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## PERSONNEL SYSTEM CAREER-STAFF IN THE NEW PUBLIC ADMINISTRATION APPROACH

YENİ KAMU YÖNETİMİ ANLAYIŞINDA PERSONEL SİSTEMİ: KARIYER-KADRO İKİLEMİ

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### ABSTRACT

The personnel system, which has become the most important problem of the Turkish public bureaucracy, has been the subject of controversy in almost every period and legal changes have been made in structural and functional areas. However, the basic philosophy and principles on which the personnel system is based could not be changed and the desired results could not be achieved. Therefore, the radical change of the system has become a necessity. In this study, the structural and functional problems of public personnel will be emphasized and the necessity of transition from personnel management to human resources management will be emphasized in light of the changes in the understanding of public administration. As a result, it will be discussed what solutions can be produced for basic problems.

**Keywords:** new public management, staff, career

### ÖZET

Türkiye kamu bürokrasisinin en önemli sorunu haline gelen personel sistemi, hemen hemen her dönemde tartışma konusu olmuş ve yapısal ve işlevsel alanlarda yasal değişiklikler yapılmıştır. Bununla birlikte, personel sisteminin dayandığı temel felsefe ve ilkeler değiştirilemez ve istenen sonuçlara ulaşılamaz. Bu nedenle, sistemin köklü değişimi bir zorunluluk haline geldi. Bu çalışmada, kamu yönetimi anlayışındaki değişiklikler ışığında kamu personelinin yapısal ve işlevsel sorunları üzerinde durulacak ve personel yönetiminden insan kaynakları yönetimine geçmenin gerekliliği üzerinde durulacaktır. Sonuç olarak, temel problemler için hangi çözümlerin üretilebileceği tartışılacaktır.

**Anahtar Kelimeler:** yeni kamu yönetimi, personel, kariyer

## 1. INTRODUCTION

Many political, economic and managerial opportunities and threats brought by globalization in recent years have forced countries to revise their systems and make fundamental changes. Particularly, public administrations have to take the traditional and cumbersome structure and adopt a feature that will adapt itself to the internal and external dynamics as quickly as possible. One aspect of the change and transformation experienced in globalization is the most effective and efficient use of human resources of public administration. Because the most important tool of competition and the success of corporate success are qualified human resources. Therefore, it is necessary to abandon the classical understanding of personnel management and to apply modern human resources instead. It is

imperative to determine the human resources of the country correctly, to plan it in the best way, to recruit the most qualified people from the right sources according to objective criteria and to use human resources in the most effective and efficient manner for corporate purposes.

In order to adapt to the social, economic and social transformation that is taking place in our country and the world, our public management system is undergoing a process of restructuring and renewal that has accelerated in recent years in parallel with the changes in the global scale experienced in public administration. One of the most important pillars of this change process is undoubtedly the renewal of public personnel management approach and the revision of our public personnel system accordingly (Yılmazöz, 2009: 294). The abandonment of the habits that have been implemented for many years and having a personnel system in the standards of developed world countries is possible with the adoption and serious implementation of the human resources management approach. It is suggested that the terms of state size and role, quality of public services, public choice, public sphere, organizational structure and legal rationality should be redefined. In this context, it is stated that the public sector should work more effectively and efficiently with less financial and human resources by taking the private sector as an example. In this direction, it is stated that increasing the talent and skills of public personnel as well as providing a transparent, reliable and contemporary structure by considering the public personnel system with a holistic perspective will be an important step in the restructuring of public administration (Şaylan, 2000: 11). To this end, there have been many administrative arrangements and reform initiatives, but the expected results have not been achieved. The most important reason for this is the dominance of all kinds of justice and justice, especially of merit, favoritism and nepotist relations are in demand, lack of a performance evaluation system based on performance, excessive security of civil service, politicization and ideological tendencies. etc. It is the absence of a power with the will and power to overcome such situations. With the recent constitutional amendment, it is thought that this will be possible with the presidential system which has strong executive power.

In this study, after giving general information about the scope of public personnel management, the main problems of public personnel management will be discussed. Immediately, the reasons that necessitate the change of the public personnel system, the necessity of the transition from the classical personnel management to human resources management will be emphasized and the studies aimed at the change of the existing personnel system will be emphasized and suggestions for the solution of the problems will be emphasized.

