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TURKISH STAFF IN NEW PUBLIC ADMINISTRATION METHOD

YENİ KAMU YÖNETİMİNDE TÜRK PERSONELLER

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ÖZ

The restructuring of public administration, which began in the last quarter of the twentieth century, influenced public personnel management from the basic elements of public administration. The normative, hierarchical, mechanical and traditional structure of public personnel management has begun to change within the framework of new management approach. In particular, emphasis is placed on the management of public personnel, which is based on efficiency, efficiency, attitude dynamics, focusing on performance evaluation, which aims to eliminate wage imbalance, and which is suitable for flexible structuring and participatory management. It is now mentioned that there is a professional public personnel management in the framework of human resources management rather than traditional personnel management. In this study, the effects of the new public management approach on Turkish public personnel management are handled structurally and functionally together with the plans and programs included in the programs.

Keywords: New Public Management, Public Personnel Administration, Turkish Public Personnel Administration.

ABSTRACT

Kamu yönetiminin yirminci yüzyılın son çeyreğinde başlayan yeniden yapılandırılması, kamu personel yönetimini kamu yönetiminin temel unsurlarından etkilemiştir. Kamu personel yönetiminin normatif, hiyerarşik, mekanik ve geleneksel yapısı yeni yönetim anlayışı çerçevesinde değişmeye başlamıştır. Özellikle, verimlilik, verimlilik, tutum dinamiklerini temel alan, performans değerlendirmesine odaklanan, ücret dengesizliğini ortadan kaldırmayı amaçlayan ve esnek yapılanma ve katılımcı yönetim için uygun olan kamu personelinin yönetimine önem verilmektedir. Şimdi, geleneksel personel yönetimi yerine, insan kaynakları yönetimi çerçevesinde profesyonel bir kamu personel yönetimi olduğu belirtiliyor. Bu çalışmada, yeni kamu yönetimi yaklaşımının Türk kamu personel yönetimi üzerindeki etkileri, programlarda yer alan plan ve programlarla birlikte yapısal ve işlevsel olarak ele alınmaktadır.

Anahtar Kelimeler: Yeni Kamu Yönetimi, Kamu Personeli Yönetimi, Türk Kamu Personeli Yönetimi

1. INTRODUCTION

The world experienced in the last thirty years the socio-economic, political change and transformation in general has affected the personnel management of the public administration in particular. The bureaucratic, hierarchical, closed, centralist structure of the classical public administration is replaced by a more flexible, open, participatory new management approach. In parallel with the personnel management, there is a more rigid, hierarchical, prescriptive, classical model with horizontal organization, simplicity, entrepreneurship and performance.

Hence the interaction of socio-economic, political and public personnel system is very important in understanding the relationship between public administration and public personnel management (Güler, 2005: 23). This interaction is also seen in public administration restructuring efforts.

The necessity of the change of the new public administration approach to efficiency, efficiency, simplicity, participatory management approach based on transparency, one-way arrangements in public personnel

management, salary imbalance, nepotism and cadre. In this study, the effects of new public administration on public personnel management are discussed in the dimension of the studies carried out and planned changes.

2. DEFINITION AND SCOPE OF PUBLIC PERSONNEL MANAGEMENT

Personnel management is the focus of the management system. Personnel management is in mutual interaction with management and economic system. This interaction can be used to evaluate personnel management and to identify possible negativities (Tutum, 1990: 40). This interaction, however, increases the importance of public personnel management, in particular with regard to the status of civil servants and public personnel regulations.

Public personnel management is a set of basic rules and practices to which public servants carry out public services in which the state is responsible (Attitude, 1980: 95). Public personnel management is a normative discipline that examines the organization and management system of professional employees who carry out this task as a profession and aims to solve the current problems in the conditions of the day. In particular, the existence of the personnel system to ensure the execution of public services, provision of the necessary number and quality of personnel, determination of employment conditions, determination of wages, knowledge-skills appropriate to public service, training of personnel to reach value and belief, retirement-social security system of public personnel, management of the system. Considering issues such as organization, public personnel management is becoming increasingly important (Güler, 2005: 45-52).

