints.

Then, this research question has been tested by observations and interviews as trying to find out true solutions. Inductive Research Method has also been applied as combining it with the Deductive Research method to test the theory. For the empirical part of the study, as in the Inductive Research Method, first of all, the data has been accumulated to see what the functions and priorities of Public Personnel Management and Human Resources Management are and later applying observations and interviews to test the research question. Thus, while combining it with Deductive Research Method, it has been tried to find out the effects of the new HRM applications for the public personnel in the framework of interviews and what can be done for the improvement of the public institutions’ Human Resources Management practices.

So in this thesis, the talks with State Personnel Presidency which is at the center of the reforms have been discussed and on the other hand, with managers (doctors at hospital) and employees have been interviewed at a General Directorate of a Public Bank, which is a State Economic Enterprise, TÜBİTAK which is among Scientific, Technical and Cultural Public Organizations and Gazi Hospital affiliated

to Ministry of Health in central administration in connection with the amendments made in public personnel regime. Those public institutions have been chosen cause of it is known that there are examples of some new HRM applications like norm cadre, performance evaluation and flexible forms of employment in terms of working as a contracted personnel or worker and some quality improvement studies like in-service training. Then the interviews have been realized with 4 personnel (1 Head of Department, 2 specialists and 1 assistant specialist) from State Personnel Presidency (DPB); 4 personnel (2 Doctors, 1 Health Technician, 1 Nurse) from Gazi Hospital, 6 personnel (3 managers, 3 specialists) from a Public Bank and 5 personnel (1 manager, 1 specialist, 2 assistant specialists and 1 officer) from TÜBİTAK.

Eren and Eken (2007:175-176) also tell the basic reasons of looking for the reform in Turkish Public Personnel Regime, as in the following:

- Some “scope” related issues occur. Law about Civil Servants numbered 788 and Law concerning Civil Servants numbered 657 has not been enough to cover all public employees, and it is seen that persons working at different entities have been subject to different legal requirements. Some basic personnel principles like “equal payment for equal work” have not been applied cause of different legal requirements provided different rights and liabilities.
- Issues related “employment” have occurred. At the top of such issues is seen as the lack of human resources planning. Accordingly, Turkish public administration system does not have the qualifications required by the service and fails to provide adequate number of personnel.
- “Legislation” related issues also occur. Provisions concerning public employees are provided under administrative discretions rather than by-laws and regulations. In the cause of this case, there has been a transformation from “legal regime” to “administrative regime” in Civil Servants Law. Also legislations have been realized from the top and in separated way.
- Some “classification” problems are seen too. “Fulfillment of the duties by the public administration as required depends on clear description of duties,

clearly setting out the qualifications that employees should have” (Tutum, 1979:45, quoted in Eren and Eken, 2007:175). In the Civil Servants Law, government civil servants are defined in 10 classes. Profession and specialization fields of same features but requiring different personnel actions are summed within the same class. In the classification, provisions lack any sanction making it necessary the employment of the civil servants only in the duties related to their own professions is a significant problem too. It prevents right employment principle (Canman, 2000:291, quoted in Eren and Eken, 2007:176).

- The problems related to “merit and career principles” are also important. In the laws the merit and career principles are adopted, but in practice generally it is seen that they are mostly violated and worn out. Particularly, political opinions gain important during promotions and assignment to top positions, appreciation power is exercised arbitrarily and the principles are made ineffective by means of “lift advancement”. However, some applications like centralization of employment examinations and administering advancement examinations in some professions are the good developments in regard to such principles.
- “Compensation and awarding” problems are debatable topics too. Compensation problems are seen in two directions today, namely “inadequate fee” and “imbalance between fees.” Payment imbalances arise mostly out of status and entity differences. Awarding problems are also important. In the article 123 of Civil Servants Law, it is stated that awarding can be applied such that the civil servants displaying extraordinary effort and work in comparison to their peers can be awarded with a payment not more than one salary in a fiscal year upon approval of the affiliated or related minister. It is seen that there is a limitation for the number of those to be awarded as being far from rationality (Eren and Eken, 2007:176).

Article 117 of the law dated 13/2/2011 and numbered 6111 has terminated article 123 of the Law numbered 657, and article 122 with title “success, outstanding success assessment and award” has been changed as “the

employees performing their duties successfully in comparison to their colleagues with extraordinary efforts and works at their assigned entities will be awarded with success certificate, those granted outstanding success certificates will be awarded with prize of up to 200% of the highest civil servant salary (including additional indicator) if approved by affiliated or related minister at the center, by province governor at province” (Law numbered 657). As it is seen despite the amendment, no adequate incentive and awarding system has been established for civil servants.

- Finally, another important problem for public employees is “training”. Three main purposes in-service training are generally about to improve the qualifications, efficiency of the personnel and to prepare them for higher positions. However, in Turkey there is a tendency to adopt in-service training in public personnel management as fulfillment of a formality (Bilgin, 1997:156, quoted in Eren and Eken, 2007:176).

No doubt, Turkish Public Personnel Regime needs reforms in the framework of the above listed reasons. However, the extent of the success of the reforms is another matter to be discussed.

Thus when examining the new trends in terms of flexible forms of employment, norm cadre, performance evaluation and quality at work in practice, the problems and missing points have also been discovered and some solutions have been suggested in regard to whatever is needed to be made for the improvement of the personnel system in Turkish public sector in the interview results and conclusion part of the thesis.

## **CHAPTER-VI**

### **INTERVIEW RESULTS**

As it is defined in the previous part of the thesis, some interviews have been realized to get the examples about how the public personnel see the new trends of Human Resources Management in the public sector. Main 12 questions settled in the Appendix A of the thesis, have been asked to some personnel of State Personnel Presidency (DPB) and to the managers, doctors and other personnel working in other public institutions and it has been tried to get their various thoughts about the changes. It is known that those interviews show a very small part from the public sector for this study. However, in the framework of those various thoughts, the opportunities and constraints for the public personnel have been tried to define while applying the Human Resources Management main tools in the public sector. Then it has been also discussed if those new trends contribute to increase efficiency and productivity in the public sector.

#### **6.1. Interview Results about Flexible Forms of Employment**

It is seen that there is a tendency to increase the number of contracted personnel in the public sector in Turkey. However it is known that civil servants have much more opportunities than the contracted personnel and workers who work in the public institutions. Some advantages of the civil servants are showed in the following. As told by İpek Özkal Sayan and Süha Oğuz Albayrak (2011:153) civil servants work dependant on ‘cadre’, while the others work dependant on ‘position’. Civil servants get ‘salaries’ that are defined in the general budget. So there is no risk of not getting salaries. There is a job-guarantee for civil servants whereas contracted personnel work with annual contracts and they may be terminated in any moment. Also there is the right of replacement for civil servants both within the institution and

between the institutions while the others cannot. In addition there is the right of getting green passports for the civil servants in among 1<sup>st</sup> -3<sup>rd</sup> degrees.

At this point it may be looked at what the State Personnel Presidency (DPB) personnel say in the interviews whereas the managers, doctors and other personnel working in other public institutions think about this topic.

Although there are theoretical debates, a Head of Department from DPB (Interview 1)<sup>1</sup> says that “A consistency policy about the main and permanent public services to be carried out by civil servants or contracted personnel is not followed. Just recently 200.000 contracted personnel have been transferred into status of civil servant.” But “narrowing the definition of civil servant” is seen necessary as also being suitable for the logic of “collective bargaining system.” On the other hand it is also added that “contracted personnel in the public sector will be of no difference and they also have pension, it is not unsecured system only the name is contracted.”

So generally it is observed that in the interviews of DPB, working as a contracted personnel in the public sector, is not seen as an unsecured system, because of the structure of public sector. And it is said that this position does not prevent the forming of permanent personnel in the public sector.

However one specialist tells that there is no advantage of working as a contracted personnel any more:

At the beginning, ‘contracted personnel’ was a type of employment which was considered for the compulsory and exceptional situations. So, the services which could not be offered by the civil servants in the public sector in terms of qualification and payment, were being fulfilled by the contracted personnel as an exceptional personnel... But after 2000s, the contracted personnel employment has become widespread. So, now there is no advantage of this type of employment, it is completely a disadvantage. This different type of employment damages the peace in the public sector. (Interview 4)

---

<sup>1</sup> The lists of the interview and the questions are found in the Appendix A.

Therefore it seen that there is not a consensus about this topic at DPB. Now it may be looked at the views of the personnel who work as civil servants, contracted personnel or worker in the other public institutions (at Gazi Hospital, A Public Bank and TÜBİTAK).

In the interviews, it is seen that working as a civil servant is much more preferred and it is seen more advantageous by the personnel in the public sector. Especially cause of its feature of the “guarantee of job”. Also there are demands to be able to get the green passports. However some personnel say that there is no difference working as a contracted personnel because of working with a permanent employment contract. If they worked with a contract of limited duration, then they say it would be a problem.

On the other hand, there is a small group who defends working as a contracted personnel because of its better opportunities of compensation and some health opportunities. Here are the some views of two managers working at a Public Bank:

I think, working as a contracted personnel in the public sector is an advantage, I do not see it as a disadvantage. When you work, you have advantages in terms of compensation. I think the works are evaluated with the superiors sufficiently. The self-confident personnel may develop his/her self in every time. These are true for the corporate places. But the contracts may be cancelled in a more quick way and may be favoritism in non-corporate places. (Interview 12)

At the beginning, we were working dependant on the Civil Servants Law numbered 657 but there have been some changes and now we are working as contracted personnel... Civil Servants Law no 657 is providing lots of rights for the civil servants. So there is a job guarantee understanding, this situation is causing the cumbersomeness of the personnel in the public sector. If the system in institutions provides job analyses, a fair performance measurement, then working as contracted personnel is much more useful in terms of productivity. Promotes are better in terms of compensation. Those increase the performance. (Interview 14)

It is seen that there is a tendency to increase the number of flexible forms of employment like contracted personnel in the public sector. But as State Personnel Presidency tells there is not a regular and strict policy about that.

However, it seems like the guarantee job thought may be prevented as increasing the number of contracted personnel, generally it is observed that working as a contracted personnel in the public sector, is not seen as an unsecured system by the personnel, because of the structure of public sector. Anyway, it may be a disincentive factor for the thought of job guarantee as maintaining the public personnel to perform much more.

On the other hand, working with an annual or even permanent employment contract is seen against the “career system” of the public sector by some academicians. But it is a fact that it will be beneficial for the increase of the public personnel performance and so will contribute to increase the efficiency and productivity in maintaining the public services. The constraints for the public personnel may be the termination of contracts, losing some other rights like replacement within and between the institutions, getting green passports etc.

However, legislation can be renewed to keep the some definite rights with civil servants equally. And if those arrangements are made, they should be same for all the “public personnel”. Then the work peace is also encouraged as maintaining the public personnel perform much more and creating a more dynamic public sector, even being more attractive for the qualified people.

So the “contract system” will be helpful to increase the number of hard-working personnel, as preventing the “guarantee-job” thought by some personnel who do not work sufficiently. Then this system may offer more opportunities for the successful personnel, even about betterment in “salaries”. It will be also useful to form norm cadres in a more healthy way, as shifting personnel according to the workloads.

Another question has been asked to State Personnel Presidency (DPB) if there will be any application for public personnel as working at more flexible times. It is seen that this kind of working is also being examined by DPB and it will be realized

in the public sector. It is said that legislation infrastructure is ready. But also a specialist from DPB adds that: “But certainly, this application brings a losing in terms of employee personal rights and salary.” (Interview 4)

Now it may be looked at the views of public sector’s personnel about working at more flexible times.