## 2. CONCEPT AND SCOPE OF PUBLIC PERSONNEL

Turkey public personnel system, was built on a unified regime staff consisting of different components. It covers everyone working in public institutions and organizations, from central government to local governments and state-owned enterprises. Public personnel is the main structure of public officials. The labor force necessary for the execution of public services and providing them to the citizens is provided by public personnel (Aslan, 2012: 3-4). As such, the largest employer in the country is the state. Therefore, it is a necessity to have constitutional and legal basis for personnel. In the 1921 framework constitution, there is no regulation regarding public personnel. Law No. 788 on civil servants issued in 1926 based on the 1924 constitution, which was in force until 1965, defined the scope and limits of the personnel regime. In the 1961 constitution, the article entitled memur civil servant collateral, was included in the 1982 constitution under the title of duties and responsibilities and in the disciplinary prosecution. The 1982 constitution regulates the issue in articles 128 and 129 under the title of provisions relating to civil servants. However, before this, article 70 of the Constitution, public services and emphasizes that the entrance to public services will be subject to the exam and that no other criteria shall be sought in the entrance to public services except for the qualifications and conditions required by the task.

The concept of public personnel is used in two meanings as broad and narrow. In a broad sense, public personnel includes all personnel working in the public sector and having different legal status. In this

sense, the definition of public personnel is included in the definition of everyone doing business on behalf of the public. In a narrow sense, public personnel is defined in article 128 of the 1982 Constitution as follows: Personnel carrying out the essential and continuous duties required by the public services required by the state economic enterprises and other legal entities in accordance with the general administrative principles. The constitution uses three basic criteria to distinguish public personnel. The first of these is to make the management according to the principles of general administration. The second criterion is that no one should intervene about the job and express its continuity. The third criterion is the conduct of the work of civil servants and other public personnel (Sayan, 2009: 201-245). Therefore, the Civil Servants Law No. 657, adopted on 14 July 1965, adopted a form of employment in the form of civil servants, contracted personnel and casual employees, while adding the term temporary personnel with the amendment made in the law in accordance with the principle of originality and continuity of public services of the 1982 constitution was quartered.

Civil service is a profession that can be entered according to knowledge and ability and has the opportunity to rise. The natural consequence of this situation is that the content and scope of the relationship between the civil servant and the administration should be objectively determined in advance by a law. The state of public officials, who have the nerve endings that deliver and represent the services provided by the state to the citizens, are in a sense the subject determining the quality and appreciation of public services. Public personnel with such a vital mission and function are the most important capital of today's organizations (Tortop et al. 2012: 493). Therefore, the Law No. 657 on Civil Servants in 1965 is a result of this requirement. This law aims to correct a malfunctioning system. The success of the law depends on its uncompromising application. In practice, however, this has not been done, and there have always been disruptions due to the compromised attitude of public officials. Therefore, the law has always been criticized since the day it was applied. With frequent changes in the text of the law, there is little left of its original form. However, these problems and complaints will always continue as long as no law is made to meet the needs of the day. Perhaps the crux of the problem 657, LCS's like to be free of human resource management and the principles of the modern world began to adopt, it is one of the major obstacles to the implementation of this management approach in Turkey.

### **2.1. Public Personnel Management Approach in Turkey**

In Turkey, public personnel management approach, basically developed as an extension of public administration, public management approaches applied were effective personnel management approach (Yılmazöz, 2009: 294). The philosophy and qualifications on which this management system developed during the imperial period can be summarized as follows (Canman, 1995: 248). that is, the powers were gathered on the hill. Decisions are taken at the center. The management system is prescriptive and legislative and strict adherence to rules and laws is essential. It is traditional, that is to say, to work as usual, to preserve the current, to resist innovation, and to adhere to administrative traditions. Finally, it is elitist, that is, the civil service is only the profession of those who have studied, thus a model that values state service. It is foreseen that state affairs can only be performed with knowledgeable and experienced civil servants who have undergone a certain education and training, and therefore great importance has been given to the selection and training of civil servants (Özdemir, 2001: 98). During this period, the understanding of public administration, which was founded, has been moved to the Republic by preserving its structural and functional characteristics and has become the basic dynamic that shapes the understanding and practices of public personnel management.