In this context, public personnel management can be considered as a whole with structural and functional elements. The rules of classification, wage regime and the status of public officials will be based on elements such as manpower planning, recruitment, cultivation, evaluation, motivation and encouragement. The structural elements and the functional elements are in interaction (Tutum, 1979: 11). Interaction is becoming more evident especially with the changing socio-economic, political and technological conditions. These factors differ with the new approach and it is seen that there is a concept differentiation from personnel management to human resources management in the field of public personnel management.

It is also possible to evaluate these differences in public personnel management through a number of principles developed as a result of long experiences. These principles, which are listed as merit (competence), career, impartiality, classification, equality, assurance, fair and adequate wage, in-service training and contact with experts, are considered to be essential elements of effective personnel management (Attitude, 1979: 18; Akgüner, 2001: 21-32).

On the other hand, these principles have an important function in determining the problems of public personnel management and eliminating their deficiencies. The neglect of objective evaluations is an important problem as we move away from merit and career principles. The imbalance in the wage regime and the chaos of wages are another problem that needs to be overcome. Increasing staffing and partisan public personnel management. Another problem that disrupts the principles of impartiality and assurance. The fact that the decisions about the personnel are not taken with a participatory approach and one-way arrangements are still an important problem. The fact that in-service training as a formality regarding the training of public personnel is prevented from effectively fulfilling this principle. The lack of manpower planning and the employment of personnel regardless of quantity and quality lead to an increase in the volume of public administration and a decrease in efficiency. Failure to take account of the regulations that will increase the motivation of the personnel is an important problem. In addition to these, the fact that the problems are not addressed by a holistic approach but rather individually is an important obstacle in achieving the desired success in solving these problems (Eren and Eken, 2007: 175-176; Attitude, 1990: 37-38).

In addition to these problems and the change in public administration parallel to the change in public administration, the effect of the new public management approach is quite significant.

3. NEW PUBLIC ADMINISTRATION APPROACH AND PRINCIPLES

The 1980s and 1990s were the years of significant change in public administration in the world. Solid, hierarchical and bureaucratic public administration has been replaced by flexible, market-based public administration. This was seen as a paradigm shift in traditional public administration and the new public administration emerged as a new paradigm against traditional public administration (Tortop et al., 2007: 516).

The new concept of public administration is an approach that emerged as a result of policies and practices carried out during the period of Thatcher and Reagan in England in the 1980s (Eryilmaz, 2002: 234). It is defined as an understanding that new management models such as total quality management, strategic management and performance management, which are mostly used by the private sector, are in the agenda of public administration practices (Yüksel, 2004: 8). The two theoretical foundations of the new public management concept are managerialism and entrepreneurship. The first one brings the management principles and practices of the private sector to the public sector, while the second one is based on ideas such as user preference, competitiveness and enterprise structures (Gözel, 2003: 200).

In this context, the new concept of public administration is a new management model that aims to regulate public administration according to business management techniques. It is possible to list the elements of the general framework of the new public management approach that envisages a more participatory, transparent, flexible and performance-oriented management as follows (Borins, 2000: 23; Hoque and Moll, 2001: 304-305; Gözel, 2003: 197; 2001: 52; Eryilmaz, 2000: 26-27; Bilgic, 2003: 35; Cranberry, 2002: 40.):

- Efficient, frugal and efficient management
- Result-oriented management
- Flexible hierarchy / organizational structure, narrow center
- Economic service delivery
- Entrepreneurial spirit with minimal state understanding
- Participatory management
- Market mechanism
- Suggests citizenship orientation.
- Performance-oriented evaluation
- Clearness in open management
- Declining bureaucracy
- Dissemination of information and communication Technologies
- Private sector management techniques such as strategic planning, performance management, total quality management
- In-service training
- Wage balance
- Merit
- Human resources planning