Most of the personnel support the new idea of working at more flexible times. And it is seen that they will be pleasure about this kind of new application if it is put into practice.

In general, it is seen that supporters say that flexible working increases the productivity and will be useful as arranging their time according to workload.

A health technician from Gazi Hospital tells that:

This new system provides more efficient results both for the people who get the services and who render the services. More personnel may be tasked in the intense work hours and vice versa. So the flexible working increases the sufficiency, happiness and loyalty of the personnel to the institution and also the quality in services. (Interview 7)

However, there is a small group who is against to working at more flexible times. When it is looked at the opposing views, one doctor says that:

Flexible working is not so suitable for our job; we have to see the patients, there may be urgent cases. (Interview 6)

And another manager from a Public Bank tells that:

Flexible working cannot be in the conditions of Turkey. We have not moral discipline and job discipline. The tables will be empty and the works hinder. The person goes out even if there is work or not. This application should not be certainly, it cannot be implemented in a healthy way. (Interview 12)

A specialist from a Public Bank:

Flexible working is open to misuses I think. Everybody wants to come to work and go in a comfort way. But I think, it cannot be applied in a healthy way.” (Interview 13)

In the private sector, the application of “working at more flexible times” for the employees may be more easily realized. Because in general, the private sector works with a system based on performance as giving the targets to complete them in a definite of time for the employees.

However public sector structure is not so suitable to work based on performance with targets in a period of time. It would be easier to apply this flexible working in project departments etc. But the works in the public sector are changeable and more dependant on instant conditions. So the workloads per day in the departments should be defined very carefully by the institutions. Then this application may also be useful to define the norm cadres according to the workloads in a more healthy way.

It is sure that “working at more flexible times” will maintain opportunities for the public personnel to work in a more comfort way, as contributing the increase of productivity in services, but it is also important to take into account that there is a risk of abuse in using this application by the personnel. So the legislation should be defined in detail as defining the sanctions. If the background of flexible working would be formed in a very good way, then it will contribute the increase of efficiency and productivity in the public sector.

Now the opinions of DPB and the personnel of other public institutions will be examined in the sense of how they see the flexible transitions from private sector to public sector. Also it has been asked to DPB personnel about how they assess the application of methods applied in the private sector to public sector in connection with Human Resources Management.

In the interviews of DPB, it is said that structures of public sector and private sector are different.

One specialist from DPB tells that:

Structures of two are different. If examined in terms of legislation, for example, recruitment of a manager from private sector to public sector even if s/he has no civil service employment, will be from top. When a person is employed from private sector, s/he cannot get well with public. (Interview 2)

And one assistant specialist from DPB:

There is a tendency to provide the action in the private sector structure into government entities-public sector too. But it is not something that can be provided in near future. Even contracted personnel in the public sector, they provide guarantee, not available in the private sector. (Interview 3)

Another specialist from DPB:

We are so new in terms of starting to apply Human Resources Management... I support everything that ensures the capability and merit in the system. But I think, it is better to execute the public administration within the framework of the status Law. I do not lean to the flexible transition of the personnel from private sector to public sector. Because, we are working according to the status Law. In order to maintain objectivity in the services, working according to those rules, is more important. If there is too much flexibility, I think it may prevent rendering the services how they should be in fact. (Interview 4)

So, generally in the views of DPB personnel, the private sector and public sector structures are seen as they are different structures and the transitions of personnel from private sector to public sector are not seen positive.

In the results of the interviews about how the public personnel think about the flexible transitions from private sector to public sector, it is seen that most of the personnel support the flexible transitions from private sector to public sector. And one person says it may be provided that there should be some measuring criteria like exam etc.

According to supporters' views, it is said that people should work where they deserve, the barriers should not be put and the private sector is a very developed sector that the experience in the private sector cannot be measured with an exam. So the personnel transitions can bring dynamism to public sector and there may be a

more productive public sector, however there may be some troubles in terms of adaptation.

One manager from a Public Bank:

There may be transitions from private sector to public sector. The barriers should not be put. It should be looked at the performance and career. If the person has the qualifications that you need and if you haven't found him/her at your institution, it may be possible to transfer him/her. (Interview 9)

One manager from TÜBİTAK:

The experience of the private sector is another thing, cannot be measured with an exam and the experience of the private sector comes before the public sector's exams. There may be an objective oral exam and the CVs (curriculum vitae) should be taken into account. (Interview 15)

On the other hand, it is seen that some personnel do not agree with those transitions because they say that public sector has a unique structure and personnel should be trained from the cradle and the public personnel's promotions should not be prevented by the personnel who come to top positions from private sector directly. So it is seen that some personnel in other public institutions share the similar views with the personnel of DPB.

One manager from a Public Bank:

I do not want the transitions of personnel from private sector to public sector. Because, until a define of time, while it is necessary the personnel who works in the public sector should come to upper positions according to his/her performance, another personnel from the private sector may come and get that position (especially he/she is brought for the management positions) without knowing the identity and climate of the institution. So, I am against of the transitions. (Interview 14)

So, it is understood that the flexible transitions of the personnel from private sector to public sector is not met so negative by the public personnel, cause it brings dynamism and the private sector's experience is seen very important. However a fear is also seen that those transitions may prevent the inner civil servants promotions, as creating some constraints for the public personnel. Also too easy transitions are not wished by the public personnel cause of they struggle with the exams in the recruitment process.

Therefore it is also important to put some measuring criteria to set the qualifications objectively in those transitions in order to prevent arbitrary actions. Generally an oral exam is done by the superiors but also some measuring criteria like university degree, certificates or other significant features should be put according to the needs of the public institutions and should be declared to the public. Otherwise, this application also causes to favoritism and creates dissatisfaction for the public personnel as effecting the efficiency and productivity in a negative way.

## **6.2. Interview Results about Norm Cadre**

It is told that norm cadre applications that were begun to be applied in some definite public institutions in 2000s, the desired consequences could not be got cause of those reasons that are defined by State Personnel Presidency.

Factors preventing norm cadre application (State Personnel Presidency, 2010):

- ✓ Continuation of re-structuring process in public administration,
- ✓ Continuation of transfer of personnel from privatized organizations,
- ✓ Lack of structure to specify the work measurement of the archive system,
- ✓ Extending service procurement method.

In the interviews with DPB, it is also understood that there are not sufficient job analysis and job descriptions and the cadres are defined with estimated numbers in the public sector.

A Head of Department from DPB:

Job analysis, descriptions are not made in the public sector. When recruiting personnel, very detailed job analysis, job descriptions are not made. There is a staffing based system, in case of vacancy, appointment is made. That is, there are staffing positions allocated for each entity, some leave by time, some quit, vacancies open up or staffing is not enough, additional staffing is opened up. That is, it cannot be called job analysis, how many engineers, workers, civil servants will work etc. They are not based on detailed job analysis, estimated numbers. (Interview 1)

And it is also said that in norm cadre applications between 2002 and 2004, lots of defects were occurred. In the interviews with DPB, one specialist (Interview 4) tells that it was considered to make the job analysis in order to realize norm cadre applications, but then there was a huge increase in forming the job titles, as matching them with job descriptions. In the result of norm cadre, any other task that is not in job descriptions cannot be given to civil servants and it is not seen suitable to Status Law. Because it is defined that “Job analysis and job descriptions are not being done. The civil servants in the public institutions, are dependant on Status Law and they are responsible to provide the tasks and services, given by the institutions.” (Interview 4)

...In terms of job descriptions, there were also some problems: When you define the job of a civil servant, you put an end to his service-providing. You cannot give any other task. None of the administrations, liked this situation. And the most important thing is that you should form new kinds of ‘titles’. You should put new titles like ‘The civil servant of file archive’, ‘The civil servant of registration’ and you should link those titles with their work. And you create some limitations for the tasks. But when you say ‘civil servant’, he/she works at any department where the personnel is needed in the institution. (Interview 4)

Also the job classifications that are defined in the Civil Servant Law No:657, are not seen sufficient by the specialist of DPB as telling that the number of them should be increased:

The classification of the jobs is still valid which takes part in the Code of Civil Servants No 657, as being the first job classification since 1970s. But those job classes are not sufficient to fulfill the public services at the real meaning. Especially the class of general administrative services, is like a bag class. All the services that cannot be put into other job classes, take part in that class. And now there is not any advantage of taking part in a definite job class in terms of employee personal rights, additional income or any other motivation tool. So, it is not much functional. The number of job classes should be increased... There is no any study about this topic. But if there may be the change of Code of Civil Servants No 657, this classification matter should also be taken into account. (Interview 4)

When it is looked at the results of interviews done with the public personnel from other institutions, it is also seen that there are not sufficient job analysis and descriptions in the public institutions as State Personnel Presidency personnel imply.

Some of the personnel tell that there are sufficient job analysis and job descriptions in their institutions. However most of the personnel say that they are insufficient. Generally it is said that “everybody does every work.”

On the other hand, it was also asked to different public personnel how they find the norm cadre application and if personnel of required qualifications and number are employed in their institutions.

As it is mentioned before, the norm cadre applications have resulted with failure and pilot applications were ended, because of no efficiency was seen as the Head of Department from DPB tells:

Firstly, job study, job analysis is conducted then norm cadre is fixed. We do not have such steps. We have norm cadre allocated to institutions under Law, if the cadre is not adequate, for instance, even if assistant expert examination is passed and expert is entitled, appointment cannot be made if there is no norm cadre. But such cadre has not been specified by job analysis. At present Ministry of National Education (MEB), Ministry of Health apply. Their applications are as follows: They have measurable services. For Ex.: MEB has number of classrooms, number of students. It may plan the number of teacher per students. Health Ministry: Hospitals, number of beds, number of nurses per patient can be specified. Such institutions have such easy applications and they apply them now. (Interview 1)

It is seen that there is a confusion defining job descriptions in the public sector in order to realize norm cadre applications.

A specialist from DPB also implies that:

...The application of norm cadre was given up, cause of the increase in the number of civil servants. Therefore, now there is not a definite norm cadre application in public administration. I think, personnel with required qualifications and number are being employed. But also, in my opinion, more civil servants should be employed; the number of civil servants is not enough. A lot of work is being made by company employees, instead of civil servants especially in local governments and health service areas. So, it cannot be measured the actual necessary number of civil servants. (Interview 4)

It is seen that there are not sufficient norm cadre applications according to the views of public personnel in the public sector as showing the same statements of State Personnel Presidency.

A few personnel from a Public Bank, say that norm cadre application is sufficient and it is seen that there is a more flexible norm cadre application at their department according to workload as a manager tells:

Norm cadre is an essential thing. It is tried to employ personnel according to norm in our department. We have experiences about it. For example, premium system based on performance. In our department, compensation based on performance is based on number of files per person. The number of personnel is affecting the number of files per person heavily. So we must take action according to norm cadre. Every personnel is given to a group that evaluates the firms using credits and writes files according to the regions of Turkey. When the number of credit files that will be evaluated in a region is low, then 10 personnel are over the number that is needed. We say that 6 personnel are enough for this region group. Then they are transferred to other region groups. So, compensation based on performance (we say “premium system” in our department) is a good leader for us to implement norm cadre in a good way. (Interview 12)

Especially it is known that there are norm cadre applications at the health sector made by the Health Ministry. But doctors and other health personnel complain about the lack of the personnel. And generally, it is seen that public personnel want a more flexible norm cadre application preventing the negative cases like problems in assignments, giving authorization at work to who deserve. Also a more effective and right norm cadre application is wished to realize shifting personnel to other departments according to workloads.

