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Background

Employment in *central government* under the main General Employment Framework (GEF):¹

2009: 1 776 412 employees

Total employment in the *general government sector* as a percentage of labour force (2010):[†]

10.8%

Central human resources management body:

State Personnel Presidency

Government production costs (2010)^{††}



Government centralisation (2008)^{††}



Type of recruitment system (2010)



Legal Framework

GEF covers all employees:	No data
GEF includes fixed-term contracts:	No
Private law applicable in public sector:	No

Public employment in Turkey is regulated by Law 657, which divides employees into four categories: public servants, who carry out “essential and permanent public services”; contract employees, who are employed on a temporary basis for special assignments; temporary employees, who are contracted for less than one year; and labourers, who fall outside the other categories and are

employed for an indefinite term. Multiple GEFs exist in the Turkish central government and all fixed-term staff are not covered by the principal GEF. Casual employment is in use and casual contracts have a maximum length of 11 months. Some guarantees are made in favour of life-long employment and public employees are not permitted to strike.

Staff have the right:

to unionise to strike

Benefits, to which employees are entitled to, are:

Full funding of social security Partial funding of social security Some funding of pensions

Firing rules provide:

Different guarantees about job protection / dismissal Guarantees in favour of life-long employment

	to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment
Public sector	Yes	No	Yes	No	No	No	Yes
Private sector	Yes	Yes	Yes	No	No	No	No

Composition of Employment

Central government employment (2009)¹

Total employment under GEF: 1 776 412 employees

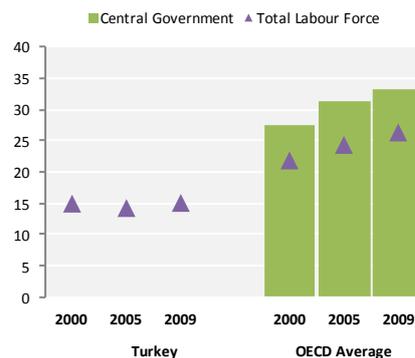
Part-time employment: No Data

Gender in central government (2009)¹

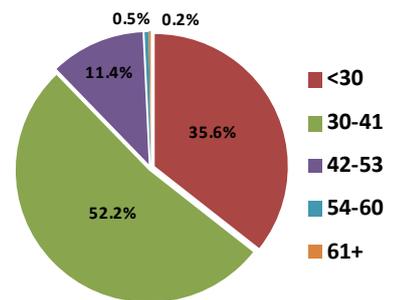
Female participation in central government workforce: 34.0%

Share of top and middle positions who are women: 7.0%

¹ Data are for core ministries and agencies of central/federal governments, including state/regional and municipal ministries, as well as military employees.



Percentage of employees aged 50 years or older in central government and total labour force (2000, 2005 and 2009)*



Age structure of central government 2005

Data are unavailable regarding part-time employment, and the most recent data available regarding the age structure of the public service is from 2005. Some of the age brackets reported are unsuitable for a direct comparison to the OECD average; however, the composition appears to be heavily skewed towards younger employees. There is a disproportionate percentage of employees aged between 30 and 41, 52.2% in 2005,

compared to the OECD average for 30-39 year olds of 24.0% in 2009. In addition, the proportion of employees under the age of 30, 35.6% in 2005, is far above the OECD average of 11.7% in 2009. Female representation in the public service is quite low. Women accounted for 34% of central government staff and only 7% of management in 2009, well below the OECD averages for reporting countries of 49.5% and 34.7%, respectively.

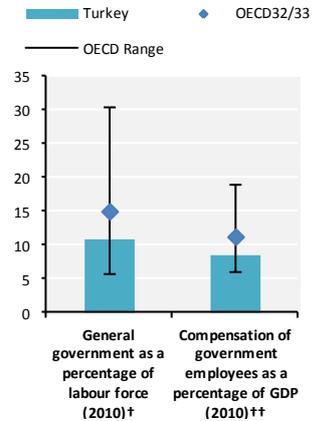
Public Sector Restructuring

Turkey is one of five OECD countries that reported no anticipated change in public employment levels as a result of planned reforms. The fiscal consolidation plan of Turkey relies mostly on revenue enhancements, consequently no major changes to employment levels are expected. However, some recent changes to government organisation have been reported, in particular the transfer of functions from central government to regional levels. There is no possibility to dismiss staff on open-term contracts when the government seeks to restructure, and there are no plans to regularly encourage voluntary departures. General government sector employment (excluding public corporations) as a percentage of the labour force, 10.8% in 2010, is less than the OECD average of 15.1%. Similarly, compensation of public employees as a percentage of GDP, 8.6% in 2010, is lower than the OECD average of 11.3%.

