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# COMPARISON OF TRADITIONAL PUBLIC ADMINISTRATION METHOD WITH NEW PUBLIC ADMINISTRATION METHOD

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#### Abstract

The traditional public administration concept which dominated public administration structures between the years of 1870 and 1970, has been exposed to serious criticism especially in recent years due to the inability of the public to meet the expectations of the public institutions, the cumbersome state structure, the rigid bureaucracy, the continuous change and the inability to adapt to the developing market. In parallel with the developments in the world, the transition from the traditional public administration concept after 1980 in the Turkish public administration to the new public administration concept has started. In this process, public services are also offered Turkey İSKUR experienced a transformation inspired by the new public management approach. This transformation has become more pronounced especially after 2000s. In our study, Turkey İSKUR new public management of this transformation process starting from the basic principles of the restructuring concept will be discussed.

Keywords: Turkey Employment Agency (İŞKUR), New Public Management, Transformation of İŞKUR, Public Employment Service.

#### Introduction

In the 1970s, welfare state practices brought about a broad and widespread public administration organization that expanded the state in a functional sense. The growth of public institutions has increased the volume of public services provided by the state due to the interdependence of public administration and public service concepts. With the development of welfare state understanding, the state has expanded its duties to provide public service. However, both the economic crises experienced by the countries and the existing structure and budget of the public institutions and the inability to provide efficient and efficient services have created a new model of public administration which is a structure that operates with the logic of business administration in accordance with the market conditions. These policies came to the agenda in the world in the 1980s to include our country.

The concept of new management, which appears as an alternative to traditional public administration, is based on flexible and participatory management, decentralization, entrepreneurial management, efficiency and efficiency. This management approach envisages the adaptation of private sector applications to public institutions and focuses on providing effective and efficient services. As a result of effective use of time and resources, the expectations of the citizens will be met. One of the institutions that reflect the activities of the new public management in our country is Turkey İŞKUR. From the organizational structure to the participation of the social partners in decision-making processes in order to meet the expectations of the citizens in the institution, which has been restructured according to the principles of the new public management approach, a transformation has taken place in many areas.

Turkey Business Council until 2003. The institution which adopted the Law restructuring efforts were carried out. In the 1990s, reconstruction works were carried out in collaboration with the World Bank and the German Employment Agency. Although the projects in question cannot realize the restructuring of the institution, they are important in terms of being the first initiatives taken in this direction. Nowadays, it is possible to talk about the existence of an active institution that has adopted the principles of new public administration, provided entrepreneurs, localized, striving to provide services in line with the expectations of the citizen, examining and adapting the changes in the labor market and guiding the labor market. Working primarily with conceptual framework will then be drawn as a public employment service provider it will be dealt with the historical transformation of Turkey Business Council. This transformation will then be examined in the context of the new public management approach.



## 1. Conceptual Framework

# 1.1. Conception of Traditional Public Administration

Public administration can be defined as a periodic paradigm, as it can be defined from the political, legal, administrative and professional perspectives (Shafritz, 2011, 28). One of these definitions is traditional public administration. This understanding covering the structure of the public administration in the 1870s and 1970s was organized according to the model of bureaucracy formulated by Max Weber. This model has emerged in the conditions of industrial society in particular and has been based on detailed rules and formalism, impersonal, rigid hierarchy and to some extent centralist qualities. Moreover, the fact that the state should be directly involved with its own organizations in the production and distribution of public goods and services, the fact that the political and administrative issues can be separated, and that public administration is a special part of the management field have formed the basis of this paradigm (Eryilmaz 2009, 16-17).

The traditional concept of public administration was generally formed in the second half of the nineteenth century with the reforms introduced in the state administration and in the 1920s it became formal in the last quarter of the 20th century (Hughes, 2012). This understanding, which continued its activity until the 1970s, began to weaken in the 1970s and bureaucratic, inefficient, rule and the fact that procedures are based on the solidity of the procedures, not based on the human factor much, slow, cumbersome, lacking initiative and avoiding responsibility. In addition, it has been the subject of fundamental criticism in order not to keep up with the changes and developments arising due to technological developments (Şimşek, 2002, 74).