In the early days of the Republic, civil servants were the most important practitioners of official ideology and the best representatives of the central and authoritarian structure. Even if the civil service is defined as a profession, the merit criterion has never been fully applied both in the profession and in the professional career. In the bureaucratic organizations that Max Weber uses for civil servants,

the civil servant is neutral, the gear of a wheel, unlike the side that the wheel should turn to, it cannot act, but it is rarely seen in practice. The officer was generally an advocate of official ideology. However, there are three main adjectives generally accepted in relation to civil servants. These:

- ✓ The officer represents the state and the power of the state: it is the state that does the job, even if the officer appears in the foreground. Therefore, the public official has a privileged status.
- ✓ The civil servant represents the profession of civil servants: the principles and rules governing the conduct of the civil servant are determined by law and the civil servant cannot act contrary to the professional rules.
- ✓ It represents the officer individually. Shows the qualities of being a civil servant. So the civil servant is not an ordinary citizen, but a person with social reputation and dignity.

There has always been a demand for civil servants, both for being the essential element in the efficient and efficient delivery of public services and for the representation nature of the civil service. Our people have always wanted to be civil servants rather than private sector. However, the values attributed to the profession of the civil servant are different from the profile of the civil servant. The civil service, whose basis is based on the traditional bureaucracy approach and whose lines in the ideal bureaucracy are specified by Weber, presents two images that do not overlap. This is due to both the failure of the state to establish the personnel system and the inability of staff to abandon their usual perceptions and habits. In addition, the efforts of political power to draw public personnel to their own line and politicize them can be seen as an important factor. As such, complaints about the public personnel, and hence the personnel system, have always been, and the need for reform in personnel management has always been on the agenda.

## 2.2. Basic Problems of Public Personnel Management in Turkey

The problem of public personnel is a very unknown, complex and universal problem area that has political, legal and technical aspects that remain timeless. The concept of public personnel problem is also defined as the public service problem, in other words, the state problem (Attitude, 1990: 31). Although many studies have been carried out on the personnel regime, the studies and the reports written have the characteristics of reintegration, reassembling a fragmented and dispersed system and making it functional. Our personnel regime has become complex and insurmountable in its evolution (Canman, 1992: 3). Our public administration system has been undergoing a process of restructuring and change for the last two centuries. One aspect of this exchange process is the problem of public personnel. Starting from the Neumark report prepared in 1949, it is observed that the following topics related to the problem of public personnel are focused on:

- ✓ The belief that the existing public personnel is inadequate,
- ✓ Problems in finding the right person for the job,
- ✓ Career and indispensable elements of contemporary personnel management problems arising from the failure to fully implement the principles of merit,
- ✓ The problem of insufficiency of public personnel,
- ✓ Wage injustice in the context of the employment of public personnel with different status,
- ✓ Problems with the supervision of public employees,
- ✓ Problems regarding the continuous training of public employees,
- ✓ Problems with recruitment,
- ✓ Problems related to geographical distribution of public personnel,
- ✓ Problems concerning the regulation of the pension regime of public employees,

- ✓ In addition to these problems related to the practice of the public personnel system, the law on the public personnel regime that regulates the system constitutes an important topic among these problems.

It would be optimistic to expect a staffing system to be successful, which lacks the features that a modern personnel system has to carry, and which includes many important problems. Current problems have led to a decrease in the quality of public services, pollution of the organizational climate, a decrease in labor productivity and institutionalization of the looting system over time (Tortop et al. 2012: 495-496).

In our country, it is seen that there are important problem areas that are established in the public personnel regime and there are some problems in the application of merit, career and classification principles which are basic principles of the system. It is also observed that the current public personnel management is far from the flexibility, efficiency and creativity envisaged by the contemporary human resources management approach. Many studies have been conducted to address the main problem areas of the system from different angles. Canman and Yılmazöz categorize the basic problems of the personnel system as follows (Canman, 1995: 252-253, Yılmazöz, 2009: 299):

- ✓ Failure to make the principle of merit (competency) workable,
- ✓ Failure to realize career development,
- ✓ Failure to establish the balance of wages in the public sector,
- ✓ The lack of a scientific classification to meet the needs,
- ✓ Failure to provide the principle of regulating the personnel regime with laws,
- ✓ Failure to establish a professional executive class

Again, Demirkan makes a similar assessment. In our bureaucratic culture, there are a number of sociological based dilemmas encountered during the fulfillment of the works, and these prevent them from being done on time and at the desired level and they list the basic problems as follows: (Demirkan, 2003: 18).