As a result, new public administration; directing, transparent, accountable, open, performance-oriented, citizen-oriented, market-centered, efficient, efficient, and sparing, supported by information and communication technologies, participatory management approach (Fire, 2001: 52). In this context, the basic orientations of new public administration based on personnel, organization, finance and management will be different from the traditional public administration. In terms of personnel management, these innovations can be shown as service-appropriate payment, teamwork, total quality management, efficiency in the principle of merit, professional personnel development, human resources planning, reducing civil servant status, professional personnel management and participatory management (Eren, 2001: 61).

4. NEW PUBLIC ADMINISTRATION FOR TURKISH PUBLIC PERSONNEL MANAGEMENT EFFECTS OF UNDERSTANDING

Nowadays, there is a change in public personnel management in parallel with the change in public administration. In this context, determining goals and objectives, determining corporate principles, adapting the skills of the personnel with those expected from them, performance evaluation, planning of the goals / objectives / principles as a whole with the subjects of finance, organization and knowledge, dealing with human resources with material, organization and finance issues, A new personnel management approach is mentioned in the form of achieving the goals and objectives and analyzing and evaluating the results obtained with strategic human resources (Çukurçayır, 2002: 157-167). This new understanding has also led to the recognition of personnel management as professional personnel management or human resources management.

The new management approach differs from the traditional personnel management approach in many subjects, from the employment of public personnel to the remuneration. In traditional management, job security is shown as a reason for inefficiency and job security is loosened in the new understanding. The

gradual salary approach according to the fixed pension and hierarchical order in the traditional administration has also changed in the new approach to wage wages and to strengthen the link between performance and wage (Al, 2008: 15).

In our country, in the field of public personnel management, the reform studies, which started in the second half of the 20th century, were added to the new public administration concept after the 1980s. In these studies, in the Public Administration Research Report, the principles of norm staffing, status reduction and performance-based compensation were emphasized in public personnel system (TODAİE, 1991: 12-13; Dinçer and Yılmaz, 2003: 160). In the 8th Five-Year Development Plan, which includes the professionalization of the personnel system, qualified personnel are provided with the training and development of these personnel (State Planning Organization, 2000: 52-58).

In the center, the implementation of the norm on the 58 th government Urgent Action plan, including the reform of the new public administration principles in the local and personnel system; The objective of this study is to put forward objective criteria in recruitment and promotion, to reduce the status, to eliminate the differences between similar statuses, to bring out the imbalances in the salary and wage system, to introduce flexible working procedures to the performance-based wage system, and to suggest proposals similar to the proposals in the Public Administration Research Report (Prime Ministry, 2003: 35-37).

One of the concrete indications of the new public administration concept, which was prepared but not enacted in 2003, the Basic Law of Public Administration mentions human resources management instead of traditional personnel management. The 9th Development Plan, which came into force in 2007, emphasizes the necessary change in personnel management within the framework of EU standards and new public management approach. Norm staff practice emphasizes transparent, transparent, effective, efficient, accountable and participatory personnel management with in-service training, performance evaluation, flexible working models, widespread use of information and communication technologies and what should be done to ensure participatory management (State Planning Organization, 2007: 105).

An important result of the impact of the new public management approach in public personnel management is the Draft of Public Personnel Law Draft. The bill is based on changing the management of public personnel in line with the principles of flexibility. In the draft, the principles of personnel management have been reorganized as equality and impartiality, career, competence, success assessment and accountability. The principles of personnel management with the concepts appropriate to the new public management approach have been re-discussed. In the draft, the opportunity to rise and progress in accordance with the necessary training, knowledge, competence, experience and growing conditions has been mentioned and the principle of merit is based on performance standards. Success assessment has been given a wide range and performance payment has been mentioned.

However, discussions with the civil servants as well as the use of contracted personnel statements, changes in personnel system principles, performance assessment, mentioning how to do this, not having an objective assessment can not be fully discussed with the draft has emerged with the draft.