In the face of these criticisms, an alternative public administration concept has emerged in the field of public administration. With the new public management approach, citizens have begun to express a management approach that produces results and meets their expectations, rather than an inefficient and inefficient public administration understanding (Sözen, 2005, 31). At the end of these and similar criticisms, the search for a paradigm in the field of public administration has started and as a solution, a new concept of public administration has come to the fore with the reduction of the public.

# 1.2. New Public Management Approach

Even if the public is reduced in line with the request for new understanding in public administration, the question of how to manage the remaining part well and how to use the scarce resources effectively will be answered. In response to these questions, price-based, non-bureaucratic, market-based, customer-oriented, public services conditions are expected to be presented with effective structures and bureaucrats in accordance with the efficiency criteria that the customers expect. This approach is called the new public management paradigm (Özer (a), 2005, 311). It can be said that this paradigm is a current that is shaped by the practices rather than theory and then it is conceptualized as a new public administration with the widespread acceptance of these practices in countries (Al, 2008). In this paradigm, which is presented as the application of private sector techniques to the public sector (Çiçek, 2012, 65), the most emphasis is on the private sector and the market. In this respect, it can be said that the new public administration is shaped by influences from classical, neo-classical modern management and organization theories and other new theories shaped by the effects of economics and business sciences (Bozlağan, 2008).

Although there are many studies that summarize the understanding of the new public administration 1, one of the most effective of these is the article Publication for All Seasons published in Public Administration in 1991. In this article, British author C. Hood mentions seven new public administration entities. These; the freedom to administer to the manager in the public sector, the authority of the public manager to manage the institution as a professional manager, performance measurement, giving more importance to the results of the procedure, division of large-scale institutions into small units, increasing competition in the public sector, application of private sector management and techniques of public sector, discipline and (Hood, 1991, 4-5). The similarity between the new public management approach established by these suggestions and the İŞKUR established by the law in 2003 is not overlooked.

The applications of this understanding in the world first appeared in developed countries, especially in Anglo-American geography and then started to be applied in other countries (Sözen, 2005, 38). Many ancient eastern bloc countries and developing countries have implemented similar programs with the increasing political and economic dependencies against the western world and the coercive effects of international financial institutions (Ömürgönülşen, 2003, 28). To keep pace with the new public management approach adopted by the national political and administrative content, as many European governments, Turkey has also joined this bandwagon.



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The reforms of the public sector in many countries in the world have similar definitions in different countries but they differ in terms of the application and the meaning they have installed (Pollitt, 2007: 1). It has influenced the applicability of countries' administrative cultures and social structures. For example, while the public administration of the Anglo-Saxon countries was open to management, the approach of the Continental countries such as France and Germany towards government-like management was negative (Yamaç, 2008). A similar situation has a more complex structure due to open in the current reforms is to transfer from the accumulation of both Anglo-Saxon and Continental European law in Turkey and adaptation of interaction for Turkey. For instance, reform practices can give different results depending on the historical, social, economic and political conditions of the countries.

Transition to the new public administration in Turkey, and started a little late as the transfer policy ideas. However, when the political, economic and social aspects of this process are considered, it is possible to say that similar reasons for the transition to the new public administration in the world are also experienced in our country. The political, economic and social events that affect and support the development of the new public administration are closely related to each other, the post-1970 economic crises, the oil crisis, the weakening of the social state, the new economic political theories, the globalization, the innovations in the information and communication sector. From the perspective of Turkey to the world events that affect the transition to the new public administration theories, and economic crisis of 1994, 2001 crisis, budget deficits, loss of SEEs, excess of staff in public, master's degree in western countries, the effects of public administration theorists and economists on the transfer of these theories for phd education, developments in globalization and information communication technologies. Awareness and the different expectations of citizens (customers) in the demand for public services, the mistrust of the public and bureaucracy along with the corruptions, new right and neo-liberal currents (Acar, 2013: 52). For this reason, the changing structure of public administration naturally changed the understanding of public service.