A doctor from Gazi Hospital:

Norm cadre is a good application on one side. The employment should be according to the needs. But it is not so suitable in state cadres. Because it may cause some problems in assignments. Especially for keeping the family unit, increasing the productivity at job, there should be a more flexible norm cadre application or it should not be valid for the assignments. As taking initiative, if one institution needs cadre, quotas can be formed in the assignments and norm cadre may be applied like that. (Interview 6)

A nurse from Gazi Hospital:

Personnel with required qualifications and number are not employed. In the hospital, there is a huge lack of nurse. We need a lot of nurses on call. (Interview 8)

A manager from a Public Bank:

Norm cadre should be certainly. The managers and employees should know how many people and which qualities of people are necessary. Having heavy work load of some personnel whereas some do not, can be prevented with the help of norm cadre applications. We are trying to do norm cadre calculations in our institution.

But we cannot do in the quality as we wish. Because it is more difficult to apply it in the General Directorate of the institution than the branch offices. And it is harder to reach an optimum level in here than the branch offices. Because there are many different departments. Their styles of working, management, topics, fields are different from each other. (Interview 9)

One specialist from a Public Bank:

Generally, there are many personnel who exceed the essential number and do not have the required qualifications in institutions. Therefore, I believe norm cadre is useful when it is applied in the right way. But if this application is not applied with fair, are causing the differences between the personnel in terms of compensation, job titles and authorization. This situation is reducing motivation of the personnel. (Interview 10)

A manager from a Public Bank:

...Sometimes, in some departments there may be increases in the workload and sometimes there may be decreases. At that time, you may shift the personnel to other departments. Then a flexible norm cadre should be realized. So the Organization Department and Human Resources Department should work with cooperation. Norm cadre should be defined in the work environments. So, “the personnel according to the job” logic should be applied instead of the logic of “job according to the personnel”. Norm cadre should be done in a right way. If not, then the productivity of personnel decreases. (Interview 14)

It is understood that there have been unsuccessful norm cadre applications between 2002 and 2004 in Turkey, cause of the lack of job analysis and job descriptions in the public sector as DPB tells. In the applications, it is said that the descriptions were defined, but the more job titles also produced. Then there was a huge increase in the number of public personnel. And it is seen against to Statue Law cause of the civil servant does everything that is tasked.

However, in the interviews with public personnel, it is seen that norm cadre application is thought very important to employ qualified and sufficient number of personnel and they also wish to know their job descriptions. The norm cadre applications are still done in some public institutions like hospitals, a public bank, schools etc. But there are some complaints by the personnel that they cannot be done in a healthy way.

First of all, the job descriptions and job analysis should be defined sufficiently in the public institutions. Then the norm cadres should be arranged in the work environments as defining the workloads according to the working hours and annual leaves. A more flexible norm cadre application should be realized to transfer the personnel according the workloads and needs of departments in public institutions. It may be complained that the costs may increase cause of the increase of job titles according to the job descriptions and so the number of the personnel. But if the norm cadre applications are made in a sufficient way, the personnel who sit and do not work sufficiently, are detected and they may be transferred to other departments or institutions according to the workloads. Also the contents of some job descriptions may be enlarged if it is thought they cannot be sufficient. Then workloads should be followed periodically in departments. So the budget may be planned according to those arrangements and the recruitments are done according to the norm cadres as knowing how many personnel are needed in which qualification.

Therefore, in the long-run, a more efficient and productive public sector may be maintained if the norm cadres are established in detail and more flexible way. Then the personnel may be more productive as increasing the motivation and maintaining all the personnel work sufficiently according to their qualifications. Also the constraints for the public personnel in terms of unfair applications like not giving their authorization cause of the limits of norm cadre in the departments even they deserve or the problems in assignments are prevented.

Another question has been asked in the interviews to see how the public personnel see the central examination system administered for public employment (KPSS) in terms of measuring the qualification of personnel in the process of recruitment and tried to be find out if it is seen a sufficient application.

According to State Personnel Presidency, central examination system is a good application, but there is also a suggestion: the background works of the exam

are all conducted by DPB, so they say that the examination should also be administered by them too, because of problems arising after examinations.

The specialists from DPB:

Central examination is good but background works are all conducted by State Personnel Presidency and we should administer the examination too. (Interview 2)

The central examination system administered for public employment (KPSS) is a good arrangement which was made in 1999, for the capability and merit. In this exam, as we know there are two groups: A and B. For the A group, the institutions also make their own exams. For the B group, there is not an institution exam. They are assigned according to their marks in KPSS. The content may be enlarged. There are some exceptions that are hold out of the system. They may be also included. (Interview 4)

A Head of Department from DPB:

Holding a separate exam for each profession, chaos, at present, it is not needed. (Interview 1)

However DPB personnel say that it is a good arrangement for recruitment, it is seen that most of the public personnel in the interviews do not share the same opinions.

Personnel who defend the central examination system generally say that there are lots of people graduating from the universities and the population is high in our country. So a central exam is needed for recruitment. And according to some personnel, this system prevents favoritism and it provides the principle of merit.

On the other hand, there is a huge group that says this examination system is not reliable and does not measure the qualifications sufficiently. The university degrees, other features should also be taken into account while recruiting. Also some personnel tell that the public institutions should organize their own exams according to their needs.

A nurse from Gazi Hospital:

The central examination system administered for public employment (KPSS) is not sufficient. Because, the qualified people are trained in the universities. But, the

qualified people are subjected to an exam again. Is not there the importance of the person's education, diploma or degree? Everybody should be assigned to related institutions according to their university departments that they graduated. (Interview 8)

A specialist from a Public Bank:

I do not think the central examination system administered for public employment (KPSS) and other exams are done in a transparent way. Also people graduate from different branches but all the people are evaluated with the same exam. This is not true. So there should be a system that every student should be directed to related jobs according to their qualifications and capacities. (Interview 11)

A specialist from a Public Bank:

The exam has to be done, because there is a big population. But I do not find it logical. There should not be exam. There may be some other criteria like references, university success average and the other degrees. Sometimes, this system causes the very successful people to be eliminated. (Interview 13)

As it is observed in the interviews, the central examination system administered for public employment (KPSS) has been evaluated if a better system can be obtained for recruitment in terms of measuring the qualification of the personnel. This examination system is seen as a good application providing the principle of merit by DPB and some of the public personnel. However, cause of there is a big population and the exam seems obligatory by the public personnel, the KPSS is not seen so reliable.

This central examination system may be useful for realizing the “principle of merit” as applying it for all the people equally who want to work in the public institutions. However, it should be also thought that if the content of this exam is sufficient to measure the qualifications of people in a limited of time.

Therefore, it seen that we need a more objective system for recruitment in the public sector. As a suggestion, some other criteria should also be taken into account like graduate school, university degree, certificates etc. Because it is known that very successful people are being eliminated in this examination system and it does not measure the qualifications sufficiently. And for the A group of KPSS, people are also

subjected to another exam by the institutions. Then instead of KPSS, it would be better to arrange only one exam by the public institutions according to the institution needs in the supervision of State Personnel Presidency, as selecting more qualified people with objective criteria and creating a more just and reliable system with opportunities. Then the efficiency and productivity also increase in the public sector, while preventing the constraints in the recruitment process.

### **6.3. Interview Results about Performance Evaluation**

In the interviews that are made with DPB, it is seen that they have got some infrastructure for the performance measurement and inspection, instead of the registry system that is terminated. But it is not seen so soon.

A Head of Department from DPB:

Both TODAIE and our Department have studies in regard to the matter. We have preparations providing transparent participation of the personnel meeting the needs. But can it be put into practice? I do not know now. These things take time. (Interview 1)

So now there is not a common performance measurement system in the public sector. Some public institutions form their own performance systems.

A specialist's view from DPB:

Performance evaluation for personnel in the public sector does not seem good. Because it is not possible to establish specialized fields. (Interview 2)

At the State Personnel Presidency, it is seen that there is an “incentive bonus system”, but it is not seen a very good application, cause it is granted to everybody. And also it is said that cause of it affects the income, generally the superiors are in the tendency of giving them to every personnel unless there is an extraordinary thing about the personnel related with discipline.

And also according to DPB personnel in the interviews, impartiality cannot be ensured in performance evaluations and favoritism may occur in the public institutions, unless definite criteria are set and formed transparently. Also they are in

the view of performance evaluation should be open, then the decisions should be known by the personnel, so he/she behaves according to it.

A Head of Department from DPB:

Can impartiality be provided? Such that: You have to associate it to something like performance scores. If performance is good, then a monetary payment should be made and if not, dismiss. Here the supervisor thinks this: If we give low, the salary will decrease or give equal. That is, it may not be very objective. There are not many data in evaluation once a year at the end of year, only those remained in memory, which is not very adequate. (Interview 1)

A specialist from DPB:

Impartiality cannot be ensured in performance evaluation in public. Real criteria are not used. Favoritism can be applied by administrators. In practice, manager may not work with employees one-to-one, should also work with others. The manager should know the work, reports. For instance, activity reports are prepared, who has done it? It should be known. Not everybody should be issued appreciation letter. Evaluation should be made open. (Interview 2)

An assistant specialist from DPB:

Impartiality cannot be ensured. Measurable performance criteria should be very clear. Performance can be more incentive if criteria such as if that number of files is provided, that score is given. (Interview 3)

A specialist from DPB:

If the objective criteria are set and if the system is formed transparently, impartiality can be provided. Performance evaluation should be “open” without doubt. (Interview 4)

Also another question has been asked to both the personnel of State Personnel Presidency and other public personnel: if performance evaluation should play an effective role in rank advancement and so political favoritism can be prevented in promotions by this way.

In the answers of DPB personnel, it is understood that they look at the performance evaluation in a positive way if the objective criteria are set well. Now there is an examination system which is arranged up to manager (including manager). But there is no examination for the rank higher than it. Some personnel from DPB, say that examination system should also continue. On the other hand, it is said that

those performance evaluations may be taken into account in the promotions provided that they are set in an objective way. But it is also defined there is not a completed study to realize this performance system in the public sector cause the Civil Servants Law should change first.

A Head of Department from DPB:

“...promotions and appointments can be made directly considering performance.”  
(Interview 1)

An assistant specialist from DPB:

If performance evaluation is applied properly, it can be motivated but there should also be examinations. (Interview 3)

A specialist from DPB:

Yes, performance evaluation should play an effective role in rank advancement. Performance evaluation in the public administration, mostly depends on the measurement of behavior of the personnel like in the registry. But in the performance system, there should be put some targets for the personnel. For ex. The targets are those for the year of 2013. Those targets are signed reciprocally. After 2 or 3 months, the director asks the civil servant which parts of the work are done. This is performance, a mid-term evaluation is made and in the end of the year, it is looked at if the civil servant has realized the targets. There is not such practice and study in the public administration now. It is mentioned but the legislation is an obstacle. Certainly, a change of Law should be made. If the performance is measured objectively, promotion will also be done according to objective criteria. So, it is also obeyed to the principle of merit. The advancement of rank and degree still continue to be applied, because they are already routines. In promotion, we understand a civil servant to be a director, head of department or general manager etc. Those are the out of routine. (Interview 4)

At this point it may be looked at the views of public personnel working in other public institutions. It has been asked how they find the performance evaluation application in their institutions, if the performance evaluation should be confidential or open and if the performance evaluation should play an effective role in promotions.