- ✓ The habit of obtaining without paying any provision,
- ✓ Belief in loyalty culture rather than merit culture,
- ✓ Excessive dependence on managers and inability to use personal initiative,
- ✓ Non-methodology and inability to think analytically
- ✓ Not carrying the qualifications required by the job,
- ✓ Anxiety and day-recovery anxiety,
- ✓ Lack of vision and drown in routine.

Except those; the belief that existing public personnel are inadequate in quality, problems in finding the right person for the job, wage injustice arising from the employment of public personnel in different statuses, problems regarding the supervision, training, organization, retirement arrangements and geographical distribution of public employees, and other problem areas.

Based on all these and the studies conducted in this field, it can be said that our public personnel system has four main problem areas in general terms (Şaylan, 2000: 20-22, TESEV, 2004, TÜGİAD, 1997, Yılmazöz, 2009: 299):

### 2.3. Inefficiency

Efficiency is to achieve the most results with the resources used to obtain the service. The main input of productivity in the public sector is the human element. Providing the personnel with the

institutional purpose and qualifications required by the public service and employing them in the most effective manner constitutes the prerequisite of efficiency. However, it is difficult to say that many institutions or organizations in the field of public administration have benefited sufficiently from human capital or successfully operated such a mechanism. It is accepted that in order to be efficient and effective, public institutions and organizations should increase the individual capacity of each employee and the desire to work at the highest level possible (Ekinici, 2008: 175).

The comparative efficiency of the average Turkish public official, It is observed that it takes lower values from many countries. The lack of remuneration according to performance, the lack of reward, the uncertainty of the non-employee distinction, the inability to give the necessary value to talent and creativity, the inadequacy of in-service trainings and the lack of continuity, in short, the inefficiency problem arising from the lack of appreciation of the system to information, work, and talent, on the agenda. Turkey has vital importance for the development of many public services that are considered essential, it is forced to produce more with increasingly inadequate public officials.

#### 2.4. Principle of Proficiency / Cronyism

Driving license means giving the job to the driver. In other words, Merit is the assignment of the worthy. The right is to obtain authority. Eligibility to be given to a person means begging. Merit is so important that a country develops with merit and collapses without merit. Changes in the life of the citizen by the leaders are limited. The top can only inspire. The important thing is how he chose millions of officers and bureaucrats. He develops the country through the people he chooses. In fact, the only and most important measure he can take is to bring competent people to tasks. It can be said that the greatest administrative success is merit.

Opposition to merit is favoritism. Cronyism is the unlawful and unjustified custody of the officer. It is synonymous with favor and patronage (support for the incapacitated) and torpedo used in the folk language. Cronyism is in three different forms. These:

- a) Nepotism: It is defined as giving privileges to relatives and other relatives instead of merit at work. Özler et al. (2007: 438), a person's skills, skills, success and educational qualifications, such as the level of work required without having to be based on kinship relationships or promotion is called nepotism.
- b) Favorism: Favorism is used in two senses. The first is to give priority and privilege to a particular person or group. The second meaning is the privileged treatment of friends, neighbors or other acquaintances in recruitment. In general, favorism is the privileged treatment of peers, friends and friends in employee decisions and promotions. (Arasli and Tumer, 2008: 1239). In nepotism, the favored person is a relative with blood ties, while in favorism he is a friend, buddy and friend (Büte, 2011: 386).
- c) Cronyism: Chronism, in general, can be described as a form of separatism. However, in this form of nepotism, however, there is a close relationship with the political choice, but the relationship between the dude and sergeant. Political favoritism of the political parties coming to power as a result of making privileged transactions to the voter groups voting for it is called unfair favoritism (Aktan, 1992: 29. cited in Büte: 387). It is also known as political favoritism, political advocacy or partisanship.

In organizations where nepotism practices are involved, recruitment and promotion of employees is based on the principles of merit, such as knowledge, skills, skills, achievement, or level of education, and considers blood ties, fellow citizenship, peers, friendship, or other intimacy. Turkey but also in public institutions and organizations, the rise in hiring and in the workplace, has lost its merit be the determining feature. In the political process, the importance of patronage-type policy making and the adoption of other criteria instead of the rational and objective criteria required by the principle of merit in the introduction and promotion of the service have brought favoritism to the fore. However,

in recent years, it has been seen that positive attempts have been made to correct this situation, such as centralized examination and recruitment at the entrance to the public service, and the connection of the increase in duty to certain conditions and examinations.