## 1.3. Public Service Concept

The concept of public service, according to the paradigm of the state, differs over time and its scope as well as its scope and presentation. This concept is a concept that requires an interdisciplinary study, although it is the subject of study by administrative lawyers. Although there are many administrative, political and ethical issues, it is a difficult and valuable task that requires responsible behavior and actions and ideas and responsibility (Denhardt, 2009, 412). person, or under his control a private person carried out by the activities of the purpose of public interest (Eyes, 2010, 528). Another definition; state and other public legal entities, or under the supervision and supervision of them, to meet the general, collective needs, to provide the public interest to the public are continuous and regular activities (Onar, 1996, 13). In order for a service to be considered a public service, the service should be directed to the public and be useful to the public and the service should be carried out by public institutions or private law persons under the close supervision of the relevant public institutions (Gözübüyük, 2003). The scope of public services, which are traditionally considered as administrative, economic, social, scientific and technical public services in administrative law, differed from the period to the period and country to country according to political ideology and state regime. There were also those who advocated that the state should provide very limited public services and should provide services in all areas. It is possible to observe that such normative values have changed with the rise of market understanding (Ökmen and Demir, 2010, 21-22). These changes were manifested in two crises related to the scope of public services. The first of these is the expansion crisis which emerged as a public service of the state since the beginning of the 20th century. The second one is a contraction crisis as a result of the narrowing and restructuring of public service areas (Karahanogullari, 2002, 346).

Although the global crisis of 2008, although the question of the reduction of public services was questioned again, the contraction view is still dominant today. The state has changed in the form of public service, and now it can subcontract public services by purchasing services instead of providing public services directly. It now focuses on the preparation of infrastructure, supervision and supervision, and ensuring citizen satisfaction rather than providing public direct service (Bilgiç, 2003, 28). With the positive implications of the adoption of effective, efficient and high quality public service, which will satisfy the public with less public expenditures, from new approaches in public administration and public administration after 1970, with positive conclusions. In this period, the role of the state, which is questioned with globalization, cannot act alone in determining and implementing public service, and the authority of states to determine national public service policies has weakened against regional and international organizations. The idea of public interest, the main objective of public service, was weakened by the impact



of global interests. It has been suggested that in a world where the interests of global powers are brought to the agenda, it will be difficult for the citizen to benefit from public services in an efficient, efficient and quality way (Göküş, 2010, 214-215). In an environment where public services offered by the state, whose role is played in the globalized world, are questioned, İŞKUR and İŞKUR, the policies of the employment policies of the public sector, will have their share.

# 2. Turkey as a Public Employment Service Provider Business Institution and Its Importance

When we look at various societies from history to the present, It is seen that within the scope of its comprehensive economic objectives, it is to implement economic policies that will increase the welfare levels of individuals and prevent unemployment (Uyar, 2005: 4). Within these economic policies, the struggle against employment and unemployment is an important part. The concepts of employment and unemployment can be considered as two parts of a whole. However, employment is positive in terms of meaning and unemployment is a negative concept (Jahoda, 1982: 8). While employment is the part of the whole that should be, unemployment is the other part of it that is undesirable. For this reason, it will be wrong to try to understand or explain the employment or unemployment groups (Aktürk, 1999, 186-187).