First of all it is important to look at how the performance applications are applied in public institutions. Here are the reviews from the interviews:

A doctor tells the performance evaluation system at Gazi Hospital:

Performance evaluation is based on patient. When you look after so many patients, follow sick-abled and operate if you are a surgeon, your performance gets higher and you earn more money. For the assistants, it is not important how many patients you look after in performance evaluation. Because for the assistants, evaluation is not based on “person”, but the department. So performance fees are defined due to the department for the assistants and they may change from one department to another like 600.-TL, 800.-TL, 1000.-TL etc. But the doctors and upper titled get the performance fees according to per patient that they look after. And fees may change, when one doctor earns 5.000.-TL, another one may get 1.000.-TL. In our health sector with the new performance evaluation application, you earn so much money when you look after so many patients. (Interview 5)

A specialist tells the performance evaluation system at a Public Bank:

There are two performance evaluation systems in our institution. Firstly, there is a general performance evaluation system measuring the competence that our marks are defined by our two superiors according to the questions put by the Human Resources Department. But they do not reflect to our fees. And there is another performance evaluation system which is based on the number of files that we have written in our Department. (Interview 10)

A manager at a Public Bank also tells the system in more detail:

Performance evaluation is made according to the number of written files per person in our department, so the compensation is also made according to performance. But when those are evaluated, we have got some criteria. For example, if the firm that will be evaluated is new or old. When you write a report about a new firm, then you need much more time. The information about new firms is got new. (Interview 12)

....We have also got some limitations. There are four region groups in our department and there are some sub-limits for the number of files that can be made for each group. Those sub-limits are defined according to the number of files that come from each region. Those regions are defined according to the intension of files. For example, the number of files from İstanbul, Ankara, İzmir etc. is so much. So, they are in the first group, the sub-limit is 20 files. The files from Konya, Kayseri etc. are lower. Then they are in the second group, the sub-limit is 18 files. So, every group is evaluated different criteria from each other. If the personnel want to get premiums he/she must reach those sub-limits. For example, in the first group, there are 17 personnel, 500 files may be produced in that month. The sub-limit is 20 files. But if the average has been 29 files, then the sub-limit is getting to 29 files. Then the personnel, who have written 29 files and upper, get premiums. If nobody has reached to the sub-limit of 20 files, then nobody gets premiums. Because they have also their salaries. When the personnel who reach to the sub-limit or average, get premium at that month. And if one person reaches to 15 files more than average, then gets extra premium. But after 15 files over average, are not evaluated. Because after a period of time, it is not a healthy writing. We should keep the quality and standards. The criteria are announced to the inner institution and the evaluation is made open. (Interview 12)

In the interviews, it has been learned that TÜBİTAK has a Success Incentive Premium (SIP) system according to the performance evaluations. So the interviews have been made at this stage. But this new system will be renewed and they start to apply it with the beginning of February 2013.

The previous system is told by an assistant specialist at TÜBİTAK like in the following:

There is a success incentive premium (SIP) system in our institution that reflects to fees. Those are defined by the superiors at the beginning of the year, and those personnel who deserve, get it during the one year. Personnel do not know the criteria, they are made confidentially. We see the premiums only when they reflect to our bordereau.” (Interview 16)

While the interviews are made, it has been also learned that the new performance based compensation system will be at TÜBİTAK as in the following: Within the scope of the objectives that are set for each department in TÜBİTAK, it has been started to distribute Success Incentive Premium (SIP) depending on the 2012 realizations since February 2013. Due to the current target realizations, each department is scored as “Very Good”, “Good” and “Moderate” by the management of TÜBİTAK at the end of the year. Employees in each group are scored again as “Very Good”, “Good” and “Moderate”, and in this context, SIP is distributed among unit personnel. An employee in none of these score classes will not be able to get any SIP.

Each employee prepares monthly progress report in every month, and SIP is distributed based on these reports by taking into account the scores of the department that the employee works for. The compensation changes.

When it is looked at the public personnel’s answers, especially at the health sector there is a big complain about the performance evaluations cause of it decreases the quality as affecting the salaries. And also they say that the evaluations are made with subjective criteria and all the departments of the hospital are put into the same

category, even they have many differences. So they defend this evaluation system should be left behind and a fairer system should be obtained.

A doctor from Gazi Hospital:

In our health sector with the new performance evaluation application, you earn so much money when you look after so many patients. But when you look after so many patients, the quality in service is getting lower. If you separate 5 minutes to one patient, instead of 15 mins, quality gets lower. And you cannot diagnose definitely. So, I think it is an application that makes the quality lower. Cause of we are a University Hospital, patients are coming for the last solution. (Interview 5)

Another doctor from Gazi Hospital:

There are not any definite criteria in performance evaluation which is applied for us. This is a big handicap. I definitely disagree with this application. For example, there are many risks in the operations of a surgeon. A neurologist's medical examination should be made in detail. They are hard and taking a long time. So they are not equal with another department's examination which is much easier. But they're evaluated in the same as they are equal. This application is certainly wrong, because compensation is also arranged according to performance. If you want to earn more money, you look at more patients. But the quality of medical examination is decreasing. (Interview 6)

A health technician from Gazi Hospital:

Performance evaluation is the most wrong application at the health sector. Putting this application between the medical staff and patients with the thought of 'income' as looking to the patients like 'performance units', is decreasing the quality in services. Performance application should be left behind. But firstly, the essential infrastructure should be obtained. Instead of this application, there should be a system which maintains justice, equity and balance between the personnel with an equal, satisfactory compensation reflecting to retirement. (Interview 7)

On the other hand, there are some suggestions that the performance evaluation should be, but it should not be used in compensation. Also some personnel complain about it is causing competitions between the personnel and they say the measuring objective criteria should be defined in a good way to prevent the favoritism, then it may affect the personnel in a positive way.

A manager from a Public Bank:

I find this system wrong. Because, we face with it on literature like that: the performance evaluation based on competence, should not be reflected to wages. This evaluation should be used in training and career. But we use it for the wages too. So, it deviates from the aim. Everybody's marks are rising at a definite level. Especially

the managers, who do not want to have a bad relationship with their staff, are in the tendency of giving definite marks for everybody. (Interview 9)

An assistant specialist from TÜBİTAK:

This performance evaluation system is causing to competitions in our department and it is not so pleasure for the personnel, I see it as a negative application. (Interview 16)

A specialist from TÜBİTAK:

The sub-structure of the system should be obtained in a good way. If the system would be formed in a good structure, then this affects the personnel positively. Our success incentive premium (SIP) system is dependant on superiors. They are not given to everybody equally. So there are negative impacts of it. (Interview 17)

Also it is seen in the results of the interviews, however there are a few personnel who think the performance evaluation should be confidential, most of the personnel defend that it should be made in an open way. So the decisions are known by the personnel and they behave like that, as also State Personnel Presidency implies.

In addition it is seen that there is a huge group that defends the performance evaluation should not be effective in promotions. The small group of supporters says that this can be effective in promotions if the objective criteria are well defined, as sharing the similar views with some personnel of State Personnel Presidency. However, it is seen that there is an unreliability about who will measure and if the objective criteria can be set in a healthy way in the public sector. So some personnel suggest the other criteria like graduate degree, exam to prevent favoritism. Only performance evaluation is not seen sufficient in promotions.

A doctor from Gazi Hospital:

Promotions should not be according to the performance, the important things are knowledge and profession of a doctor. (Interview 5)

A nurse from Gazi Hospital:

The working years, graduate school, knowledge of personnel should be taken into account. Political favoritism cannot be prevented with the performance evaluation. (Interview 8)

A manager from a Public Bank:

If the performance evaluation system was in a more ideal structure, it would be useful to make the promotions dependant on it. I think, there should be a more mixed system composed of both exam and performance evaluation. Performance evaluation is more subjective, exams can be more objective. Therefore, it should be in a mixed way. You cannot measure some competences only with exam. (Interview 9)

Another manager from a Public Bank:

Performance evaluation should be very important in promotions. But I do not mean our premium system, compensation based on performance. This is a financial side. If there is a numerical evaluation, it may contribute, but its contribution should be low. I prefer other performance evaluations based on managerial, representation or personal features, should be taken into account in promotions. (Interview 12)

A manager from TÜBİTAK also says that the “performance of the department” should be taken into account in the first plan while evaluating the performance of the personnel:

The promotions should be done according to performance evaluation. But here, the performance of the department or group should be taken into account rather than the person. I support a common performance evaluation that is formed by the personnel’s similar efforts in a team or department. (Interview 15)

On the other hand, another question has been asked to the State Personnel Presidency about what they think about the new application of “equal payment for equal work” that begins in the public sector. And it is also asked if the performance based compensation maintains efficiency and productivity in services and reflects positively to public personnel.

Firstly, in the interviews it is seen that they do not agree with the “equal payment for equal work” application, as a Head of Department tells, “it is not exactly equal compensation for equal work but equal compensation for equal title.” Because it is defined that the workload and risks are different in each public institution, but all of them are put into the same category.

A specialist from State Personnel Presidency:

‘Equal payment for equal work’ is a dangerous description. Because, who describes the equal work? ...The State Personnel Presidency, The Undersecretariat of Treasury are the institutions which cut other institutions horizontally. We are going to parliament to negotiate the Draft Law of the Ministry of Food, Agriculture and

Livestock. So we are upper of that institution. Then, 'specialist' to be written in the job titles, does not mean 'equal work'. Therefore, I do not believe the concept of 'Equal payment for equal work' ensures the peace and justice at work. So, it is a wrong application, and I believe in the future it will be given up. (Interview 4)

And it is observed that State Personnel Presidency personnel think that performance evaluations should be made and if they are set with objective criteria, can motivate the personnel. But they are in the view that those performance evaluations should not be reflected to salaries.

A specialist from DPB:

... 'Performance based compensation', does not provide efficiency at the services. Because, the final reason of performance measurement, should never be compensation. As it is seen in the application of the Health Ministry, it is getting out of its normal way. At that time, the personnel are struggling to change the performance criteria to increase their income, as leaving the public services at one side. (Interview 4)

A Head of Department from DPB:

... We examined the reflections in the world, examined OECD reports too. Performance measurement should be made but reflection of it into salary is difficult to be applied in public sector. There are automatic payments, it stops performance, you cannot conduct an effective evaluation either. It will be better if not reflected into payment but if reflected in the salary you have difficulties in deciding thereon as a manager. (Interview 1)

When the public personnel's views about the performance based compensation are examined, it is seen that there is not a consensus but there are many personnel who believe this system may maintain the efficiency and productivity provided that it is applied with objective criteria and measures the performance in a healthy way as resulting with positive effects on personnel.

But a manager from a Public Bank suggests putting a top level for working, because after a period of time quality gets lower:

Performance based compensation may provide the efficiency and productivity until one level. Increasing of the performance in number, decreases the quality after a period of time. Therefore, there should be a top limit. It is not right that the people should work so hard in order to get premium or job title. (Interview 12)

Also one specialist from a Public Bank says that it should not cause big differences when the performance based compensation system is applied, because then there may be conflicts between the personnel:

...Everybody wants to be rewarded according to performance, but those fees should not cause big differences among the incomes of the personnel. Otherwise, there may be conflicts between the personnel. (Interview 11)

In addition, most of the personnel tell that performance based compensation does not maintain efficiency and productivity, because it decreases the quality and damages the cooperation between personnel causing to individualization.