## 2.5. Classification and Status Confusion

Today, functional specialization, which is one of the fundamental principles that fordism management relies on, has lost its validity. Instead, the principle of flexible specialization was adopted. Specialization of public employees in several fields has become a necessity, especially in areas where information and communication technology is very intensive. Flexible specialization, which is one of the most important principles of Total Quality Management, which bases its basic philosophy on the satisfaction of the citizens, sees status and classifications with strict boundaries as outdated practices. For this reason, the ten service classes previously determined as strict, and finally the Gendarmerie Services Class and the Coast Guard Services Class, with the addition of twelve personnel classes should be stretched and, as the case may be, the other service class should work professionally on the issues that fall within its scope.

The current classification and status system is deprived of meeting current needs, and in particular the status system has become an inextricable, problem-producing structure as a result of further disturbing the system by influencing political power for the interests of some groups. Furthermore, the status differentiation, which is largely based on nepotism, is not based on any rationality of service, it disrupts the personnel system and leads to great injustices.

## 2.6. Malpractice

The World Bank defines corruption as the major obstacle to economic and social development. Corruption prevents economic development by corrupting the rule of law and weakening the institutional foundations on which economic development is based. The damaging effects of corruption are terrible, especially for the poor who have to benefit from public services (The Worldbank, 2009). Corruption can simply be defined as the abuse of public power in the form of personal gain or benefit from a group under one's own control (Stapenhurst, 2000: 9). Corruption is the purpose of making benefits that should not be done or gaining benefits in return, it seeks. Failure to apply the principle of merit in the public personnel system and the disintegrations that occur in the understanding of justice can be cited as triggers of poverty (Yılmazöz, 2009: 300; Eryılmaz, 2010: 253). Corruption is rooted in the social and cultural history of a country, its political and economic development, its bureaucratic traditions and policies. Generally, corruption tends to increase in times of weak institutions and economic policies disrupt the market structure. Corruption leads to wrong choices, destroying economic and social development by increasing competition in bribery rather than the price and quality of goods and services.

In addition, the hierarchical structure of public administration, working with high cost, effective, customer-oriented and not open to competition, complex and incomprehensible legislation are considered among the problems of public personnel management (Toprak, 2009: 10).

All these problems make reform of public personnel management inevitable. According to Şaylan, the reform studies carried out in public personnel management should try to achieve the following objectives (Şaylan, 2000: 23).

- ✓ To validate the merit principle in the public personnel management system and to perform the personnel transactions such as recruitment, appointment, promotion salary and reward within the framework of the merit principle.
- ✓ Productivity and effectiveness measures in public organizations to determine employment policies.

- ✓ To enable public organizations performing public services to be competitive in the labor market. To do this, to make efforts to improve employee motivation, salary, work and health conditions.
- ✓ To ensure the democratic participation of public personnel implement methods
- ✓ To carry out studies that eliminate inequality in terms of status, title, wages and trade union rights among the personnel working in public services (Ömür Gönülşen and Öktem, 2004: 53).
- ✓ At the same time, the wage system in the public sector can compete with the private sector, simplifying personnel legislation, open to skilled employment such as goals may be added (tesev.org.tr, 2004).

When all these problems are taken into consideration at this point, it will not be easy to change the personnel system that has been going on for years and realize these aims. However, in order for the public administration to carry out its duties effectively, efficiently and with high quality, it is a fact that a smooth personnel management is needed. When the current situation is considered, it is seen as a necessity to go to a new regulation.

### **3. TRANSITION PROCESS TO HUMAN RESOURCES MANAGEMENT IN PUBLIC SECTOR**

One of the most important innovations brought by the information society and globalization is the erosion of the state's monopolistic position in the provision of many public services, instead of the rapid increase of alternatives. This inevitably raises the issue of competition among actors providing public services. Human resources are the main means of superiority in both sector and inter-institutional competition. Therefore, human resources are of vital importance. Every institution that requires competence in its own field has to have the human resources that will enable it to reach this competence. Human capital does not refer to the multiplicity of personnel in institutions. It means the rigor of staff to corporate success. Human capital consists of collective talent, knowledge, experience and creativity, participation in decisions and motivation in the workplace (Mathis and Jackson, 2010: 5). Human resources management is a conceptualized version of a perspective that places the human element at the center of the organization and highlights it. Human resources management is based on a management philosophy that includes all managerial decisions and actions among the employees in the organization, and who looks at the employees of the organization with a holistic perspective (Canman, 2000: 62-63). Human resources management is not only a formal name change of the term personnel management, but rather a participatory, teamwork approach, which focuses on reward performance, adopts contemporary performance evaluation criteria, is sensitive to environmental conditions in the organization, proactive management culture represents an advanced understanding of management (Tortop et al. 2012: 498).