However, the change in parallel with the new public management approach in the Turkish Public Personnel Administration is seen in the 2009 and 2010 Performance Programs, which show the objectives and objectives determined in the Strategic Plan of the State Personnel Presidency covering the years 2009-2013 and the extent to which these objectives and objectives have been realized.

In the Strategic Plan of the Presidency, it is emphasized that the human factor is the main actor in the management process and the transition from personnel management to human resources management is underlined. In this way, a new management approach is adopted which adopts and implements the strategic management concept that is modern, sustainable and can be developed. With the human resources management, performance-based, open to continuous learning and development, based on the principles of efficiency, efficiency and frugality, service-oriented, citizen-oriented, rational, developed through information communication technologies, a flexible personnel system is in question, and goals and objectives are determined accordingly (State Personnel Presidency, 2009a).

In the framework of the objectives and objectives set out in the strategic plan, it is emphasized that a staff planning is planned in the context of continuous training and development within the values of the new public management concept in the 2009 Performance Program. In this context, it is emphasized in the personnel system that the staff and title standardization and job analysis will be improved, the efficiency of

the personnel system to be improved and the wage balance between public personnel and the wage balance to be provided between the public personnel (State Personnel Presidency, 2009b).

Qualification and career principles are emphasized, and the staff who will be promoted as required by modern human resources management and the personnel to be assigned to other duties are trained as required, and their appointment within a transparent environment within the framework of the principles of career and merit are underlined. In-service training programs, the morale and motivation of the staff to increase the quality of service by increasing the quality of service, to increase the knowledge and skills to provide training, authority, responsibility and team awareness is also among the targets to make the necessary work (State Personnel Presidency, 2009b).

With the implementation of strategic human resources plans, ensuring the competence of the employees and adapting to the changing conditions can be realized. Personnel recruitment will be made according to the needs within the plans. Thus, the volume growth of public administration will be prevented and the personnel deficit will be reduced where needed. In the program, the emphasis is placed on performance. It is emphasized that the evaluation system will be reviewed in the framework of the modern management approach, and objective and transparent standards will be developed to measure the personnel performance (State Personnel Presidency, 2009b).

Efficiency in public service delivery is one of the important values of the new public management approach. In order to ensure efficiency in public personnel management, the complexity of authority is emphasized. In addition to the measures to be taken structurally in order to increase the effectiveness, it is aimed to spread the use of information communication technologies functionally (State Personnel Presidency, 2009b).

In the 2010 Performance Program, the implementation of Public Personnel Information System (PER-NET) and KADRO-NET projects within the scope of E-Government applications, the infrastructure to implement the EU Acquis and the increase in the training programs to form the infrastructure of e-signature application of State Personnel Presidency (State Personnel Presidency, 2010).

In addition, the aim is to reduce the complexity of authority within the scope of rational management and to adopt a governance approach. Thus, effective management will be easier. On the other hand, it is also stated that the in-service trainings are carried out and these trainings are carried out especially with efficiency, efficiency and attitude checks (State Personnel Presidency, 2010).

It is important to draw the model of a flexible personnel system at the point reached with the use of new management concept concepts such as elimination of authority complexity in public personnel management, implementation of norm cadre, emphasis on contracted personnel, change in personnel management principles, merit and underlining career principles, efficiency and efficiency in personnel management.

Thus, in the management of public personnel, in accordance with the changing conditions, the determination and elimination of the requirements, the coordination of this process in the framework of new public management principles within the framework of predictive, transparent, effective and efficient results can be obtained.

5. HISTORICAL BACKGROUND OF TURKISH PUBLIC PERSONNEL REGIME

The public personnel regime (Aslan, 2005: 1), which is defined as the regime of the personnel employed by the state, is one of the main elements of public administration. The public personnel regime, which constitutes the focal point of the management system, is directly affected by all social, economic, cultural, political and administrative changes (Canman, 1995: 251). From this perspective, the Turkish public personnel regime is undergoing a continuous transformation and transformation from the last period of the Ottoman Empire to the present.