Employment means the use and operation (Jahoda, 1982: 8). In general terms, employment can be expressed as the degree of total use or employment of the country's production factors (labor, capital, land, technology, etc.) for a year (Türkbal, 1993, 381). Unemployment is a socio-economic situation created by the ones who cannot find a job at the current wages level and who lose their current jobs for various reasons. Unemployment may result in both material and moral losses. Unemployment firstly starts in people as a problem and then spreads to the state. If people cannot find a job or have lost their jobs, they have a lot of psychological problems. The prolongation of this psychological distress process leads to a situation that makes treatment more difficult for the unemployment. In the solution of these problems, what is causing the unemployment by the governments is being investigated in detail, and sustainable, permanent and constructive policies are taken into consideration (Korkmaz and Mahirogullari, 2007, 15).

Along with the impact of globalization, almost every field is undergoing change and the labor market has its share. An enterprise no longer has to compete within its national boundaries and must compete with a company on the other side of the world. Therefore, in order to ensure competitive advantage, it is necessary to produce quality goods or services and to increase profits by keeping costs low. In order to achieve this, businesses are now shifting their production to that country if they are to achieve cost advantages. For example, when a product is produced in a country, the call center can be located in another country where the cost of employees is less.

Together with the continuous developments in technology, the enterprises go into production of technology and need less labor. This means that current employees lose their jobs due to technological reasons and join the army of the unemployed. However, it is possible to talk about the negative effect of technology as well as its positive effect. In other words, with the development of technology, new areas of work can also emerge and the workforce in these areas is needed. At this point, the workforce needed is the skilled workforce that can use the technology. The importance of active labor market policies in the provision of skilled workforce is too great to be ignored. Especially with the education services provided, people can develop their skills and skills or gain new skills and abilities.

States in the fight against unemployment, various policies are applied. In particular, the demand for unemployment in the face of macro-politics, the struggle could not give the desired results. For this reason, in recent years, countries have tended to implement the passive and active labor market policies, which are called labor market policies, in the axis of combating unemployment. Passive labor market policies are generally criticized for the negative impact of these people on the other employees, both in terms of the loss of the workforce and the income loss that may arise in the requests for working. While developing passive labor market policies to eliminate these potential negativities, attention is paid to lower the amount and duration of utilization.

Passive labor market policies have a long-term chronic structure, to apply temporary treatment methods to the wounds of the unemployed instead of fighting against unemployment, to provide economic assistance to the unemployed to provide a minimum level of income (Korkmaz and Mahiroğulları, 2007, 86), rather than to eradicate unemployment in the short term. It was observed. For this reason, active labor market policies have emerged as the most frequently used policies of the states in the fight against unemployment in recent years. Because, active labor market policies, such as passive policies, are not



intended to temporarily resolve unemployment only in the short term and to treat their wounds with non-permanent methods.

Active labor market policies are policies that teach fish instead of giving fish to people. Active labor market policies aim to prevent existing employees from losing their jobs, to facilitate their entry into the labor market for the first time, or to allow those who have lost their jobs to find a new job again. Concepts such as education, vocational training, lifelong learning, adaptation to changes in the labor market are the concepts directly related to the active labor market. Active labor market policies aim to minimize the problems of unemployment in the long term, reduce labor market disruptions and work for the young, disabled, unskilled and long-term unemployed, who are called risk groups (Karabulut, 2007: 2). ISKUR's active labor market policies; In order to reduce unemployment, to protect and increase employment, job and vocational counseling services are offered, career management services are provided, job analysis and occupation classification, employment-related vocational training is applied, job search strategies are developed as a whole of the program is defined (iskur.gov.tr, 2015).

ISKUR, which has an active role in the implementation of employment policies in our country in the fight against unemployment and has been playing an active role in the expansion of employment by developing employment strategies, is the only official employment and employment agency of the state. By implementing active and passive labor market policies, it takes important steps in the fight against unemployment and undertakes important tasks within the social state mentality. Having worked as a Employment Agency until the 2000s, ISKUR has made a serious transformation in the context of the new public administration concept after 2000s and has gained the identity of a public institution which acts as the organizer and implementer of employment policies (iskur.gov.tr, 2015).