A specialist from a Public Bank:

Performance based compensation may cause the employees' individualization. If it is looked in this way, the efficiency and productivity can be provided in the personal services. On the other hand, performance based compensation, may damage the cooperation between the personnel and prevent creating synergy. (Interview 10)

A health technician from Gazi Hospital:

I think, performance based compensation is not providing the efficiency and productivity. And nowadays it is seen exactly that the quality in health services is decreasing. The important thing is to enlarge the content and quality of the service. Performance system could not maintain it. The compensation has also caused to inequality between the personnel who do the same work as damaging the work peace. (Interview 7)

A doctor from Gazi Hospital:

Performance based compensation is not providing efficiency and productivity. The number of looking after patients is increasing, but the quality in services is decreasing. Performance based compensation is not a positive thing for the personnel either. Because I think the important thing is quality. (Interview 5)

When those comments are examined, first of all as the personnel of DPB tell, "Equal payment for equal work" application in the public sector is a wrong application cause of there is not equal work in the public institutions. Some institutions have heavy workloads with more risks and some of the institutions' recruitment processes are more difficult than the others. So it is not so right to put all the institutions into the same category. So some dissatisfaction may rise from the public personnel. It is important to keep the equity in the compensation to increase the efficiency and productivity in the public sector.

On the other hand, performance evaluations should be realized in the public sector according to the competences of the personnel and they should be done in an open way with definite objective criteria. Then the performance evaluation may have a motivating role for the personnel.

It is also known that in the public sector, performance measuring is more difficult than the private sector cause of its structure and the workloads are so changeable instantly. Defining the main targets for each of the personnel would not be made so sufficiently.

So the performance evaluation should be done but they should not be reflected to the compensation in the public sector. Because if those evaluations are reflected to compensation, then the competition begins between the public personnel as causing to individualization in terms of constraints. Cooperation and team work are also prevented. The efficiency and productivity may increase in the result of those high performances, but after a definite of time “quality” begins to decrease in public services. And then the public sector may lose the feature of maintaining a high quality in public services, beginning to see the citizen as customers.

So the measuring objective criteria should be defined in a good way to prevent favoritism and affect the personnel in a positive way as also maintaining the efficiency and productivity in public services in a more healthy way. If the objective criteria are set well, then the performance evaluation may have an effective role in promotions as breaking the mistrust of the public personnel. And by this way, performance evaluations may have an awarding role.

#### **6.4. Interview Results about Quality at Work**

In recent years, by the Human Resources Management applications, “cooperation”, “team work”, “training”, “communication”, “transfer of powers and responsibilities to employees”, “participation in decision-making processes”, “motivation” have begun to be mentioned much more than before. So the satisfaction of the public personnel is also seen important now as trying to increase quality at work. Then some related questions have been asked to both State Personnel Presidency and public personnel in other institutions, to see the statements, deficiencies and developments in the public sector.

The questions that are asked to DPB are as in the following: Are those working at Human Resources departments and managers educated persons in Human Resources Management? Are training programs applied? Is the in-service training offered adequately in public institutions?

It is seen that there is no special criteria to work at the Human Resources Department in the public sector. So the personnel working there may not be educated in HRM. And it is told that for the upper positions in that HR department, people who are in close relation with top management are assigned. Also it is defined that training programs are applied in institutions but they vary according to public institutions and mostly they say that in-service-training is insufficient.

A Head of Department of DPB tells that:

...But when recruiting persons in human resources departments, there is no special criteria such as graduate of such school, have such qualifications.

...No other separate criteria are established for those to be employed at Human Resources for recruitment for which placement is made centrally. Are the managers trained in the subject? Appointment of managers is subject to discretion to some extent. Personnel units are strategic. They are thought to work in close relation with top management and they appoint those they trust the most and having the best qualifications.

Is in-service training adequate? It varies from entity to entity, there is no limitation. Some are more neat and work actively. It is also related to effectiveness of Human Resources Department of the entity. Technologic, it is related to duty field of the entity. We cannot say something certain it varies depending on entity. (Interview 1)

A specialist from DPB:

The persons working at Human Resources departments and managers are not educated in human resources management in special. Because as the main feature of the Human Resources Department, there is a criteria to be close to the top manager. It is a sensitive department. There are deposition and replacement functions. So, it is expected the personnel at this department who are close and can work easily with the top manager. This is the main criteria. The personnel, who obey those criteria, are assigned to this department. Training programs are performed, even if not so often. (Interview 4)

An assistant specialist from DPB:

In-service training is inadequate in most entities. For instance, when starting to work at an entity 1 month training is given. In my opinion, it should be minimum 4-5 months. Or 2-3-hours training is given concerning a Law (such as Public Procurement Law) but it is not adequate, the articles should be explained in details together with case studies. The law is not understood in a short time period. Training from time to time is beneficial. (Interview 3)

In addition some questions have been asked to public personnel to learn if they find the in-service training, communication and team work sufficient at their public institutions.

It is seen that some personnel tell the in-service training is sufficient. However most of the personnel do not agree with it as sharing the same views of specialists from State Personnel Presidency. So it is important to increase in-service training in the public sector much more.

A doctor from Gazi Hospital:

In-service training is not enough I think. Mostly you try to learn and develop yourself on your own. Because, there is too much work overload. The training is tried to be realized but not sufficient in quality. (Interview 6)

A specialist from a Public Bank:

I do not believe there is sufficient in-service training. Because the first aim for the managers is the completion of tasks immediately. So, the training is not among the priorities and mostly it is neglected. (Interview 10)

An assistant specialist from TÜBİTAK:

In-service training is not sufficient certainly. We are asking our questions to specialists and chief specialists. If they answer, we can learn and develop ourselves. (Interview 19)

As it is seen there are some personnel who think the communication between subordinates and superiors is good while most of the personnel do not think the same. In the interviews, mostly it is said that the communication is changing according to superiors and even if their problems and suggestions are listened, the personnel complain about the superiors do not bring solutions or improvements to the system.

A specialist from a Public Bank:

I think, the communication between the subordinates and superiors is not considered important. Generally the important thing is the realization of tasks immediately for the managers. So, the troubles or thoughts of the personnel are not taken into account. Getting out of the accustomed order means the resignation of people's habits even if they are good. So they are mostly neglected. (Interview 10)

A manager from a Public Bank:

Personally, I have a good relationship with our vice general manager. But my general observation is that we are not so open to communication. (Interview 9)

A doctor from Gazi Hospital:

The communication is not quite good between the subordinates and superiors in our job. The problems and suggestions are taken into account by the superiors, but there are not positive attempts about them. As a consequence, the suggestions are listened but they remain as only have been listened. (Interview 5)

An officer from TÜBİTAK:

Communication is not given importance sufficiently. (Interview 18)

Also it is observed that there are not team works in the public institutions so much. Team work is mostly used at the health sector and some project departments like at TÜBİTAK and a public bank. Generally it is said that team works are formed by the personnel on their own and they success lots of things via team works. And all of them believe that team work should be and it should be increased to create synergy and cooperation at work.

A manager from a Public Bank:

Team work should be certainly, but I do not think it is enough in our institution. Team work strengthens both the sense of belonging and the communication between the personnel. (Interview 14)

A specialist from a Public Bank:

The team work should be. It may be useful in terms of productivity. The works are much personal in our department, but in some circumstances we need of it. Team work should be increased. (Interview 13)

A doctor from Gazi Hospital:

The team work is necessary between the employees especially for our job. Sometimes it is necessary to do some work with 2-3 persons. At that time, one doctor may be more experienced, we are also learning new things from him/her. (Interview 5)

When the quality at work is debated, as seen in the interviews with DPB, those working at Human Resources departments and managers are not specially educated persons in Human Resources Management. But it should be important to recruit educated persons in human resources management to HRM departments in order to apply and develop the applications for the public personnel more consciously.

Generally it has been also observed that in-service training is not sufficient in the public institutions and personnel complain about they have to ask others and develop themselves on their own. Communication between the subordinates and superiors and team works are also seen important by the public personnel but it is also seen that they are also not applied sufficiently in the public sector.

Therefore to increase the quality at work; the training programs, communication with superiors and team works should also be increased as maintaining cooperation and participation of public personnel to decisions. If those opportunities are maintained for the public personnel, then the efficiency and productivity in public services will also increase.

## **CHAPTER-VII**

### **CONCLUSION**

The concept of “Personnel Management” in business administration has transformed into “Human Resources Management” after 1980s, as leaving the strict hierarchical structure with the comprehension of more proactive settlements through horizontal flexible organizations focused on “performance”, “motivation”, “participation of employees” and “outcomes”. Then the employees have begun to play strategic roles in order to reach the goals of the private corporations.

The 1980s saw personnel management entering the entrepreneurial phase, adapting itself to the market economy and enterprise culture. It was not uncommon to find senior personnel executives contributing to the debate within the company about future direction. So, the post- entrepreneurial phase for personnel management in the 1990s still saw HRM as standard bearer, though some would argue that HRM would subsume personnel management. The early 1990s witnessed a change in fact. The reaction to individualism and unjustifiable greed of the 1980s made way for the spirit of consent and the value of teamwork. There was anxiety for core workers who are essential to the operation of the organization cause of high commitment is required from those workers. They are expected to be flexible about hours they work and to work above and beyond their job descriptions. Wages tend to reflect the market rather than the rate determined by agreements with trade unions. Thus the number of part-time and fixed-term contract workers as a proportion of the total workforce increases (McKenna and Beech, 2008:3).

By the collapse of Keynesian economy and the rise of limited state perception in the world, personnel regimes of the states have also been influenced by the neo-liberal policies, especially after 1980s. In the framework “government-market partnership” comprehension after 1990s, an efficient and productive public sector has

also gained its significance within the priority of the “budget” rather than maintaining the public services.

Hence, in this thesis, it has been examined the reflections of private sector’s Human Resources Management to Public Personnel Regime and the initiatives of Human Resources Management in the public sector through the main tools of HRM as flexible forms of employment, norm cadre, performance evaluation and quality at work in the case of Turkey.

Those four HRM tools have been chosen cause they take part in the agenda of public administration through “The Sixth Five-Year Development Plan (1990-1994)”, “Urgent Action Plan of the Government by 2002”, “The Eight Five-Year Development Plan (2001-2005)”, “The Ninth Five-Year Development Plan (2007-2013)”, “The Public Personnel Law Proposal dated 14.10.2005”, “Draft of Civil Servants Law Proposal dated 22.08.2006”, “Draft Law Proposal on amendment in Civil Servants Law and Some Laws and Decree Laws on 9 June 2010” and some amendments in the Civil Servants Law No:657.

The purpose of the thesis, is to establish if those HRM tools will be beneficial to prevent the clunky structure of Turkish public sector and contribute to increase the efficiency and productivity in the public sector and what the effects of those changes for the public personnel will be in terms of opportunities and constraints.

In this framework, after examining the general structure and development of Turkish Public Personnel Regime with new trends, the interviews which are realized with some State Personnel Presidency personnel and some other public personnel from the different public institutions (Gazi Hospital, a Public Bank and TÜBİTAK) applying some of the new HRM tools, have been analyzed in the sixth chapter of the thesis, if those HRM tools will contribute to increase efficiency and productivity in public services and how they affect the public personnel in terms of opportunities and constraints as offering some solutions.

The main questions for the flexible forms of employment have been related with the issues of working as a contracted personnel/worker in the public sector, working in more flexible times and flexible transitions from private sector to public sector.

It is known that there is a risk of termination of contracts and losing of some privileges for the civil servants like replacement within and between the institutions, getting green passports etc. with some constraints for the public personnel. But the legislation can be rearranged as keeping some rights for the public personnel equally. Then the work peace increases as helping to maintain motivation and satisfaction of the personnel.

On the other hand, it is seen that working as a contracted personnel is not perceived as an unsecured system by the public personnel in interviews, cause of they work in an institutive place. But it may be a disincentive factor in order to prevent the thought of job guarantee as maintaining the productivity of the public personnel. Then a more dynamic sector can be created as enabling all the personnel work, contributing to increase efficiency and productivity in the public sector, even attracting more qualified people to the public sector. Cause of emphasis on “positions”, this application will be also beneficial to define the norm cadres in a better way in the direction of workloads.