5.1. Turkish Public Personnel Regime Before the Planned Development Period

In the first years of the Republic of Turkey before the planned development period, while the structural and functional basic characteristics of the Ottoman state administration have been preserved in the Turkish public personnel regime, the principles of merit and career have been adopted in the new personnel regime (Tutum, 1979: 15). In this period of efforts to create a new order, steps were taken to establish and improve the Turkish public personnel regime by law. With these steps, personnel regime, constitutional and legal

arrangements, salaries and wages, pension, allowance, status of workers and so on. it has changed a number of angles (Öktem, 1992: 86).

The Constitution of 1921, consisting of 23 articles, contains no provision regarding the direct personnel regime. However, the decentralized state organization drawn up by the Constitution necessitated the structuring of the public personnel regime within the framework of this principle. In this period, since no directive has been enacted on the regulation of public personnel regime, the basic legal regulations of the post-1876 period have been applied (Aslan, 2006: 217-219). The main regulations concerning the Turkish public personnel regime started with the 1924 Constitution. In article 23 of the 1924 Constitution, a provision was made that the office would not be compatible with the civil service, whereas in Article 28 it was stated that a deputy would lose office if he accepted the office. Articles 92, 93 and 94 of the Constitution of 1924, which carry the heading of Officials Officers, are directed directly to civil servants. Article 92 states that, according to the competence and justification of every Turkish citizen, the principle of merit can be stated by the provision of a civil servant, Article 93 provides that all kinds of arrangements to be made about civil servants can only be carried out by law and Article 94 provides that the officer cannot remove the responsibility.

Thus, the principle of merit which started to be expressed with the 1876 Reform Edict has been emphasized since the first years of the Republic. The main important development regarding the Turkish public personnel regime was realized by the Civil Servants Law No. 788, which was enacted in 1926 in accordance with Article 93 of the 1924 Constitution, with the qualifications, rights and duties of all civil servants, salaries and appropriations, appointments and dismissals, and a special law.

According to the Law No. 788 on Civil Servants, there are two basic forms of employment, except civil servants, which are civil servants and staff (Article 1), and it is stated that the law will apply to all civil servants except military personnel (Article 2). It is also emphasized that the law does not have civil servant law and rights. The implementation of the right of retirement to the right of retirement was only realized in 1949.

This law of the Republic is evaluated according to a general regulation in status and period of the conditions of civil servants in Turkey in the creation of public personnel system in terms of bringing needed some basic principles are expressed in the form of a regulation could be considered forward (Akgun, 2001: 14). Law No. 788, which will remain in force for forty-four years, regulates all matters related to public personnel (such as types of employment, conditions for being a civil servant and employee, nomination, registry, appointment, promotion, appreciation, discipline, rights and prohibitions) (Attitude, 1979: 16). The civil servants were regulated by the Salary Law No. 1108 published in 1927 and the Law on Unification and Monotheism of the Civil Servants of the Civil Servants numbered 1452 issued in 1929. Then, the Law on Law No. 6856 of the Civil Servants Monthly, which was enacted in 1939, and the Law dated 1929, were repealed. Again in this period, according to the degree of salary increase, civil service hike, and the increase in the number of children in 1942, 1978, No. 4178 to the Civil Servants and the Expenditure on Extraordinary Provisions to the Civil Servants in 1943 dated about the General Consent of 4500th General Public and Government Offices attached to the affiliates The Law on Granting Subsidiaries from Salaries to Salary, Salary and Allocation Units was enacted.

The public personnel regime, which was attempted to be formed from the first years of the Republic; it has established the tradition of regulating this field by the law; it has passed the judicial review of public personnel with special rules, and the responsibility for the general management of the system has not been made up by the Ministry of Finance until the establishment of the State Personnel Office, and the personnel recruitment activities have been fulfilled by the ministries and agencies (Attitude, 1979: 16 17).

However, the process of restructuring and industrialization, which has been tried to be carried out since the establishment of the Republic, has not yet been completed. Economic after World War II and financial distress has affected the developments in all other areas and also affected the Turkish public personnel regime and prevented it from gaining stability (Sulhun, 1989). In this period when the new regime of the Republic was tried to be established by law, the civil service was legally secure and attractive in terms of terms, disciplined in terms of working rules, authoritarian and tutelage in terms of public relations, in terms of entry into service in terms of diplomacy, based on seniority in terms of promotion, formative, prescriptive and slow-functioning appearance (Tutum, 1979: 17).

The period between 1920-1945 is called the period of liberal public personnel system in the Turkish public personnel regime. The period from 1920 to 1929 was a period under which the liberal public personnel

regime was established under the conditions of revolution and the period from 1929 to 1945 was the period when the liberal public personnel regime was established (Aslan, 2005: 243). The public personnel regime, which was tried to be reorganized in this period, was in line with the general principles of widespread accumulation regimes in western countries (Aslan, 2005: 248).

Prior to the planned period, a report was prepared to many experts and organizations to find solutions to the problems of the Turkish management system and the public personnel regime. Foreign expert reports prepared in this period; DORR known as a Report from Turkey's economic Care Inspection (1933), Thornburg known as the Turkey Report The report titled How Rises (1949), Neumark Report on Rational Working Principles in State Institutions and Institutions (1949), Reports and Recommendations for the Development Plan (1951), also known as the BARKER Report (1951), Report on the Establishment and Studies of the Ministry of Finance (1951), known as the GRUBER Report Report on Administrative Organization and Personnel (1952), known as HANSON Report Structure of Supervision of State Economic Enterprises in Turkey (1954), about CHAILLEUX-LACE known as the Report Turkey State Personnel is a Research (1959). In some of the reports of foreign experts who started with the Dorr Report in 1933, while evaluating the Turkish management system in general, the personnel regime and problems were discussed in one section. Almost all of the reports suggest the establishment of a staff office at central level, sending staff to study abroad, decreasing the number of civil servants (Yayman, 2008: 204-205)

In this period, the expansion trend in public services and the efforts to take public services to rural areas and the steps taken towards transition to multi-party life have also revealed the deficiencies of the management system and the personnel management system as a part of it (Canman, 1995: 249).

6. CONCLUSION

Public personnel management is expected to be equally effective and consistent in increasing the efficiency and functionality of public administration. In parallel with the reform studies in the public administration in the last quarter of the century, a change in public personnel management has been observed in meeting these expectations.

The change experienced with the new public administration approach, which began to spread all over the world especially after the 1980s, also affected public personnel management. Soon, traditional personnel management is replaced by professional personnel management and human resources management. This differentiation is reflected in public personnel management, focusing on continuous innovation, change, harmony and effectiveness.

It is possible to see the elements of the new public administration approach, such as transparency, transparency, performance evaluation, entrepreneurship, creativity and accountability, as an indicator of the flexible and postmodern structuring of personnel management. The recent changes, the plans and programs prepared emphasize the change, innovation and efficiency to be experienced in the management of public personnel. We focus on many structural and functional innovations from recruitment, career, measurement of success, training, human resource planning to objectivity, application of information and communication technologies to the establishment of a flexible personnel regime.

As a result, it is not surprising that these innovations and changes have been criticized for the traditional structure of public administration. However, it is important to know that what is important is not to make legal arrangements, to prepare plans or to present reports in the framework of the new public management approach. What is important is to prepare the conditions for the implementation and continuity of these innovations and changes. Establishing the necessary consciousness, explaining what benefits will be provided with the new regulations, explaining what these initiatives have been initiated, establishing an organizational climate in this direction in public institutions, establishing internal communication from top to bottom and from the bottom up, the arrangements should be passed beyond being a formality.

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