# 3. Understanding the Context of the New Public Management and Transformation Turkey Business Association

In the 1960s and 1980s, in the fight against unemployment, the Employment Agency was sending the workers abroad. However, with the impact of the crises in the economies, the Authority should look for other ways. With the establishment of İŞKUR, the institution has become more active in the labor market. He has become a practitioner of active and passive labor market policies in the fight against unemployment.

# 3.1. Restructuring Process in Turkey Experienced İSKUR Conversion Causes

# 3.1.1. Change in Management Approach

XX. Until the 18th century, political powers were considered as places where continuous problems were solved and traditional public administration and public policy approaches were valid in this process. This process has changed since the mid-1970s when governments experienced serious financial crises. Now, the agenda of the world around the world to return to the classic boundaries, organized on the basis of efficiency and the use of private sector values, techniques and practices have been thought. It is seen that the private sector based management function is more important than classical public administration and policy making (Özer (b), 2005, 4).

Transformation in the field of public administration, changing the role of the state, the state's being the only dominant actor, the expansion of markets, the emergence of new social functions, the easier access to public service through technology and ordinary citizens, private sector, labor unions, non-governmental organizations and the rise of political networks created by the pressure groups and their involvement as key actors in the shaping of public policies. These political networks constitute a new field in policy development and each is engaged in activities that serve their own interests in their fields such as social welfare, education, discussing existing policies and dealing with how to improve existing policies (Genç, 2010, 147-148). Changes in the expectations of the citizens, globalization, the development of technology and the changes that occur due to reasons such as change in the management approach is inevitable to adapt to these changes. In the transformation process, new actors have come to light and they produce policies on their own fields (Genç, 2010, 147-148).

# 3.1.2. Increasing Importance of Active Labor Market Policies

In most countries, passive labor market policies are now replaced by active labor market policies. Active labor market policies, which have a wide range of applications in the fight against unemployment, provide individuals with the opportunity to improve their existing knowledge, skills and abilities or to provide different knowledge, skills and abilities in line with the requirements of the labor market. Active labor market policy types implemented to meet the labor market needs are increasing day by day (Kumaş, 2010, 133-134).



Passive labor market policies are criticized for reasons such as discouraging people from being employed, and being pushy for laziness. Therefore, the conditions, duration and amount of utilization of passive labor market policies are also limited. The general objective of passive labor market policies is to minimize the negative consequences of unemployment (Bircan, 2000).

The main objective of active labor market policies is to facilitate the return of the unemployed to working life instead of providing income support. Active labor market policies are mostly applied to groups and regions most affected by unemployment. The primary target group is the disadvantaged groups, who are less likely to find jobs such as long-term, young, women, migrants and disabled. These include legalization and dissemination of flexible forms of work, programs to increase the qualification of the workforce, information, work mediation and job placement, wage and employment subsidies, and encouragement of entrepreneurship (Uşen, 2007, 66-67). With these policies prioritizing the inclusion of disadvantaged groups in employment, the people in this group are both recruited and integrated into the social life. The importance of active labor market policies is increasing day by day in order to overcome the policies towards disadvantaged groups who can hardly enter the working life. The importance of İŞKUR, the implementer of active labor market policies, emerges at this point (Çetinkaya, 2011, 45).

## 3.1.3. Change of Labor Force Structure

The nature of the work done with globalization and the characteristics of the workforce change. In particular, the new business conditions that have emerged in the information, communication and services sector in recent years and the resources that create these business conditions bring new approaches to the preparation and use of human resources (Tatlıdil and Xanthacou, 2002, 2).

In the new society and the economy, the labor force has been changed in a qualitative way. When the low-skilled jobs were eliminated, the information became very valuable and the training was improved and the knowledge worker prepared. The reason for this is because the new economic structure requires a different organization style, the quality and duration of the training have been improved in order to train the new work force and the measures such as vocational training have become the most important tool in the training of information society workers (Erdem, 2005, 564-565). Along with globalization, due to the technological developments, the demanded workforce structure has changed. In order to adapt to the changes in the labor market and to meet the needs of the labor force, it is inevitable that the labor market policies and the employment credits that are the implementers of these policies change(Yöney Fırat, 2001).