Anticipated reforms' effect on employment level: No change

Implemented changes in employment levels affecting more than 50% of ministries/agencies since 2000:

- Change in retirement age
- Devolution of authority over other levels of government and contracting out apply to a select few ministries.



Organisation of HR Management

Decentralisation of HR Management

Central HRM unit: State Personnel Presidency

Role: Responsible for defining HR policy

Location: Ministry of Finance

- Responsibilities:**
- Manage HRM at central/national level
 - Provide leadership and guidance
 - Design HR strategy
 - Coordinate and supervise HR policy/strategy
 - Provide advice on legal framework
 - Design the pay system
 - Standardise recruitment and skills profiles
 - Provide training

Personnel, budget and pay delegation:

- Management of pay systems, budget allocation, bonuses and the distribution of posts is centralised.

Classification, recruitment and dismissal delegation:

- The post classification system and dismissal following restructuring are managed centrally.
- Recruitment is managed centrally, with some latitude for ministries in application.
- Contract duration, career management and dismissal are managed by ministries.

Employment conditions delegation:

- Performance appraisal and the code of conduct are managed centrally.
- Flexibility of working conditions is set centrally, with some latitude for ministries in application.
- Adjustments to working conditions are handled by ministries.

Turkey delegates HRM practices to line ministries to a much lesser extent than the average OECD country, and lies in the lower region of the range. The central HRM body plays a strong role in many issues, particularly regarding personnel, pay and performance. Ministries are involved in various issues but units/teams play no role in managing HRM issues. Overall, delegation has led to broadly comparable employment frameworks across the

whole of central government. Turkey makes less use of strategic HRM practices compared to the OECD average. There is no accountability framework for management, HRM targets are not considered in performance assessments and regular assessment of ministries' HRM capacity is not undertaken. However, systematic forward planning is in use and covers a broad range of issues over a fairly short horizon of one year.

Strategic HR Management

Existence of HRM accountability framework for managers: No, HRM is only marginally linked to planning and reporting.

HRM targets feed performance assessments: No

Regular HRM assessment of ministries and departments: No

Top & middle management plan and report on:

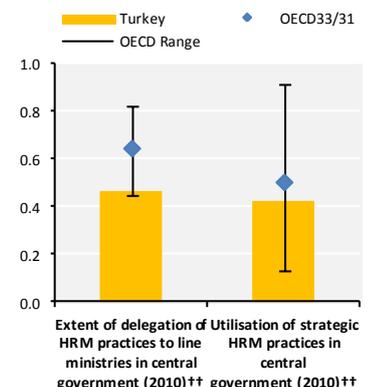
- Effectiveness of strategic workforce planning efforts
- Participation in whole of central government initiatives

Forward planning use: Yes, with regular, systematic process.

Forward-planning horizon: 1 year

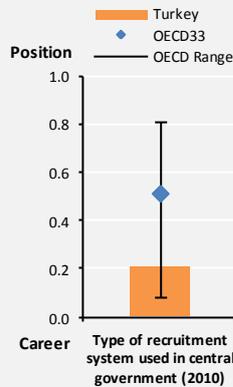
Key aspects explicitly considered in forward planning:

- New issues in policy delivery
- Civil service demographics
- Possibilities for outsourcing
- Possibilities for relocating staff

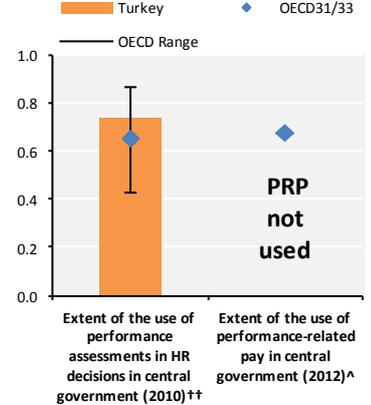


HR Management Practice

RECRUITMENT: The recruitment system in the public service of Turkey is substantially career based compared to the average OECD country. Entry into the various groups is managed centrally, with applicants taking an examination specific to the relevant group. Some posts are open to external recruitment and direct application. A different examination system exists for disabled applicants.