Also there are some preparations for the public personnel as working in more flexible times. This HRM tool may be applied in the private sector more easily, cause of they mostly work with targets in a definite of time. But the public sector is generally dependant on daily works even sometimes changing in moments. Therefore it is essential to define workloads in a more comprehensive way for each of the department in public institutions. Then it is evidently seen that this new practice will maintain opportunities for the public personnel as arranging their time according to the workloads, so to increase motivation and loyalty of the public personnel to the institution. But this application is also open to misuses. Therefore

the sanctions should be defined very clearly in legislation. If the infrastructure is obtained in a good way, then this application may contribute to increase efficiency and productivity in the public sector.

Flexible transitions of personnel from private sector to public sector is another debatable topic in the last arrangements of Civil Servants Law No:657. As defined in the new trends of the thesis, a new provision has also been provided in article 68 of the Law numbered 657. According to it, it is foreseen to count as the service period all of the periods worked in the private sector and as self-employed when making appointments to posts of undersecretary and assistant undersecretary of prime ministry and ministries affiliated and associated organizations as well as posts of general director and chairman, the top managerial positions (available at <http://www.memurlar.net/haber/189606/>).

Generally those flexible transitions from private sector and public sector are not seen as a positive application by some of the academicians and DPB personnel, cause of they are different structures.

However in the results of the interviews, it is seen that most of the public personnel support the flexible transitions from private sector to public sector, as defending the barriers should not be put for the employees. And the private sector's experience is seen very important. So the personnel transitions can bring dynamism to the public sector and a more productive public sector can be maintained. On the other hand it is also thought that those transitions may prevent the inner civil servants promotions or so easy transitions may cause favoritism. Therefore, some measuring criteria like university degree, certificates, the time of experience etc. should be put besides the oral exams and the recruitments should be declared to the public when the public institutions need some more qualified employees for definite works. Then it may affect the efficiency and productivity in a positive way. Otherwise, this application may cause to displeasure among the public personnel.

In addition, norm cadre applications will be beneficial to know the personnel of required qualifications and number employed in the public institutions. During the interviews with some DPB personnel, it has been learned that some norm cadre practices in the public sector have resulted with failure cause of the huge increase of job titles with more costs in 2000s. Some norm cadre practices are still applied in some public institutions, but causing to some troubles for the public personnel in assignments or getting authorization because of norm cadre. To realize the norm cadre applications in a healthy way, first of all it is crucial to define the job analysis and job descriptions in the work environments, as arranging the norm cadre in a flexible way. The personnel may be also transferred to other departments or institutions according to the workloads. In some instances, the content of the job descriptions may be enlarged too. Also Human Resources and Organization Departments of the public institutions should work with superiors in coordination as following the workloads periodically in departments. Then in the long-run a more efficient and productive public sector can be maintained as arranging the number of personnel according to the needs of the public institutions. And it will also provide job satisfaction for the public personnel as they know their job descriptions and workloads.

Another significant HRM tool is the performance evaluation. By the abolishment of the registry system, now there is not a general performance evaluation system. In the Civil Servants Law No:657, it is found with the subtitle of “Success, higher success evaluation and awarding” as defining:

The civil servants performing their duties successfully by displaying an extraordinary effort and work in comparison to their colleagues in their entities are issued success certificate. Those granted outstanding success certificates may be awarded with a prize up to %200 of the highest civil servant salary (including additional indicators) with approval of affiliated or related minister at center and governor at province (Civil Servants Law No:657).

However the measuring criteria are not stated for the assessment about performance evaluation.

Performance measuring in the private sector is easier than the public sector cause of its structure dependant on targets. However in the public sector, the workloads are so changeable, mostly defined daily. So the performance evaluation should be made to measure competence but they should not be reflected to the compensation in the public sector in order to prevent competition between the public personnel, individualization, the decrease of cooperation and team work in terms of constraints. The efficiency and productivity may increase in the result of high performances, but it is more important to keep “quality” in public services. Public sector should not lose its principle serving to the citizens instead of customers.

In the premiums systems which are applied by some of the public institutions, it is seen that mostly the measuring criteria are not known by the personnel causing to dissatisfaction. Only in some examples like in the General Directorate of a Public Bank, besides the open competence evaluation, the performances are evaluated based on written files per person in some departments. In the health sector, the number of examinations and operations are also counted for the doctors, but other health personnel do not know the exact criteria. So the measuring objective criteria for the performance evaluation should be defined in detail for the public institutions and they should be done in an open way as maintaining public personnel to improve themselves. If the objective criteria are set well, then the performance evaluation may have an effective role even in promotions as breaking the mistrust of the public personnel about favoritism, contributing to increase efficiency and productivity in the public sector.

Finally, the quality at work has been examined in the framework of in-service training, team work and communication between subordinates and superiors to observe the public institutions circumstances if there is any new effort to increase the quality at work. But it is seen that there are not any different new practices especially realized by the selected public institutions for interviews. Team works are applied in some project departments like in TÜBİTAK and a Public Bank or in some surgical departments at the hospitals. But generally they are formed spontaneously.

When the quality at work about training is debated, in the interviews with DPB, it has been also deduced that those working at Human Resources departments and managers are not specially educated persons in Human Resources Management. But as a suggestion, it would be better to recruit educated persons in Human Resources Management to HRM departments in order to apply and develop the applications for the public personnel more consciously. In addition, quality at work in the public sector should be improved as creating the synergy between the personnel through training programs, team works and communication. Then a more efficient and productive public sector can be realized with more participation of the public personnel.

As a conclusion, because of the clunky structure of the public sector, it is crucial to bring dynamism to the public sector as removing the thought of “job guarantee” in the public sector. However, it is seen that Turkey is so new to apply those HRM tools in the public sector. Therefore, it is early to set concrete results if those new HRM trends will increase efficiency and productivity in the public sector. But within the framework of interview results, when the infrastructures of the new HRM tools in the public sector are arranged in detail with objective criteria in legislation, it is seen that those new trends may contribute to maintain efficiency and productivity in the public sector. However the opportunities and constraints for the public personnel should be also evaluated to prevent arbitrary actions and favoritism in the public sector as keeping the “merit” principle.

It is also significant to remember that both private sector and public sector have different structures, while trying to maintain efficiency and productivity in the public sector. Thus, it is crucial to take into account the basic structure of public sector in the sense of economic and social factors while maintaining public services to the “citizens” rather than the private sector’s customers. Then firstly the necessities of the public services should be pursued as keeping “public interest” and “quality” rather than the budget.

In addition, there have been some limitations in this thesis, cause of the application of HRM tools in Turkish Public Sector is at the beginning. The examples of those HRM initiatives are found only in some public institutions and are not applied in the same way in every institution. Therefore it is difficult to define certain results if those HRM initiatives for whole of the public sector will contribute to increase efficiency and productivity.

In this framework, the interviews have been realized as taking into account the flexible forms of employment, especially “contracted personnel” in the selected institutions. The norm cadre practices at the health sector and General Directorate of a Public Bank; performance evaluation and performance based compensation practices in three of the selected institutions (Gazi Hospital, Public Bank and TÜBİTAK) and some “quality” practices like in-service training, team work, communication between the subordinates and superiors have been tried to be evaluated with the problems that the public personnel have encountered at work. Also some views of the public personnel have been obtained to see envisaged HRM applications like working in more flexible times, flexible transitions from private sector to public sector.

It would be better to reach certain results if those new HRM tools have been applied comprehensively in more public institutions. Then the opportunities and constraints would also be defined with various inferences.

Thus, this thesis can be improved in the direction of the developments of those new HRM tools, in case of they are applied in different public institutions, reaching to more public personnel. There may be also new amendments in the Civil Servants Law No:657 in the near future. Especially performance evaluation and performance based compensation, flexible forms of employment (even with more flexible times and flexible transitions from private sector), some quality improvement struggles are still in the agenda of public administration. Norm cadre studies seem to be ended in many public institutions cause of the failures about

defining job descriptions and rise of job titles in the past. But if the flexible forms of employment are encouraged, then the job analysis and job classifications are much more needed to reach the essential number of public personnel with defined qualifications according to workloads and positions, tending to norm cadres. So, the affects of those HRM tools with coming new trends can be evaluated in terms of increasing efficiency and productivity in public sector with reflections to the public personnel widely.

## REFERENCES

Akgüner, T. (2001) **Kamu Personel Yönetimi**, Der Yay.: İstanbul.

Al, H. (2002) **Bilgi Toplumu ve Kamu Yönetiminde Paradigma Değişimi**, Bilimadamı Yayınları: Ankara.

Altan, Y. (2010) “Kalkınma Planlarında Türk Kamu Personel Rejimi”, in **Süleyman Demirel Üniversitesi İktisadi ve İdari Bilimler Fakültesi Dergisi**, Vol. 15, No. 1, pp.423-439.

Arifoğlu, A., Körnes, A., Yazıcı, A., Akgül, A., Ayvalı, A. (2002) **E-Devlet Yolunda Türkiye**, Türkiye Bilişim Derneği Yayınları: Ankara.

Aslan, O. E. (2006) **Kamu Personel Rejiminin Anayasal İlkeleri: Tarihi ve Toplumsal Temelleri**, TODAİE: Ankara.

Aydın, M.D. (2004) “Kamu Sektöründe Toplam Kalite Yönetimi” in **Kamu Yönetimi, Gelişimi ve Güncel Sorunları**, (Eds.) Kemal Öktem and Uğur Ömürgönülşen, İmaj Yayınevi, Ankara, pp. 187-230.

Balcı, A., Kırılmaz, H. (2005) “Performansa Dayalı Ücretlendirme Sistemleri ve Kamu Sektöründe Uygulanabilirliği: Sağlık Bakanlığı’nda Döner Sermaye Gelirlerinden Performansa Dayalı Ek Ödeme Sistemi” in **Bilgi Çağında Türk Kamu Yönetiminin Yeniden Yapılandırılması-I**, (Eds.) Ahmet Nohutçu and Asım Balcı, Beta: İstanbul, pp. 169-203.

Banfield, P., and Kay, R. (2008) **Introduction to Human Resource Management**, Oxford University Press: New York.

Bilgin, K. U. (2004) **Kamu Performans Yönetimi: Memur Hak ve Yükümlülüklerinin Performansa Etkisi**, TODAİE: Ankara.

Bingöl, D. (2010) **İnsan Kaynakları Yönetimi**, Beta: İstanbul.

Blaikie, N. (2007) **Approaches to Social Enquiry**, Polity Press: UK.

Can, H., Akgün, A. and Kavuncubaşı, Ş. (2001) **Kamu ve Özel Kesimde İnsan Kaynakları Yönetimi**, Siyasal Kitabevi: Ankara.

Canman, D. (1993) **Personelin Değerlendirilmesinde Çağdaş Yaklaşımlar ve Türkiye’de Kamu Personelinin Değerlendirilmesi**, TODAİE: Ankara.

Canman, D., Öktem, M.K. (1992) “Kamu Yönetiminde İnsan Kaynağının Geliştirilmesinde İnsangücü Planlaması”, in **Amme İdaresi Dergisi**, Vol. 25, No. 4, pp. 31-55.

Collins, P. and Byrne, L. (2004) **Reinventing Government Again**, SMF: London.