Although the term of human resources management is based on a long history, the use of this concept in our country coincides with the end of 1980s. The concept of human resources management, which was previously used in private sector organizations, started to be used in public organizations with the passing of time. The usage area of the concept of human resources is becoming more widespread as an indicator of the meaning attributed to the concept and as a result of this, it is stated that the management approach of the future will be directed towards the human dimension of the organization. As an expression of the importance given to human beings, human resources management continues to be widely used without distinction between public and private sectors (Aykaç, 1999: 19).

Human resources management practices in institutions include policy-making, planning, organizing, directing and supervising activities related to the provision of human resources needed for superiority in corporate competition, employment development. Human resources management refers to the procurement, employment, training and development of the number and qualifications of the state in

order to perform basic public services and to use them in the most efficient manner in line with corporate objectives.

There are many reasons that highlight the issue of human resources for today's public administrations. First of all, human resources is one of the most costly elements for institutions. Therefore, it should be used in the most effective and efficient way. One of the conditions of superiority in the competition brought by globalization depends on having qualified human resources. Again, rapid and complex change, diversity in the workforce, changes in the skills needed in institutions, total quality management, the fastest and most efficient provision of public services, etc. reasons show the importance and necessity of human resource management.

Personnel management is increasingly perceived as a subject that focuses on dynamic and creative aspects rather than mechanical and routine aspects and affects all segments of society. Such expansion of personnel management functions and service coverage required a shift to the Human Resources Management approach. The Human Resources Management Approach is considered as a contemporary approach to personnel management and is considered as an approach that sees the human element at the center of the organization. Increasing the efficiency of human resources in organizations can be achieved by improving the capabilities of human resources, raising the level of knowledge and skills (Canman, 1995; Tatar, 1987).

The usage area of human resources concept is becoming widespread as an indicator of the importance given to this concept. As a result of this, it can be said that the management approach of the future will be directed more to the human dimension. According to Aykaç in Turkey, organizational change rate of private sector organizations, in response to being in front of the speed of social change; The fact that the rate of organizational change in the public sector is far behind the rate of social change reveals that it is pointless to expect positive results without radical changes in this section (Aykaç, 1999, Erigüç & Ergin, 2003: 133).

Although there is a similarity between the issues that are at the core of human resources management and the issues at the center of personnel management, human resources management is a dynamic structure that is open and sensitive to various innovations and changes, taking into account the developments in the field of political, social, economic and international relations. It can be said that traditional personnel management has developed and enriched the issues both in terms of content and as main themes. As a natural consequence of this and as a requirement of modern management approach adopted today, HRM concept is widely used as an expression of the importance given to human resources of the organization rather than the concept of personnel management and as an indicator that the human resources issues of the organization are examined in more detail. Aykac, 1999). In Table 1, personnel management and human resources management are compared from different perspectives and similarities and differences are summarized.

Personnel management is far from strategic management. Unlike human resources, it does not concentrate on the long-term need of human resources for institutions. It cannot be said that corporate goals are adopted by all employees and acted with the sense of we. However, the basis of human resources management is team understanding and unification around general goals. Likewise, in personnel management, while the areas of action of the employees are determined by strict legal rules, human resources management approach takes initiative and flexible mobility. Instead of a solid hierarchical structure, horizontal and flat hierarchical structures are essential. While it is observed that the numerical multiplicity of personnel management is considered as an indicator of power for the institution and the institutions compete with each other in order to recruit more personnel, it is accepted that the human resource quality, that is, the knowledge and skills required by the service, is equipped with the basic reference.