PERFORMANCE: Turkey makes more use of performance assessment in HR decisions compared to the average OECD country. Assessment is used for almost all public servants under the GEF and takes the form of annual written feedback from the immediate superior. A wide range of criteria is used, including activities undertaken, timeliness and quality of outputs, values, interpersonal skills and improvement of competencies. Assessment is of high importance to career advancement and contract renewal. Turkey is one of five OECD countries that do not use performance-related pay (PRP).



PAY SETTING: Base salary and bonuses are negotiated in a comprehensive collective bargaining arrangement for the whole of central government. Both forms of pay are indexed to inflation and are revised annually. A broad range of factors are considered in determining base salary and age plays no part. Despite this, seniority pay is still used; however, the pay increments have been reduced in recent times. The number of years worked in the public service also factors into base salary for a new recruit.

Most important factors to determine base salary	Top Management	Middle Management	Professionals	Secretarial Level	Technical Support
Educational qualification	◐	◐	◐	◐	◐
Job content	◐	◐	◐	◐	◐
Ministry	◐	◐	◐	◐	◐
Performance	◐	◐	◐	◐	◐
Age	○	○	○	○	○
Seniority in the position	◐	◐	◐	◐	◐
Relevant experience	◐	◐	◐	◐	◐

● Key importance ◐ Somewhat important ○ Not at all important

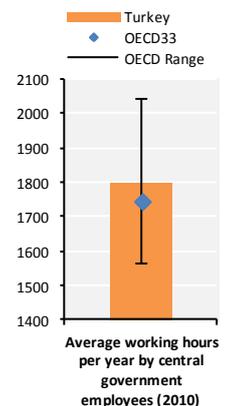
PROMOTIONS: Performance appraisals, years of experience and educational qualifications are factors which determine promotions for all grades. Promotion into middle management is subject to an examination, and education levels also provide a formal restriction to promotion across hierarchical grades. Transparent listings of openings are accessible government wide, and the use of assessment centres and examinations help ensure merit-based recruitment. There are no specific policies aimed at advancing the promotion of under-represented groups.

MOBILITY: Internal mobility has been decreasing in recent years and there are no plans to influence this trend. External assignment is limited to international organisations and employees must resign in order to engage in other private sector employment. A move to external employment can affect career prospects within the public service.

TRAINING: Entrants undergo standard initial training, which is differentiated by institution and the requirements of the post. The central HRM body coordinates these training programmes. Data are unavailable regarding the average length of training received by public employees each year.

WORK CONDITIONS: The average yearly working hours in Turkey, 1 798 hours in 2010, is slightly higher than the OECD average of 1 745 hours. This is driven by higher weekly hours. Data are unavailable regarding absenteeism.

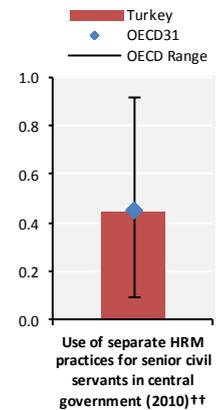
Number of regular working hours per week:	40
Average number of annual leave days per year:	25
Average number of bank (public) holidays per year:	11
Total number of hours worked per year:	1 798



Senior Management

Turkey uses separate HRM practices for senior civil servants (SCS) to a similar extent as the average OECD country. SCS are considered a separate group and have a centrally defined skills profile; however, there are no policies in place to identify potential SCS early in their careers. SCS are only selected through career progressions within the public service. The prime

minister and relevant minister have influence over the appointment/dismissal of undersecretaries (highest level), deputy undersecretaries (second highest level) and other management levels. All undersecretaries and their deputies, many middle managers, and even a few division managers turn over with a change in government.



Industrial Relations

The industrial relations structure of public employment in Turkey is highly centralised, with unions playing a relatively small official role and receiving no public funding. Negotiation of remuneration, working conditions, the employment framework, the code of conduct, the introduction of new management tools and government restructuring

is done centrally and produces one set of agreements. By law, unions must be consulted regarding remuneration, and consultation is voluntary regarding all other employment conditions. Only some categories of public servants are granted the right to unionise and all public employees are strictly prohibited from striking.

Reforms

No information was provided regarding reforms to HRM policies.

Challenges

No information was provided regarding HRM challenges.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

° OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

Further Reading

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OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, OECD Publishing, Paris.

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