Çalış, C. (2005) Kamu Personel Reformu ve Getireceği Değişiklikler, SSK Başkanlığı, <http://emufettis.net/gorus/personelrejim.htm>

Çelik, S. (1999) **Üniversite Kütüphanelerinde Personel Yönetimi ve Türkiye’de Durum**, (Master Thesis), İstanbul Üniversitesi: İstanbul.

Daft, R. L. (1995) **Understanding Management**, Fort Worth: The Dyrden Pres Harcourt Brace College Publishers.

Demirci, A.G. (2009) **Kamu Personel Sistemleri Analizi: Türkiye’de Kariyer-Kadro Gerilimi**, (PHD Thesis), Ankara Üniversitesi: Ankara.

Demirel, D. (2006) “E-Devlet ve Dünya Örnekleri” in **Sayıştay Dergisi**, (April-July 2006), nr.61.

Devlet Personel Başkanlığı (State Personnel Presidency) (2010), A presentation by Güneş, H. <http://www.dpb.gov.tr/>

Dinçer, A.Z., Öngel, A.Ö. (2004) “Kamuda Verimlilik için İnsan Kaynaklarına Yönelik Yönetimsel ve Organizasyonel Değişim”, 3. Endüstri Mühendisliği Bahar Konferansları, TMMOB Makine Mühendisleri Odası, (07-09.10.2004), [http://www.mmo.org.tr/resimler/dosya\\_ekler/70a8eab7fb03a39\\_ek.pdf](http://www.mmo.org.tr/resimler/dosya_ekler/70a8eab7fb03a39_ek.pdf)

DPT (2001) **8. 5 Yıllık Kalkınma Planı (2001 - 2005)**, Ankara.

DPT (2007) **9. 5 Yıllık Kalkınma Planı (2007 - 2013)**, Ankara.

Dresang, D. L., (2009) **Personnel Management in Government Agencies and Nonprofit Organizations**, Pearson-Longman: USA.

Drucker, P.F. (1986) **Management: Tasks, Responsibilities, Practices**, Truman Talley Books: New York.

Ekinci, F. (2008) “Kamu Personel Yönetiminden İnsan Kaynakları Uygulamasına Geçişin Çalışanların Verimliliğine Etkisi”, in **Maliye Dergisi**, No. 155, (July-December 2008), pp.175-185.

Eren, V., Eken, M. (2007) “Kamu Personel Rejiminde Reform Arayışları – Bürokratik Başarı İlkeleri ve İşletmeciler Ücretlendirme Anlayışı Bağlamında Bir Değerlendirme” in **Kamu Yönetimi: Yöntem ve Sorunlar**, (Eds.) Şinasi Aksoy and Yılmaz Üstüner, Nobel Yayın: Ankara, pp. 173-193.

Ergin, C. (2005) **İnsan Kaynakları Yönetimi: “Psikolojik Bir Yaklaşım”**, Elma Yayınevi: Ankara.

Ergül, Ş. (1996) **Personel Yönetimi**, İstanbul Menkul Kıymetler Borsası: İstanbul.

Erkul, E. (2004) “E-Devlet” in **II. Kamu Yönetimi Forumu Bildiriler Kitabı: “Dünyada Kamu Yönetimindeki Dönüşüm ve Türkiye’de Kamu Yönetimi Öğretimine Yansımaları”**, Kayfor II, (Eds.) Uğur Ömürgönülşen and M. Kemal Öktem, Hacettepe Üniversitesi Yayınları: Ankara, pp. 212-224.

Eryılmaz, B. (2004) “Kamu Yönetiminde Değişim” in **II. Kamu Yönetimi Forumu Bildiriler Kitabı: “Dünyada Kamu Yönetimindeki Dönüşüm ve Türkiye’de Kamu Yönetimi Öğretimine Yansımaları”**, Kayfor II, (Eds.) Uğur Ömürgönülşen and M. Kemal Öktem, Hacettepe Üniversitesi Yayınları: Ankara, pp. 50-64.

Farazmand, A. (2007) “Strategic Public Personnel Administration: A Conceptual Framework for Building and Managing Human Capital in the 21st Century” in **Strategic Public Personnel Administration: Building and Managing Human Capital for the 21<sup>st</sup> Century**, (Ed.) Ali Farazmand, Vol. 1, Praeger Publishers: USA, pp. 3-22.

Gulick, L. (1937) “Notes on the Theory of Organization” in **Papers on the Science of Administration**, (Eds.) Luther Gulick and L. Urwick, Institute of Public Administration, New York, pp. 1-46.

Güler, B. A. (2003) “Türkiye’de Kamu Personel Rejiminin Esasları” in **Türkiye’de Kamu Personel Rejiminin Yeniden Yapılandırılması Sempozyumu**, T.C. Devlet Bakanlığı ve Başbakan Yardımcılığı, Ankara, pp. 43-57.

Güler, B. A. (2003) “Kamu Personel Sisteminde Reform Zorlamaları”, in **Amme İdaresi Dergisi**, Vol. 36, No. 4, (December 2003), pp. 17-34.

Güler, B. A. (2005) **Kamu Personeli: Sistem ve Yönetim**, İmge Kitabevi: Ankara.

Güler, B. A. (2010) “657’yi Değiştirmek, 9 Haziran 2010 Tasarısı Üzerine” Ankara Üniversitesi Siyasal Bilgiler Fakültesi Yönetim Bilimleri AD, Ankara, (3 July 2010), <http://yonetimbilimi.politics.ankara.edu.tr/eski/bag657.pdf>

Güzelsarı, S. (2004) “Kamu Yönetimi Disiplininde Yeni Kamu İşletmeciliği ve Yönetişim Yaklaşımları” in **Kamu Yönetimi, Gelişimi ve Güncel Sorunları**, (Eds.) M. Kemal Öktem and Uğur Ömürgönülşen, İmaj Yayınevi: Ankara, pp. 85-138.

Holzer, M., Isaacs, H., Lee, S.H. (2007) “Productive Human Resource Management for the 21<sup>st</sup> Century: Context and Strategies” in **Strategic Public Personnel Administration: Building and Managing Human Capital for the 21<sup>st</sup> Century**, (Ed.) Ali Farazmand, Praeger Publishers: USA, pp. 101-121.

Kamu Personeli Kanunu Tasarısı Taslağı (Public Personnel Law Proposal Draft), 14.10.2005, [http://www.yeldan.com/laws/kamu\\_personeli\\_kanunu\\_taslagi.htm](http://www.yeldan.com/laws/kamu_personeli_kanunu_taslagi.htm)

Karcı, Ş. M. (2008) “Yeni Kamu İşletmeciliği Yaklaşımının Temel Değerleri Üzerine Bir İnceleme”, in **Akdeniz İ.İ.B.F Dergisi (16)**.

Kellough, J. E. (2006) “Employee performance appraisal in the public sector: Uses and Limitations” in **Public personnel management: Current concerns, future challenges**, (Ed.) N.M. Riccucci, Longman: USA, pp. 177-189.

Kellough, J.E., Selden, S.C. (2003) The Reinvention of Public Personnel Administration: An Analysis of the Diffusion of Personnel Management Reforms in the States, in **Public Administration Review**, (March/April 2003), Vol.63, No.2, pp. 165-176.

Klingner, D. E., Nalbandian, J. and Llorens, J. (2010) **Public Personnel Management: Contexts and Strategies**, Longman: USA.

Klingner, D.E. (2009) “Competing Perspectives on Public Personnel Administration: Civil Service, Patronage, and Privatization” in **Public Human Resource Management: Problems and Prospects**, (Eds.) Steven W. Hays, Richard C. Kearney and Jerrell D. Cogburn, Longman, USA, pp. 3-16.

Lane, J.E. (2000) **New Public Management: An Introduction**, Routledge Press: London.

McKenna, E. and Beech, N. (2008) **Human Resource Management: A Concise Analysis**, Pearson Education: England.

Messmer, M., Bogardus, A. and Isbell, C. (2008) **Human Resource Management: A Concise Analysis**, Wiley Press: USA.

Öktem, M.K. (1992) “Türk Kamu Personel Yönetiminin Gelişimi”, in **Amme İdaresi Dergisi**, Vol. 25, No. 2, (June 1992), pp.85-105.

Ömürgönülşen, U. (1997) “The Emergence of a New Approach to the Public Sector: The New Public Management”, in **Ankara Üniversitesi Siyasal Bilgiler Fakültesi Dergisi**, LII (1-4).

Ömürgönülşen, U. (2003) “Kamu Sektörünün Yönetimi Sorununa Yeni Bir Yaklaşım: Yeni Kamu İşletmeciliği”, in **Çağdaş Kamu Yönetimi-1**, (Eds.) Muhittin Acar and Hüseyin Özgür, Nobel Press: Ankara.

Özçakar, N. (2010) “Bir Kamu Kuruluşundaki Toplam Kalite Yönetimi Uygulamalarının Değerlendirilmesi” in **Istanbul University Journal of the School of Business Administration**, Vol. 39, No. 1, pp. 106-124.

Özsalmanlı, A.Y., Arap, İ. and Acar, A. (2005) “14.10.2005 Tarihli Kamu Personel Tasarısı Taslağı Üzerine İnceleme ve Değerlendirmeler”, **Mevzuat Dergisi**, Year: 8, No: 96, (December 2005).

Sabuncuoğlu, Z. (1994) **Personel Yönetimi: Politika ve Yönetmelikler**, Bursa.

Saran, U. (2004) **Kamu Yönetiminde Yeniden Yapılanma: Kalite Odaklı Bir Yaklaşım**, Atlas Yayın: Ankara.

Sayan, İ.Ö. (2005) “Gerçek Bir Reform Mu? Dört Farklı Alan-Tek Personel Kanunu”, <http://yonetimbilimi.politics.ankara.edu.tr/eski/ipekpersonel.pdf>

Sayan, İ.Ö. (2007) “Sicil Sisteminden Performans Değerlendirmesine” in **Kamu Yönetimi: Yöntem ve Sorunlar**, (Eds.) Şinasi Aksoy and Yılmaz Üstüner, Nobel Yayın: Ankara, pp. 520-536.

Sayan, İ. Ö. (2009) “Türkiye’de Kamu Personel Sistemi: İdari, Askeri, Akademik, Adli Personel Ayrımı”, in **Ankara Üniversitesi Siyasal Bilgiler Fakültesi Dergisi**, Vol. 64, No. 1, January-March 2009, pp. 201-245.

Sayan, İ.Ö. and Albayrak, S.O. (2011) “İstisnailikten Genelliğe, Geçicilikten Sürekliliğe: 4/B Sözleşmeli Personel İstihdamı”, in **Amme İdaresi Dergisi**, Vol. 44, No. 3, (September 2011), pp.141-172.

Sayan, İ.Ö. (2011) “Türkiye’de Kamu Personel Sistemi Nasıl Dönüşüyor?” in **12.Ulusal Sosyal Bilimler Kongresi**, Türk Sosyal Bilimler Derneği, Orta Doğu Teknik Üniversitesi Kültür ve Kongre Merkezi, (14-16 December 2011), Yalçın Matbaa: Ankara.

Şaylan, G. (2000) **Kamu Personel Yönetiminden İnsan Kaynakları Yönetimine Geçiş: Kritik ve Reform Önerileri**, TESEV: İstanbul.

Timur, H. (2008) **Organizasyon Reorganizasyon İş Tanımları ve Norm Kadro: Kuramsal ve Uygulamadan Örneklerle**, Siyasal Yayınevi: Ankara.

TODAİE (1991) **Kamu Yönetimi Araştırması Genel Rapor**, TODAİE: Ankara.

TODAİE (1963) **Merkezi Hükümet Teşkilatı Araştırma Projesi Yönetim Kurulu Raporu**, TODAİE: Ankara.