# 3.1.4. Change of Sectoral Structure

In the early years of industrialization, it was not even possible to assume that the new structure that the workforce would gain in the future will never take the form of knowledge workers. As a matter of fact, in the Communist Manifesto published by Marx in 1848, forward-looking predictions were not realized. Marx argued that, in the later years of capitalism, the number of workers who were alienated by excessive division of labor would become more and more poor, and that the society would fundamentally polarize as the bourgeoisie and the proletariat. However, this idea was only valid for 50 years. XX. Since the beginning of the 18th century, the situation has reversed and the increase of the blue-collar workers dealing with the production and transportation of Marx's goods has stopped and replaced by the white-collar workers who are a new working class, the service sector (Erdem, 2005, 554). A change in the distribution of the sectoral structure, which varies according to the level of development of the countries, brings about the change in the demanded and needed workforce. The labor profile required by the agriculture, industry and services sector varies. Therefore, it is inevitable that the labor market policies and the employment establishments, which are the implementers of these policies, will be changed in order to adapt to the change in the sectoral distribution and to train the labor force in line with the needs (Selek Öz, 2008, 28).

# 3.1.5. Understanding the Failure and the Need for Renewal

Factors leading to the failure of public administration are generally political, administrative and economic. The existence of a strong and centralized structure prevents the flow of the society to itself, political impotence, interest-based party policies and party structure, the difficulty of the operation of a very centralized structure, the responsibility of the state officials to protect themselves not only against their people due to the protection of the legislation, but also the intensity of the economic problems. it prevents the successful work (Cevik, 2004, 76-77). In order to eliminate these problems, public institutions should operate with the private sector logic. Public institutions that want to be successful in a period when citizens' expectations for public institutions increase, should be able to adapt to changes and be able to renew themselves in order to meet these expectations and to use their resources effectively. ISKUR, which is a



public employment institution, is inevitably capable of renewing itself and adapting to changes in this process.

## Conclusion

Globalization and the development of technology have also brought about changes in management structures. Solid bureaucracy and hierarchy understanding of traditional public administration approach is inadequate to meet the expectations of citizens from public institutions. The way to provide effective, efficient and fast service is to follow the changes in the market and adapt to the entrepreneurial manager, flexible management and localization. In this context, Turkey standing obstacles to deliver effective services to citizens in conjunction with the restructuring process that has eliminated live Employment Agency. The participation of the social partners in decision-making mechanisms was ensured, the transformation in the organizational structure and in the field of task was experienced and the monopoly of the institution in terms of providing employment services was removed.

Together with the restructuring, there has been a transition from strong centralist structure to localization, from rigid management to flexible and participatory management approach, from public sector management techniques to private sector management techniques, from private sector in the labor market with the establishment of special employment bureaus and from bureaucrat type manager to entrepreneur manager.

At the same time, ISKUR, which entered into a restructuring process in the context of the new public management approach, has also expanded its employment services. It has also become the implementer of policies aimed at minimizing the social, economic and social problems that emerged from unemployment by fighting against unemployment. In other words, the institution has implemented passive labor market policies such as unemployment benefit, wage guarantee fund, short working allowance and job loss compensation as well as active labor market policies. Both the diversification and scope of active labor market policies and the implementation of passive labor market policies have led to the institution becoming more active in the labor market.

Although reconstruction work has begun to feel the institution itself literally faced with the economic crisis on the labor market in 2008, it occurs with Turkey Employment Agency Act adopted in 2003. In the 2008 economic crisis, the institution, which gave a good test in the fight against unemployment, accelerated its activities. There is now an active institution acting in the context of the new public management understanding in the labor market, guiding the labor market and adapting to changes.

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