#### 4. CONCLUSION

Today, traditional public administration approaches have changed all over the world, and management practices and approaches that have been based on Weberian bureaucracy have almost become a thing of the past. The changes that have taken place and penetrated into all depths of society have left public administration confronted with new expectations and needs. The state, which sets unilateral strict rules and has a monopoly in many areas, faces the duty of looking at the citizen as a customer and responding to changing needs in the most appropriate way. As such, radical changes in the old bureaucratic structures and functions were inevitable. The success of the new mission of the state, especially of the public administration, depends largely on the change of the personnel management system. Transition to the human resources management approach and practice, which started in the private sector and then became a necessity for the public sector in developed countries, is a pioneering situation for our country. Turkey also debate about the structural and functional problems of public administration has always maintained its place in the agenda. Despite significant and costly reform efforts, the desired results and success could not go beyond being partial. There are many reasons underlying this. The most important of these is that unilateral reform efforts are required, while the limited number of experts in the political power make this work and the actors involved in the practice are excluded.

In our country, there are many problems related to personnel management arising from both the establishment of the system and the operation and there is much to be done to overcome these problems. These can be summarized as follows:

- ✓ Turkey in 1960 Law No. 160 established state personnel presidential staff regime, the country's economic, financial and social conditions and legal basis for a convenient way to organize and adjust the layout according to changing conditions and maintain, amacılı olarak have and prepare draft laws and regulations to achieve this goal The task has been assigned to this institution. In practice, however, this has never been the case. Political power and the finance ministry, the most important ministry of power, have been at the center of the basic regulations on the subject. However, it would be more accurate to leave the human resources needed by the country to a unit specialized and supported by experts.
- ✓ When determining the country's human resources needs, long-term planning should be made by taking into consideration not only the current conditions of the country but all the developments in the world. Thus, one-day interventions and injustices are prevented. The main objective should be to improve the educational and technical quality of human resource training institutions and to train individuals equipped with the necessary knowledge and skills.
- ✓ Human resources are not just about recruitment. It starts with selecting the right personnel at the right time, from the right sources and the right methods, and continues the training and development of the human resources with the subconscious placement of the public official mission. Therefore, it should be made a principle of the system that merit cannot be determined by just one exam and that this work can be accurately measured by experts with scientific and professional experience and skill.
- ✓ Personnel reform requires serious research. Once the scientific foundations of the subject are established, legal regulations can be made. It is also very important that public officials, who initially reacted to the word reform, are motivated to participate in the process.
- ✓ Merit should be accepted as the most important criterion in both the recruitment and promotion of public personnel and the abuses should be eliminated. A serious inspection and sanction system should be introduced in order to eliminate concerns such as nepotism, nepotism, nepotism and frequent voices when entering public services.

- ✓ Public personnel should be removed from being an instrument of official ideology and the reason for existence should be determined as providing public service, thus meeting the needs of the citizen and contributing to the satisfaction of the citizen.
- ✓ Since civil service is perceived as a safe and untouchable profession, there is not much difference between the civil servant and the few or no employees. This completes the commitment and loyalty of the personnel to the corporate objectives. The best way to eliminate this situation would be to convert the civil service profession into contractual status. It is therefore essential to introduce a system of performance-based, fair and equitable assessment. In particular, the existing irregularities and injustice in career and wages must be eliminated. The evaluation of the personnel should be included not only by the management, but also by the public opinion and expectations.
- ✓ In order for public services to be carried out within the framework of constitutional equality and impartiality, the public personnel system must be freed from all kinds of political and ideological effects and oppression. The favoritism system should be limited to the appointment of high-level bureaucrats in the sense that it provides the greatest support to the executive body, which is the head of the executive, and should not be reflected in any lower level appointments.
- ✓ Training and development of public personnel should be sustained and the content and quality of training programs should be determined in view of the changing world reality.
- ✓ One of the most important issues is the prevention of corruption, which is regarded as the biggest obstacle to economic and social development and corrupts the rule of law. For this, legal and unethical behaviors should be punished as a deterrent and the personnel and the citizen should be informed about these issues by training. Ethical rules of bureaucracy should be dominated.

As a result, all reform efforts should be based on the belief that it is based on a fast, efficient and effective public administration and that human resources are the basis for its realization. Since public services cannot be carried out without human resources, detailed reform studies including human resources strategic planning, determination of duties and responsibilities of personnel rights, consideration of motivation, performance evaluation, formation of corporate culture for change and in-service trainings are required. In particular, there should be a solution to the diversity of personnel available in the public sector and a fair system should be introduced by eliminating the wage imbalance between this diversity. We can say that the reform process in Turkish public personnel management is based on the process of globalization, increasing democratization movements, changes in social structure and the new understanding of public administration. The future of our country is short on the basis of the widest social consensus in these important areas and on a broad support ground.

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