Topallar, A. (1987) **Türkiye’de Kamu Kesiminde Sözleşmeli Personel İstihdamı**, Devlet Bütçe Uzmanlığı Araştırma Raporları Dizisi, Maliye ve Gümrük Bakanlığı, Bütçe ve Mali Kontrol Genel Müdürlüğü: Ankara.

Tortop, N. (1992) **Personel Yönetimi**, Devlet İstatistik Enstitüsü Matbaası: Ankara.

Tortop, N., Aykaç, B., and others. (2007) **İnsan Kaynakları Yönetimi**, Nobel Kitapevi: Ankara.

Tutum, C. (1980) “Türk Personel Sisteminin Sorunlarına Genel Bir Yaklaşım” in **Amme İdaresi Dergisi**, Vol.13, No:3, September.

Üstüner, Y. (1992) **In Search of an Identity: Considerations on the Theory and the Discipline of Public Administration**, (PHD Thesis), Middle East Technical University: Ankara.

Üstüner, Y. (2000) “Kamu Yönetimi Kuramı ve Kamu İşletmeciliği Okulu”, in **Türkiye’de Kamu Yönetimi**, (2003), (Eds.) Burhan Aykaç, Şenol Durgun, Hüseyin Yayman, Yargı Press: Ankara.

Weber, M. (1978) **Economy and Society**, Volume Two, (Ed.) Guenther Roth and Claus Wittich, University of California Press: USA.

Yıldırım, F. B. (1993) **Belediyelerde İnsan Kaynağı Yönetimi**, Kent Basımevi: İstanbul.

Yiğitbaş, O.Ş. (2008) **Personel Yönetiminden İnsan Kaynakları Yönetimine Geçiş: “Çanakkale Belediyesi Örneği”**, (Master Thesis), Çanakkale Onsekiz Mart Üniversitesi: Çanakkale.

657 sayılı Devlet Memurları Kanunu (Civil Servants Law No:657).

<http://www.finansgundem.com/haber/esit-ise-esit-ucet-nasil-olacak/282601>

<http://www.finansgundem.com/haber/memurlari-yikan-haber/282967>

[http://www.isteinsan.com.tr/isteinsan\\_gazete/kamuda\\_performansa\\_gore\\_maas\\_done\\_mi.html](http://www.isteinsan.com.tr/isteinsan_gazete/kamuda_performansa_gore_maas_done_mi.html)

<http://www.kesk.org.tr/node/34>

<http://www.memurlar.net/haber/13271/>

<http://www.memurlar.net/haber/189606/>

<http://www.memurlar.net/haber/209283/>

<http://www.memuruz.biz/sayfa-haber-isim-haber-11939.htm>

<http://personel.saglik.gov.tr/>

<http://www.resmigazete.gov.tr/eskiler/2012/04/20120411-9.htm>

## **APPENDIX A**

### **INTERVIEW QUESTIONS**

#### **State Personnel Presidency (DPB)**

##### **Interview 1**

##### **(Head of Department)**

##### **Flexible Forms of Employment**

- 1) What are the advantages or disadvantages of contracted personnel in terms of public administration in your opinion? Can permanent personnel be provided in the public sector? Is it important to procure permanent personnel?
- 2) Can it be possible to provide an application for public employees working at more flexible times?
- 3) How do you assess the application of methods applied in the private sector to public sector in connection with Human Resources Management? (for ex. About flexible personnel transitions from sector to public sector etc.)

##### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made together with new applications at public institutions?
- 5) Is norm cadre (permanent staffing) applied to your organization? (are personnel of required qualifications and number employed?) How is the application and what are the problems?
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

##### **Performance Evaluation**

- 7) Is a general “performance measurement and inspection” system applied for public personnel? (Is there a uniform evaluation system?) While evaluating performance of employees working at public, does each institute prepare their questions?)

8) Do you think impartiality can really be provided in performance evaluation? What are the problems, what can be done? Do you think performance evaluation should be confidential or open?

9) Should performance evaluation play an effective role in rank advancement? (Can political favoritism be prevented in promotions?)

10) Equal payment for equal work has been started in the public sector. What do you think about this matter? On the other hand, the compensation of the employees working in the public sector is to be based on their performances. Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

11) Are those working at Human Resources departments and managers educated persons in human resources management? Are training programs applied?

12) Is the in-service training offered adequately in public institutions?

### **Interview 2**

(Specialist)

### **Flexible Forms of Employment**

1) What are the advantages or disadvantages of contracted personnel in terms of public administration in your opinion? Can permanent personnel be provided in public? Is it important to procure permanent personnel?

2) Can it be possible to provide an application for public employees working at more flexible times?

3) How do you assess the application of methods applied in the private sector to public sector in connection with Human Resources Management? (for ex. About flexible personnel transitions from sector to public sector etc.)

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made together with new applications at public institutions?

5) Is norm cadre (permanent staffing) applied to your organization? (are personnel of required qualifications and number employed?) How is the application and what are the problems?

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) Is a general “performance measurement and inspection” system applied for public personnel? (Is there a uniform evaluation system?) While evaluating the performance of employees working in the public sector, does each institution prepare their own questions?)

8) Do you think impartiality can really be provided in performance evaluation? What are the problems, what can be done? Do you think performance evaluation should be confidential or open?

9) Should performance evaluation play an effective role in rank advancement? (Can political favoritism be prevented in promotions?)

10) Equal payment for equal work has been started in the public sector. What do you think about this matter? On the other hand, the compensation of the employees working in the public sector is to be based on their performances. Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

11) Are those working at Human Resources departments and managers educated persons in human resources management? Are training programs applied?

12) Is the in-service training offered adequately in public institutions?

## **Interview 3**

(Assistant Specialist)

### **Flexible Forms of Employment**

1) What are the advantages or disadvantages of contracted personnel in terms of public administration in your opinion? Can permanent personnel be provided in public? Is it important to procure permanent personnel?

2) Can it be possible to provide an application for public employees working at more flexible times?

3) How do you assess the application of methods applied in the private sector to public sector in connection with Human Resources Management? (for ex. About flexible personnel transitions from sector to public sector etc.)

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made together with new applications at public institutions?

5) Is norm cadre (permanent staffing) applied to your organization? (are personnel of required qualifications and number employed?) How is the application and what are the problems?

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) Is a general “performance measurement and inspection” system applied for public personnel? (Is there a uniform evaluation system?) While evaluating the performance of employees working in the public sector, does each institution prepare their own questions?)

8) Do you think impartiality can really be provided in performance evaluation? What are the problems, what can be done? Do you think performance evaluation should be confidential or open?

9) Should performance evaluation play an effective role in rank advancement? (Can political favoritism be prevented in promotions?)

10) Equal payment for equal work has been started in the public sector. What do you think about this matter? On the other hand, the compensation of the employees working in the public sector is to be based on their performances. Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

11) Are those working at Human Resources departments and managers educated persons in human resources management? Are training programs applied?

12) Is the in-service training offered adequately in public institutions?

## **Interview 4**

**(Specialist)**

### **Flexible Forms of Employment**

- 1) What are the advantages or disadvantages of contracted personnel in terms of public administration in your opinion? Can permanent personnel be provided in public? Is it important to procure permanent personnel?
- 2) Can it be possible to provide an application for public employees working at more flexible times?
- 3) How do you assess the application of methods applied in the private sector to public sector in connection with Human Resources Management? (for ex. About flexible personnel transitions from sector to public sector etc.)

### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made together with new applications at public institutions?
- 5) Is norm cadre (permanent staffing) applied to your organization? (are personnel of required qualifications and number employed?) How is the application and what are the problems?
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) Is a general “performance measurement and inspection” system applied for public personnel? (Is there a uniform evaluation system?) While evaluating the performance of employees working in the public sector, does each institution prepare their own questions?)
- 8) Do you think impartiality can really be provided in performance evaluation? What are the problems, what can be done? Do you think performance evaluation should be confidential or open?
- 9) Should performance evaluation play an effective role in rank advancement? (Can political favoritism be prevented in promotions?)
- 10) Equal payment for equal work has been started in the public sector. What do you think about this matter? On the other hand, the compensation of the employees working in the public sector is to be based on their performances. Does performance

based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

11) Are those working at Human Resources departments and managers educated persons in human resources management? Are training programs applied?

12) Is the in-service training offered adequately in public institutions?

## **GAZİ HOSPITAL**

### **Interview 5 (Doctor)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 6 (Doctor)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 7 (Health Technician)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

## **Interview 8 (Nurse)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

## **A PUBLIC BANK**

### **Interview 9 (Manager)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 10 (Specialist)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 11 (Specialist)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

## **Interview 12**

### **(Manager)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

#### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

#### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 13 (Specialist)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

#### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

#### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

#### **Interview 14 (Manager)**

##### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

##### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

##### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

### **TÜBİTAK (The Scientific and Technological Research Council of Turkey)**

#### **Interview 15 (Manager)**

### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 16 (Assistant Specialist)**

#### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

### **Interview 17 (Specialist)**

#### **Flexible Forms of Employment**

- 1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?
- 2) What do you think about an application which provides public employees working at more flexible times?
- 3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

#### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

## **Interview 18 (Officer)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.

5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.

6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?

8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?

9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

10) Do you think in-service training is offered adequately in your institution?

11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?

12) Is it given importance to team work in your institution? Do you think team work should be?

## **Interview 19** **(Assistant Specialist)**

### **Flexible Forms of Employment**

1) How do you assess working as civil servant or contracted personnel/worker? Are there any advantages or disadvantages?

2) What do you think about an application which provides public employees working at more flexible times?

3) Do you want the flexible transitions of personnel from private sector to public sector? (without any exam etc.) Why?

### **Norm Cadre**

- 4) Are job analysis, descriptions (job classifications) adequately made in your institutions? Your briefly views.
- 5) What do you think about the norm cadre application? Are personnel of required qualifications and number employed in your institution? Your briefly views.
- 6) What do you think about the central examination system administered for public employment (KPSS)? Can a different system be provided?

### **Performance Evaluation**

- 7) What do you think about the performance evaluation application in your institution? Do you think performance evaluation should be confidential or open?
- 8) Should performance evaluation play an effective role in rank advancement? (So, can political favoritism be prevented in promotions?) Do you have another suggestion?
- 9) Does performance based compensation maintain efficiency and productivity in services? Does this case reflect positively on the employees?

### **Quality at Work**

- 10) Do you think in-service training is offered adequately in your institution?
- 11) Is it given importance to communication between the subordinates and superiors in your institution? Are your suggestions and problems taken into account sufficiently by the superiors?
- 12) Is it given importance to team work in your institution? Do you think team work should be?

## APPENDIX B

### TEZ FOTOKOPİSİ İZİN FORMU

#### ENSTİTÜ

Fen Bilimleri Enstitüsü

☐

Sosyal Bilimler Enstitüsü

☐

Uygulamalı Matematik Enstitüsü

☐

Enformatik Enstitüsü

☐

Deniz Bilimleri Enstitüsü

☐

#### YAZARIN

Soyadı :

Adı :

Bölümü :

TEZİN ADI (İngilizce) :

TEZİN TÜRÜ : Yüksek Lisans

☐

Doktora

☐

1. Tezimin tamamından kaynak gösterilmek şartıyla fotokopi alınabilir.

☐

2. Tezimin içindekiler sayfası, özet, indeks sayfalarından ve/veya bir bölümünden kaynak gösterilmek şartıyla fotokopi alınabilir.

☐

3. Tezimden bir bir (1) yıl süreyle fotokopi alınamaz.

☐

TEZİN KÜTÜPHANEYE TESLİM TARİHİ: