

Research Article

Career-Performance Interaction From The Perspective of The German Public Personnel System

Alman Kamu Personel Sistemi Perspektifinden Kariyer-Performans Etkileşimi

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Abstract

The aim of this study is to determine the interaction between career and performance from the perspective of the German Public Personnel System. The examination of Turkish and German public personnel systems constitutes the scope of the article, after the definition of the concepts. As a method, scientific Turkish and English sources on the subject were searched and Turkish and German legislation were examined. As a result, career and performance are concepts that affect each other, both for the Turkish Public Personnel "Memur" and for the German Public Personnel "Beamte". Because career is the static and dynamic performance required for the job. According to this, when looking at the success of the candidate civil servants in terms of the performance in their current career while starting and rising to work; According to the human resources management theory, which affects the understanding of today's personnel management, the necessary career environment should be provided to the public personnel in order to increase their performance in terms of successful work, and importance should be given to their education and rewarding. However, the main factor that increases performance is remuneration. Accordingly, similar to the wages of Turkish civil servants, basic duty pensions for Beamtes working in the lower class, middle class, upper middle class and upper class in the German public personnel system, special service compensation for special professions such as police, labor for hard work. Compensation, transitional allowance to federal government services, and overtime wages. As a result, the positive effect of increasing performance with motivational tools such as wages on the career of civil servants was also determined in the light of the German public personnel system.

Keywords: Career, Performance, German public personnel system, Turkish public personnel system, Memur, Beamte

Öz

Bu çalışmanın amacı, Alman Kamu Personel Sistemi ışığında kariyer ve performans etkileşimini belirlemektir. Kavramların tanımlanması sonrasında, Türk ve Alman kamu personel sistemlerinin incelenmesi makalenin kapsamını oluşturmaktadır. Yöntem olarak, konuyla ilgili bilimsel kaynakların taraması ve Türk ve Alman mevzuatının incelenmesi yapılmıştır. Sonuç olarak, gerek Türk Kamu Personeli "Memur" için gerekse Alman Kamu Personeli "Beamte" için kariyer ve performans, birbirini etkileyen kavramlar olmaktadır. Çünkü kariyer iş için gereken statik ve dinamik performansdır. Buna göre, kamu personeli işe başlarken ve yükselirken aday kamu personeli mevcut kariyerindeki oluşmuş performans anlamındaki başarılarına bakılırken; günümüz personel yönetimine anlayışına etki eden insan kaynakları yönetimi kuramına göre kamu personeline, başarılı çalışma

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anlamındaki performansını artırması için gerekli kariyer ortamı sağlanmalı, eğitime ve ödüllemesine önem verilmelidir. Ancak, performansı artıran esas faktör ücretleme olmaktadır. Buna göre Türk kamu personeli ücretlerine benzer biçimde, Alman kamu personel sistemindeki alt sınıf, orta sınıf, orta üstü sınıf ve üst sınıfta çalışan Beamte'ler için de temel görev aylığı, özel meslekler örneğin polisler için özel hizmet tazminatı, ağır işler için iş güçlüğü tazminatı, federal devlet hizmetlerine geçiş ödeneği ve fazla mesai ücretleri ödenmektedir. Sonuçta, ücret gibi motivasyon araçlarıyla performans artışının kamu personelinin kariyerine olumlu etkisi, Alman kamu personel sistemi ışığında da belirlenmiştir.

Anahtar Kelimeler: Kariyer, Performans, Alman kamu personel sistemi, Türk kamu personel sistemi, Memur, Beamte.

1. Introduction

It means the positive characteristics, experiences and successes of the personnel at the beginning and after the employment, and it continues throughout the entire working life of the personnel. Therefore, the career of the personnel should be managed. Because, while career management is primarily looking at the career of the candidates in recruitment and promotion, caring and considering the career; It includes the processes of providing a suitable environment for the personnel to make a career after they are employed. The pre-employment career in question is the job-related training of the candidates, the branch, the courses and seminars attended, the awards and achievements received, and positive experiences. After entering the institution, the duties, projects, in-service trainings, academic training programs, both in his field of expertise and in the institutional field.

Another prominent concept in today's public personnel management systems is performance. In terms of public personnel performance, it is the amount of work produced by the personnel in accordance with the job description. This job includes the stages and features in the job description; and periodic business targets. However, first of all, setting standards for every job done in the institution for performance; then it is necessary to prepare the tokens showing that the works are done. In case the works are done according to the job description for the quality criticized performance, not only the ones that are counted; quality is also taken into account. On the other hand, it is necessary to see and evaluate performance not only as individual performance, but also as team performance according to corporate structure, produced goods and services and business methods.

2. Conceptual Framework

First of all, the concepts of career and performance, which are among the basic elements in the Public Personnel Management System, and their management should be concerned. Although the definition of career in the civil service system in Türkiye is included in the Civil Servants Law (Devlet Memurları Kanunu No.657), which is the basic law, no direct place is allocated for performance definition. The relationship between these two important concepts is also crucial and it will also be evaluated in this section. After the current situation analysis in Türkiye, the German civil service system, which has a similar structure due to its bureaucratic theme and functioning, will be discussed in the same order.

2.1. Career and Management

The concept of career, which is stated to come from the French word "*carrière*" in the online dictionary of the Turkish Language Institution, is defined the Notion as "stage, success and expertise achieved in a profession with time and work" (TDK, 2021). In daily life, it is used as the work done by the person, progress in working life and the continuing professional path has taken to the position.

Career is meaning etymologically; "Latin *carrus* (carriage) and *carrera* (road); French *carrière* (runway, arena); English, it is known that it derives from the words "*career* (occupation, professional life)" (Uyargil, Adal et al. 2009: 264). On the other hand, it is a concept that includes the work done by the civil servants or employees or workers during their business life, the development and progress in business life (Bingöl, 2013:245). In other words, it is a profession that a person will be busy with throughout his life and will constantly rise. The career in the personnel system corresponds to the profession and classes map regulated by the legislation and based on expertise (Ayman Güler, 2005:194).

The career (i.e., rank) is a system that has been applied in Europe since the 19th century and is known to have originated from England, France and Germany. It is a personnel-oriented classification based on

the parameters of service area and education level, and according to this, civil service become as a lifelong profession. The career system – traditional and hierarchical public administration, rational bureaucracy and formalized rules are prevalent in Continental Europe. On the other hand, the prevalence of the cadre (job classification) system, which has been applied in the United States since the 20th century and which classifies the jobs and connects them to the cadre/norm staff, is also valid. In this system, civil service is defined in the cadre and it is named as the job whose existence depends on that cadre. In addition, this situation prevails in Anglo-Saxon countries with the prevalence of managerial principles, pragmatic management and charismatic leadership (Ayman Güler, 2005: 190-191; Smalskys and Urbanovič, 2017: 1).

Career is the state of being a civil servant in the public administration. In practice, it is a professional life that is employed at a young age, has service security, and regularly promotes / progresses until retirement (Eryılmaz, 2019: 327). It is the general flow of the plan that a person chooses to follow throughout his working life (Mondy and Noe, 1989: 336). Professional public career, on the other hand, is a more complex concept that can be defined in many ways. Accordingly, following a predictable rule for career, a job rank in ascending order of prestige, including an employed individual; it can be called a series of activities and positions in a hierarchy with associated jobs (Novac and Abrudan 2008: 67).

As it is known, civil service, in other words, public career; means the acquisition of personal and professional experience by the individual throughout life and continuously in order to achieve and maintain personal, professional and social status. This process which is dynamic, special, innovative and knowledge-based, economically life-long, requires a permanent development (İlieş, 2011: 186). By planning and developing their careers, civil servants not only improve their skills, knowledge and experience, but also improve themselves. To be clear; career planning and development; by ensuring coordination between the goals of the civil servants (workers), the institution and their own goals; is the development of qualifications to better fulfill their current duties and gaining new skills for positions that can be promoted in the long term (Gökdeniz, 2017: 123).

Issues such as the healthy flow of a work done, an established order, the ease of follow-up of the process can be with the existence of a system. For this reason, in order for the concept of career explained before to be sustainable both in the private sector and in the civil service, the career system must be present and functionally work.

It is seen that the existence and meaning of the career system in human resources management has an important meaning in terms of the whole and continuity of the system. Albayrak (2016: 68-69) lists the main features of this system as follows:

- In the career system, personnel are expected to become expert in a particular profession or task. Subjects such as the professions that will receive the services and their job descriptions are determined by classification, which is the most important element of the system.
- All issues including the acceptance conditions of the personnel, the required qualifications, working conditions, advancement, promotion and retirement must be subject to written rules.
- Lifetime work is set as a rule, but this should not be perceived as a definite job guarantee. Rather, it means that to know which steps will rise under fulfill the conditions. Therefore, it aims to foresee the career steps up to retirement rather than job guarantee.
- Examination and certification are another important feature. After the exam results required for starting the service, the documents showing that he/she meets the special conditions required for the job (foreign language score, graduate diploma etc.) are also included in the career system.
- Education occupies an important place throughout the career. As the career steps change with the entry into service, the training needs also change according to the requirements of the service and, when appropriate, the market.
- The characteristics of the task are included in the remuneration career system, which can vary according to the qualifications of those who will perform that task, shaped according to the professional characteristics.

Ayman Güler (2005: 196-197) states that the career system mainly requires education and diploma at the first acceptance and that promotion in the job starts with the fulfillment of the requirements of the next level, starting from the level of entry into service. On the other hand, the understanding of 'equal

pay for equal work' is included in the career system. Remuneration is made directly to the position, not to the performance of the person. The basic assumption is that good performance comes from a sense of service, not from salaries, and therefore it is paid in cash at the beginning of the period. Finally, the system is based on the classification of government services, not individual tasks.

There are also weaknesses of the career system particularly for public services (Smalskys & Urbanovič, 2017: 9): For instance, when civil servants obtain strong job guarantee, they may not have the necessary motivation for working and their work life. In such a lifetime employment situation, there will be difficulties in matters such as dismissal. However, in this system, dismissal is very difficult and needs much requirements and reasons. On the other hand, the costs of public service are quite high. Maintaining this system is not easy, as employment for a civil servant is guaranteed and pay increases with length of service or qualification. Last but not least, it is hard to determine a wide salary range based on performance and strike a fair balance.

On the other hand, for career development strategy, in other words, career management, Armstrong (2014: 271-272) listed the following stages; there should be an internal promotion policy wherever possible, career path should enable talented people to move vertically or horizontally within the organization in terms of their development and opportunities, personal development planning should be made as an important part of the performance management process to improve the knowledge and skills of each individual, Systems and processes must be developed to enable sharing and development. The career management procedure can be presented as follows (See figure 1):

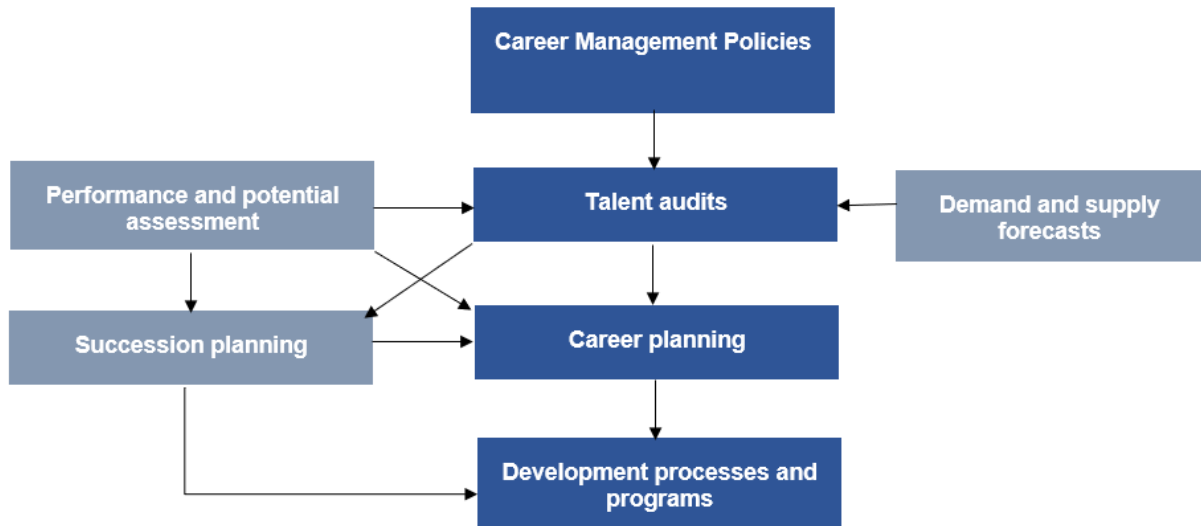


Figure 2. Career Management Procedure (Source: Armstrong, 2014)

In Türkiye, under the basic principles, which is Article 3 of the Civil Servants Law, the concept career has definition of “*to provide civil servants with the opportunity to advance to the highest ranks in their classes, in accordance with the necessary knowledge for their services and the conditions of their upbringing.*” (State Servants Law, 1965). It is seen that the framework of the concept of career in the Turkish Public Personnel System has been drawn by the legislation for civil servants. Accordingly, it is underlined that there is a need for a flow in which progress to higher degrees is covered by this definition, but in addition to this, the knowledge and skills are also crucial.

The civil service system in Türkiye is based on the career system. Therefore, civil service is accepted as a lifelong profession. In other words, the continuity of the service of the civil servant operates in the order of service-career, not work-cadre (Ayman Güler, 2005: 192-197).

In addition, there is no definition of "class" in the frame law. In the classification principle, which is considered one of the basic principles; “Government is to classify civil service duties and civil servants working in these positions according to the qualifications and occupations required by the duties.” It has been said. With the latest regulation made with the Decree-Law No. 668 dated 2016, there are 12 classes

established for civil servants employed in institutions. Each of these classes works as a civil servant. However, today, "career" arrangements are made for different groups such as doctors and teachers.

2.2. Performance and Management

As mentioned in the Turkish Language Association's (TDK) internet-based dictionary, the word performance is originated from French and corresponds to "achievement" in Turkish language. Furthermore, the word achievement is referred to as "the success achieved and the best degree that a person can do". This concept, which is said with similar tones in different languages, also has multiple explanations such as dance or ballet performance or staging of a musical work.

Performance is the product obtained by the personnel at the end of the activities and processes within the scope of duty in order to achieve the objectives within the organizational behavior. This product can be goods, services or ideas (Basaran, 1191: 79 as cited in Helvacı, 2002: 156). According to the State Planning Organization Eighth Five-Year Development Plan Report (2000: 74), performance is a concept that is defined as the measurement of the level of reaching a goal, which quantitatively and/or qualitatively determines the performance achieved as a result of a purposeful and planned activity in general. On the other hand, Barutçugil (2015: 20) defines as the activities performed by the civil servants with the knowledge, skills and attitudes that they have, acquired or developed in relation to organizational beliefs and values in order to achieve results at the organizational, departmental and personal level.

According to Apan (2008: 60), "performance", basically, is the measurement of productivity. When we define performance as the degree of work performance, performance is not just a situation as a result of managerial action, but a positive situation in terms of reaching the goal or getting closer. In other words, what is meant by performance is the process of reaching the target amount determined in line with the purpose of the institution, very well or at a good level. Administrative work and functions at or below average are not performance, but show a degree of output far from the targeted (Akçay and Bilgin, 2016: 156).

With the definition of Bilgin (2016: 183), performance, which is a positive situation in terms of reaching or getting closer to the goal, rather than any situation that occurs as a result of the action taken, is the realization of the target amount/level determined in line with the purpose, at a very good or good level. An average or below-average result is not considered as performance. It indicates a degree of output that is far from the target. To be clear, if the level of public service delivery, which is the main goal of the public institution, is to meet the expectations of the citizens 100%, it is necessary to perceive the performance as the successful delivery of public services with a value of 60% and above. It would not be correct to accept values below this ratio as performance in terms of success. These values are only the result and should not be considered as the targeted success.

Holton (1999: 26-38), on the other hand, stated that performance is multidimensional and often not fully defined. Accordingly, it is stated that the following basic factors should be considered when classifying performance:

- Performance is a multidisciplinary phenomenon.
- There are biases in every performance appraisal model.
- There cannot be a single opinion about performance.
- Performance levels and performance indicators appear to be mixed in some models.
- The subsystems of the models are very diverse.
- An integrated model is needed for the dimensions of performance.

The results of the 1973 Global Economic Crisis, which affected the development and change of the science of management, were known as the reason for the emergence of neo-liberal policies. It is an orientation that opposes the state to undertake such an intense task on the basis of neo-liberalism, which emerged at the end of the period when the welfare state's understanding of the welfare state was predominantly involved in all economic and social areas. Instead, the activity areas of the state should be narrowed and private affiliates should be given priority (Işıklı, 1997:77-78). With the observations made by Taylor to increase productivity in enterprises brought the result as productivity, performance and profit-seeking in enterprises have been among the most basic goals. Performance, the starting point

of which is "Business Management", has started to be applied to Public Administration as well, with the effect of the world's crises, changes and globalization. With the privatization practices the similar themes and concepts has become to be applied to public administration also.

Reforms have been made during the period of being under the influence of the New Public Management, which is the dominant approach in public administration. These reforms are based on the idea of efficiency and economy in the context of state and private sector relations (Balçı, 2005:23). It is said that the common point of these practices is the 3E, which consists of the initials of 'economic', 'efficient' and 'effective' (Boden, Cox and Nedeva 2006: 132). Here, it refers to making economic expenditures as much as necessary, efficiency refers to the relationship between input and output, and effectiveness refers to the extent to which goals/targets are achieved (Songür, 2015: 203). It is important to clarify these three components in order to understand the concept of performance.

Regardless of the private sector or public institutions and organizations, the criterion of “economically” has been accepted as the basic criterion of the performance phenomenon (Bilgin, 2020: 198). This issue, which should not be considered as using the resources very little, means not spending more than necessary to reach the goal (Kubalı, 1999: 37). Efficiency, on the other hand, refers to excellence in individual and corporate performance in public institutions, especially at the point of providing the best possible service with scarce resources. It is very difficult to determine the excellence and efficiency of the staff in public institutions. However, it is known that for the institutions providing services as well as for the citizens to receive better service, it is beneficial to accept excellence as the basic element and to design the system in a way that will enable it to achieve a 'high performance level' (Berkeley and Rouse, 2004: 306 as cited in Kırılmaz, 2012: 74).

Both managers, employees and customers/citizens have benefited in organizations that apply the scientific management principles set by Frederick Taylor. The main goal in these institutions is to question how to apply the best method to the point of efficiency with the least cost and power. It is absolutely necessary to know how to use the energy of the civil servants wisely (Özer, 2015: 54).

On the other hand, the relationship between efficiency and productivity was put forward by Peter Drucker as follows: “Efficiency is the basis for success, efficiency is a factor that reinforces this success. Efficiency measures provide various benefits to the organization in the performance improvement process. The first is to reach the full capacity of all resources under the current conditions, and the second is to reach the ideal potential by ignoring internal and external constraints” (Akal, 1992: 18).

In the Court of Accounts Law No. 6085, the following statement is included for the elements on which the audits will be based (whether suspended or not): “*Determining whether public resources are used effectively, economically and efficiently, measuring the results of activities and evaluating them in terms of performance...*”. It can be clearly seen from this definition that the control and supervision of resources that are known to be limited are also handled with the approach of effectiveness, economy and efficiency from the perspective of performance.

On the other hand, effectiveness means revealing the most appropriate output targeted with the most appropriate source and material. Furthermore, in public administration, it requires the satisfaction of the citizen, that is, the target audience. Therefore, effectiveness is the smartest management way and it is the whole of the performance most conveyed to the audience served (Bilgin, 2015: 27).

Finally, there is a relationship between performance and motivation that constantly feeds, balances and interacts with each other. Motivation is derived from the word "*motus*", which means movement in Latin and means to direct people to perform or stay away from performing a certain action. According to Arslan (2018: 107), Maslow's "Hierarchy of Needs Approach", Herzberg's "Double Factor Theory", McClelland's "Need to Achieve Theory" can be given as examples of theories that depend on and emphasize on directly the person.

The place of motivation in working life differs in terms of private sector and public services. Accordingly, the situation for public sector workers reveals the fact that they are motivated by opportunities to reach higher levels (advancement/promotion) as well as by responsibility, growth, feedback or recognition, rather than simply earning a decent salary (Rashid as cited in Nel et al. 2001). and Rashid: 2012: 25). The main function of motivation in the public sector is to keep qualified

personnel in the institution and to ensure managerial efficiency. Public organizations compete with private sector organizations in retaining qualified and well-trained personnel. The high public debts neutralizing the high salary, which is the important trump card of public organizations, led them to different searches (Acatrine, 2010: 2, as cited in Arslan, 2018: 109).

Today, it is obvious that organizations, institutions and companies need management in order to maintain their continuity and existence more effectively, efficiently and economically. Based on the definitions given above, the management of performance, which plays an important role in achieving these goals, is an important point that needs to be addressed separately. As explained and conveyed, the management of the performance of civil servants plays a very important role in the management of their careers.

Performance management is a modern management approach that is put into practice with a deeper perspective of the basic activities of management such as planning and auditing and following the developments in the concept of performance (DPT, 2000: 76). In addition, it can also be defined as a systematic process for improving organizational performance by improving the performance of individuals and teams. It is a way of achieving better results by understanding and managing performance within an agreed method within the framework of planned goals, standards and competency requirements (Armstrong, 2009: 9).

It is seen that the performance management approach in the public sector focused primarily on economy and efficiency, and adopting a result-oriented approach in order to control the inputs and producing maximum service with minimum input was adopted as the main objective. Then, with a broader perspective, the relationship between output and results rather than input became a priority. At this stage, the link between targets and actual results gained importance by identifying, setting and measuring targets (Sözen, 2005: 116-117). With all this point of view, it should actually be sustainable and should prove and maintain its existence as a practice that is accepted and participated by everyone.

Armstrong (2009: 62) while describing the performance management process stated that, it is very similar to the continuous improvement cycle created by Deming. This is not a coincidence. Performance management is all about continuous improvement. In addition, he listed the following as the requirements of successful performance management:

- Being clear about what is meant by performance,
- To understand where and what the organization needs in terms of "performance culture",
- Focusing on how individual employees will benefit from this process and their responsibilities.

In the study conducted by Radnor and McGuire (2003: 245-246, 259), an answer was sought to the question of the current state of performance management in the public sector and whether performance management systems based on private sector experience could actually increase and improve productivity and performance in public institutions. Accordingly, performance management systems in the public sector should have two main purposes, such as improving public services through economic, efficiency and effectiveness, and providing by strengthening accountability. In this way, organizations can be held clearly responsible for the resources they use and the results obtained. With the study, the existence of systems where strategy, people, organizational form/design and performance can be evaluated (managed) and the limits of their relations with each other should be revealed in order to realize performance management especially in the public sector. By this means, it has been understood that the current skills and motivation of the workers within the organization can be developed and motivated appropriately. Finally, this management system will be successful if the processes and systems in the organization are clearly defined and the relationships between various sub-processes and other systems are understood and a meaningful feedback system is created and performance is rewarded.

On the other hand, it is known that performance appraisal is a method that reacts to the 'result' measurement that uses it to measure performance and performance management to 'manage' performance. In this respect, it can be said that Performance Management; training, teamwork, dialogue, management style, attitudes, shared vision, employee involvement, multiple competencies, Total Quality Management (TQM) incentives and rewards. In fact, studies have shown that performance measurement remains in the second place in performance management process (Lebas, 1995: 34).

In the 1990s, when strategic thinking and management were heavily on the agenda, globalization and competitive pressures led organizations to review management activities and create new prescriptions. The approaches presented in such an environment and the proposed solution to the problems focused on performance management (Akçakaya, 2012: 199). This situation has led to the understanding of performance in public administration not only on the basis of economy, efficiency and effectiveness criteria, but also on different criteria that respect human rights, question their decisions before taking them, and explain them transparently to the public after taking them. As a result, today's public institutions that adopt accountability and transparency have emerged (Karasoy, 2014: 263).

Accountability means “any person or group making a statement or replying to another person or group outside of himself/herself due to the actions and transactions he/she has performed” (Kluvers & Tippet, 2010: 47). For public administrators, it is a criterion by which resource usage is audited and performance is monitored. The fact that the citizen receiving service is more actively involved in this process adds further importance to the criterion (Balcı, 2003:115). With this criterion, the citizen gained the opportunity to control the administration by obtaining information due to the fact that the citizen is in the focus (Karasoy, 2014: 263).

Transparency, on the other hand, is the open sharing of expenditures with citizens by public administrators. It is the announcement of the objectives set in order to serve the strategy and the results of the activities carried out within this scope to the public in a regular, clear, understandable, consistent and reliable manner. Thus, the auditability of public actions becomes more possible. This criterion also allows public decisions and actions to be audited by supervisors (Kuzey, 2004:66). As a result of compelling effects such as the constantly developing world, changing technology and competitive environment, it is expected that the public sector will achieve a certain standard in service delivery and make it sustainable with the mentioned themes.

Performance management, considered for the public sector, can be defined as the processes and activities of ensuring business performance in the production of goods and services, for which authority, duty and responsibility is taken in line with the purposes of establishment in public administration. Another element of governance can be considered as the accountability of administrators to citizens, especially through mechanisms such as policy making, program development and regular reporting. From this point of view, it should be aimed to develop strategies that increase performance and have a basis in public administration (Wholey and Hatry, 1992: 604).

The importance of “public performance management” emerges in the transition from personnel management to human resources management in the public sector. From this point of view, the approach to human resources highlights a performance-based management approach that the most important resource of an organization is human. In other words, the effectiveness of the organization is a derivative of the individual performances of the personnel (Canman, 1993: 2).

In Türkiye, legislative arrangements have also been made in order to ensure that this strategic management perspective spreads to public institutions and to allow performance-oriented management and supervision. The Public Financial Management and Control Law No. 5018 was published in order to provide the necessary atmosphere for performance management. Accordingly, the following provision is included in the Law:

“Public administrations, in order to provide public services at the desired level and quality; They have to base their budgets and resource allocations on the basis of programs and projects on their strategic plans, annual goals and targets and performance indicators.”

Performance management in public administrations is thought as the perspective of resource allocation and strategic planning. It is known that with performance management for institutions, the goals of the team and the individual are organized, the civil servants are motivated, the sense of responsibility increases and develops, the basic values of the institution spread to the base, the training and development processes develop so that a continuous improvement environment is formed, expertise-mastery develops and career. It creates a basis for planning, an environment for staff to be rewarded with tools that are not related to salaries, and an opportunity arises for the development of talented personnel (Öztürk, 2008: 76).

Civil servants, on the other hand, know the comprehensible tasks and targets expected from them in line with the strategic targets set by the organization with the performance management system. Thus, while receiving incentives and support for a better performance, he/she will know that his/her success will be appreciated and rewarded with activities such as revealing his/her own goals, planning, business development/enrichment (Çelik, 2013: 33; Canman, 2000: 137).

Considering the current public personnel management tradition applied in Türkiye, it is clearly seen that it is not easy to apply the performance evaluation for civil servants. There is already no personnel evaluation method available in Türkiye (Özkal Sayan and Güneşer Demirci, 2018: 673). In the light of all the negative reasons mentioned before, ways to "manage performance" should be sought within the framework of a systemic approach to increase the efficiency of the organization instead of subjecting public personnel to "performance evaluation". According to Sanger (2008: 79), trying to transform public bureaucracies into such agile and innovative performance-based systems is trying to "make the elephants dance".

With a similar approach, Özkal Sayan (2016: 690) emphasized that after the abolishment of the registry system, which was in the career system previously defined for civil servants and used for personnel evaluation, there was no personnel evaluation system yet, and emphasized that it should be established and implemented as soon as possible.

In his book, Bilgin (2004: 26-27) deals with public performance management in detail and it is seen that he puts the basic principles of public performance management in a perspective that is based on the aim of providing a more effective, efficient and economical public service. These principles are listed as: acceptance of the understanding of performance, establishment of corporate performance, monitoring of individual performance, existence of countable performance targets, measurable performance criteria, clarity, legality and humanity.

In the compilation dictionary named Performance and Risk Audit Terms of the Court of Accounts (2000: 51), performance management is defined as "to unite all civil servants in organizations for common purposes aiming at the continuous improvement of performance, and to coordinate the planning, measurement, direction, control works necessary to achieve these goals, in coordination with other functions of the management. It is defined as a form of management that envisages the execution of This description shows that there is a flow in line with the steps described earlier.

Therefore, in order to achieve the strategic goals determined in line with the existence purposes of the institutions, performance management process, would be appropriate to manage all resources economically, efficiently and effectively, including the human resources element.

The definition of "Achille's tendon" of human resource management (HRM) has also been used to emphasize how important performance management is. All modern organizations face challenges during finding the best way to manage the performance. At this stage, they must identify the best ways to set goals, evaluate work, and distribute rewards so that work can be further improved over time (Armstrong, 2009: 2). In other words, it can be said that the way to increase the success of institutions and quality service delivery as a result of the effective and efficient use of human resources is through good performance management.

The benefits of performance management can be listed as follows in the short and long term (Akal, 2003: 10-11; DPT, 2000: 76):

- All activities are carried out in line with the determined purpose.
- It ensures that managers and civil servants agree on common and individual goals in harmony with each other and work by spreading these goals throughout the organization.
- It enables personnel to take responsibility for acquiring the skills that will enable them to achieve these goals.
- It prepares an environment for easier achievement of common and individual goals with the participation of all personnel and functions as a unifying force. All public personnel can see what they need to do and the contribution they make to achieve the goals of the organization.
- It creates communication channels that provide mutual and effective information flow from top to bottom and bottom to top within the institution.

- It provides the opportunity to measure the actual performance of the institution against its real potential. It provides by applying the performance management steps created for the purpose of continuous improvement of performance.
- It increases the confidence in the administration's decisions because it is based on the right performance indicators. It ensures that decisions are taken on time in accordance with the determined schedule and are more consistent.
- By setting high internal targets, resources are used more efficiently and effectively.

While Armstrong (2006: 10) refers to a top-down scoring-based evaluation for performance evaluation. This is more related to paperwork annually and under control of the human resources department, and a system associated with salary; emphasizes that the process of performance management is value and behavior-oriented without being directly associated with salaries, with a flexible dialogue, less documents and continuous improvement perspective.

The performance management approach is an effort to create a corporate culture in which the work processes, skills, behaviors and contributions of the organization impose responsibility on its personnel and teams with the logic of continuous improvement. Therefore, arranging and directing the mutual relations of organizations consisting of horizontal, vertical and even complex network of relations according to the goals and objectives of the institution will be realized by maintaining performance management (Çevik et al., 2008: 58).

Although the goal setting required for performance management in public institutions and organizations cannot be defined comprehensively and clearly, the target audience of the sector is citizens, and the lack of shareholders of these institutions makes it difficult to implement performance management in the public sector (Apan, 2008: 82). On the other hand, with the fact that factors such as lack of motivation, insufficient information on the subject, lack of communication between subordinates and superiors, ineffectiveness of the manager in time management, and unfair and non-transparent administration negatively affect performance management (Öztürk, 2009: 67), the public is clumsy and very susceptible to change. It will be a very challenging process to develop and establish performance management in its unsuitable structure.

Performance management has types and from general to specific; institutional, team and individual performance management (Bilgin, 2018: 55-56). It is a known and expected fact that the elements in this order feed each other, and the ground of the other gets stronger with the good management of each. Performance management types that will be explained from this stage will be discussed within the framework of public institutions.

Team performance, which appears as a step between institutional performance management and individual performance management, due to its strategic location, it acts like a bridge and create synergy between them (see Figure 2).

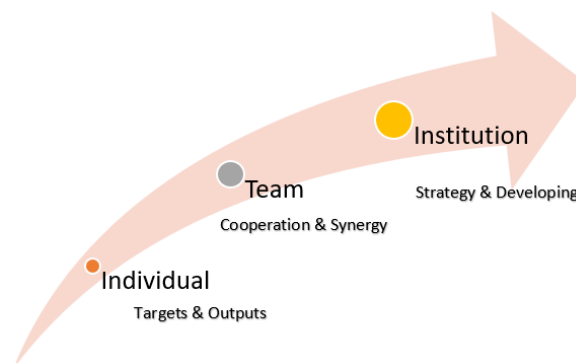


Figure 2. Performance Management Types (Source: Bilgin, 2020)

2.3. Career-Performance Interaction

Career, as mentioned before, includes all the steps from the civil servant starting to work life in a public institution until the time he retires, and the efforts he has made in this process and the work he has done.

Accordingly, the "individual performance" of each civil servant is the most important building block in the development of his personal career.

Individual performance, which is directly related with career, can be defined as the competencies owned and used by the personnel in order to achieve the objectives of the institution/organization. Duties and behaviors not only related to work but also outside of this are within the scope of these competencies. Competencies that are not directly work-related include teamwork, customer focus, enthusiasm, helpfulness, ownership of corporate culture, and individual discipline. The three main aspects that make up individual performance are; focus, competence and dedication (Barutçugil, 2015: 46-47).

Since the purpose of the performance management process is performance improvement initially at the individual employee level and finally at the organizational level (DeNisi & Pitchard, 2006: 255), it is obvious that individual performance management should be handled thoroughly at the very beginning.

At this point, it should be noted that while individual performance has been an important performance indicator of employees in every period, with the industrial revolution, productivity, quality, innovation, reputation, intellectual capital accumulations and similar criteria have begun to be considered within the scope of realized performance with the information society (Şap, 2016: 179).

The prerequisite for institutions to provide effective and efficient service has become the continuous improvement data of the performance of their employees. In other words, managing individual performance will increase the performance of the organization directly. For this purpose, it is very important to create a working environment where civil servants can motivate themselves by making their duties meaningful, that is, to feel successful and competent, and to establish a system that aims to continuously improve performance (Çöl, 2008: 45). In other words, it is argued that there is an accelerating relationship between institution personnel capacity, that is, human resources, and institutional performance, and therefore, the investment to be made in "human" will make significant contributions in public institutions, especially in the performance management process (O'Toole and Meier, 2009: 499).

People are the "blood and guts" of organizations. The factors affecting the organization are largely related to the education, motivation, culture and skills of the personnel (Radnor & McGuire, 2003: 258). Therefore, the planning of their working lives, namely their careers, and the correct management of their individual work are very important for the healthy functioning of the system. Since the work life in other means career of the personnel is directly be affected by the individual performance; there is an obvious connection between these two phenomena.

However, it is important to evaluate the individual performance, which is so important for institutions, and to handle it from the right angle. When Cederblom and Pernerl (2002: 138) processes are examined in detail, it is obvious that performance management is not just "personnel evaluation". Therefore, performance management in organizations should not be reduced to individual performance evaluation.

On the other hand, performance management should be able to successfully manage human resources, which is the most important resource of the organization. It is obvious that people take on the role of unifying the other resources of the organization, transforming them into products and services, activating and revealing by producing goods and outputs in line with the aims of the establishment (Bilgin, 2007b: 60). For this reason, individual performance management is vital for institutions. Armstrong (2009: 3), on the other hand, said that individual performance is mostly affected by the system (organization, institution) in which the work is done, together with the initiative, abilities and efforts of the individual.

Establishing a systematically objective individual performance management is very valuable both in terms of determining the performance targets and standards of public institutions and organizations and presenting their managerial successes, as well as in terms of administrative steps and measures to be taken regarding the motivation of human resources (Walker 1980: 199'dan aktaran Bilgin, 2007b:60).

In a study that analyzes the relationship between individual and corporate performance in support of this situation and using the data of the National Management Research Project in the USA between 2005-2006, the expectations of the employees on issues such as performance-based rewards or the promotion of merit, career opportunities are considered as factors that increase individual performance. In

particular, opportunities such as career development programs and training motivate personnel to increase their commitment to organizational performance (Kim, 2010: 39-41).

Performance management for public personnel consists of three stages: individual performance preparation, individual performance determination and implementation. While the last two stages are the parts where the personnel have knowledge, the first stage, the performance preparation stage, is another stage where performance criteria and indicators are determined beforehand. At the stage where various analyzes should be made; The process should be completed by first making organizational analysis and job analysis, then job measurement, job design, norm staffing and finally job description (Bilgin, 2007a: 98-99). In this way, the relationship between the individual performance (or person) and the functioning/order/system of the organization (institution) can be put forward again through these designs.

It is known that job satisfaction and motivation in working life are significantly effective in affecting individual performance in public institutions. Civil servants' job satisfaction, organizational commitment and motivation levels directly affect their individual performance. In the studies, it is seen that financial incentives/supports have less effect on the motivation of the employees than expected, but it is seen as an opportunity to serve a greater purpose with the excitement of taking part in the public policy making phase (Alonso and Lewis, 2001: 363-364). It is also thought that this situation creates an infrastructure for career specializations that offer "job and career satisfaction" separate from the civil servant structure in the structuring of public institutions and organizations mentioned before.

At this point, although it is known that job satisfaction has a positive effect on individual performance and increases motivation, it is stated that this situation is also related to institutional performance as well as individual performance (Wright and Pandey, 2008: 502-503). Therefore, individual performance management practices should be guided by business strategy and aligned with each other and with the organization's overall HRM system. (Armstrong, 2009: 37). Thus, Maslow's definition of self-actualization in the motivation theory "the need to develop potentials and skills or the belief of oneself to do anything he want" can be realized for the personnel (Canman, 2000: 140).

3. German Public Personnel System

It is very difficult to define "civil servant" who are public service providers in the presence of EU member countries, to deal with the concept comparatively between these countries and to define the public personnel systems in this context. Different public employment trends, reforms that are currently being implemented in public personnel laws, contract formats, employment requirements, and human resource transfer between the public and private sectors are a few of these reasons (Auer et al., 2009: 7). However, it is known that "comparative" methods, especially in the social sciences, are a leading factor in understanding systems and then developing models specific to countries' own dynamics.

The Prussian "General Law" (Allgemeines Preußisches Landrecht), which was codified in 1794, could be accepted as the initial point of a professional civil service regulation in Germany. The regulation specifying the rights and responsibilities of the king's servants, rebuilt the roles and relationship between the state and labor (Derlien, 2003: 105). With the alteration of the world, new recipes which are thought to be cure for the administrative problems has been applied step by step. In the final situation, a dynamic soul of the Basic Law (the German Constitution) of 1949 by the Federal Constitutional Court has constantly determined and extended the normative scope of fundamental rights, that binding upon the legislative, executive and judicial powers of democracy (Kuhlmann et al., 2021: 4).

It is stated in the report of Coordination for Cohesion in the Public Sector of the Future (COCOPS) named as Public Sector Reform in Germany: Views and Experiences from Senior Executives that in the 1960s, an 'active state' narrative emerged, which emphasize the need for state planning and intervention as a basic rule for further both social and economic development. To address the overburdened and overblown state of the German welfare state, and in line with the ideas of the New Public Management, it was replaced by a 'lean state' theme, emphasizing approaches to privatization, de-bureaucracy and governance. Finally, the concept of the 'state in motion' emerged as a new recipe of public sector reform in the late 1990s. These innovations affected in the federal government's various public sector reform programs over the past two decades. A large-scale initiative for "Lean Government" in the mid-90s was followed in 1998 by "Modern Government - Modern Administration" under a red-green coalition

government in 1998, followed by “Innovative Management” in 2006 (Zukunftsorientierte Verwaltung durch Innovationen) and finally a “Networked and Transparent Management” (Vernetzte und transparente Verwaltung) program which is the most recent reform program adopted in 2010. The program in 2006 clearly resembles both NPM and Neo-Weberian ideas. To be clear flexible HRM, better public administration based on modern management concepts, structural changes (e.g., shared services, task reduction, process orientation, customer service and an effective e-government program. More obviously, there are many projects by this manner namely the 'open government' are only in the fairly early or pilot stages. (COCOPS, 2013: 7).

With the applications of NPM and after that trying to find best way as Neo-Weberian solutions, the focus of public personnel system of the country changes sometimes. However, main structure of the system stays remain. For this reason, the career and performance management of civil servants in the Turkish Public Administration system and the same elements of Germany, which has adopted a management system similar to Türkiye, and which is subject to the Continental European system, have been examined comparatively.

3.1. General Structure and Operation of the German Public Personnel System

In terms of the public personnel system, the priority of the EU member states is to create a competitive environment among the civil servants as a requirement of the free market economy, with the "performance-based salary", the "customer-oriented" progress of the public service provision. With the implementation of these principles, differences such as changing employment models in a concrete sense and applying flexible methods through contracted personnel employment also emerge (Egitim-Sen Publications, 2010:27).

In Germany, civil servants occupy a highly respected and trusted position in the society. Especially in Continental Europe, it is one of the most important features of the public personnel system, which is one of the leading representatives of the tradition of strong civil service regime and the continuity of specialization and systemic administrative functioning is ensured (Akin, 2009: 444).

Public administration in Germany is divided into three independent departments. These are; the federal administration, states administration and local government administration (German Federal Ministry of the Interior, 2013: 15). Civil servants are employed in these all three independent divisions.

According to 2022 data, a total of 4 million 968 thousand¹ people, including federal, state and local government employees and public workers, are in the status of providing public services on the official statistics website (Destatis) of the country, which has a population of 83.2 million² and consists of 16 states. This rate corresponds to about 6% of the German population. This number is quite low considering the population of the country and the services offered. Considering the successful public personnel management example of Germany, which is known to be one of the countries where the career and rank system was first implemented in the civil service system and which dominates the bureaucratic state structure due to being the starting point of the Weberian bureaucracy and cameral sciences, it can be seen how much specialization, career planning and development in this context are concerned. It should be examined under the light of whether there is any connection between the management system of career and individual performance management processes.

Public servants (Angestellte) who are under the public law status and employees work under private contracts as blue or white collar are the two main classes in the system. In the desired bureaucratic version of the civil servants (Beamte), as Weber's system and also the system applied in Germany, civil servants are hired for a continuous career in order to get job success and under the light of merit system, trainings and promotions are given to them. Also, salaries are covered by regulations and strike is forbidden to them. And additionally, they are granted life-long tenure. Furthermore, pensions or health care expenses are covered by public budgets and not from insurance funds (Derlien, 2003: 105).

¹<https://www.destatis.de/EN/Themes/Government/Public-Service/Tables/public-service-personnel-type-employment-contract.html;jsessionid=9789654A237280B07E9FF80B72CA8A56.internet742>, Access: 29.01.2022

²<https://www.destatis.de/EN/Themes/Society-Environment/Population/Current-Population/ node.html;jsessionid= 0FD9750A48E00863555FE941E644D490.live721>, Access: 23.12.2021

There are three main institutionalized respects in traditional German public sector in terms of human resource management. Respects. First of all, the constancy of the HRM and the civil service which are under the frame of strong regulations is an important deal. Compatibility and equality have become a crucial impact of HR applications. Furthermore, decisions of the administrative and constitutional courts could be sometimes very complex for relevant regulations and labor agreements. Secondly, the values of the public bureaucracy were influenced by the foundations that shaped the HRM. However, service orientation, competitiveness, mobility and flexibility should be less important than to provide civil service which is stable and reliable and also professional. Finally, trainings and education focus on regulations and traditional values and in the end, they strengthen each other. Since the key roles of the public sector are taken by lawyers, overemphasis is given on programs in public administration and law whereas strategic planning, budgeting, enhancing motivation gains rather marginal point which are the main topics of management. In the light of these issues, on the other hand, there are hot topic debates in German public sector management as HRM and one of them is known as performance-related pay (Siegel and Proeller, 2021: 376-379).

3.2. Career Management of the German Public Personnel System

In Germany, career system is applied as merit system and there is a straight career path for civil servants. According to the law on public service, civil servants 'careers contain generally binding rules. These rules could be applied on all public personnel of the administration system, which objectivize the policies, ensure continuity despite leadership changes, and guarantee a uniform minimum standard for professional performance. Specific trainings should be accessible to civil servants for both individual progress and a special career path in a complex career system. The ability to assign a wide range of roles to a civil servant within the framework of his or her specific career qualification provides greater flexibility in human resource management (Otto, 2007: 3).

According to the European Public Administration Network (EUPAN) Report titled Civil Service System at the European Level (2020: 14-15) in 16 states of Germany, besides the two main categories of civil servants (Beamte) and public employees (Angestellte) working in the aforementioned level administrations, workers (Arbeiter) and judges and military personnel. In practice, the separation of functions between civil servants and public employees is clear. Each authority can decide whether to employ civil servants or public employees according to its field of work. The legal status of civil servants is regulated by laws and regulations. The German Bundestag has the right to determine by law the salaries and pensions of civil servants, as well as their rights and duties. The employment of judges and military personnel, as well as civil servants, is governed by public law. Public employees are employed on a contract basis in accordance with private law. General labor law applies to all employees in Germany as well as to them. However, certain working conditions are specified in collective agreements negotiated between public employers and responsible unions at the federal, state or local level.

A dynamic interpretation of the Basic Law (German Constitution) of 1949 by the Federal Constitutional Court has consistently determined and expanded the normative scope of fundamental rights that directly bind the legislative, executive and judicial powers (Kuhlmann et al., 2021: 4).

Every German citizen is eligible to apply for any public office on the basis of ability, qualifications and professional achievements. This also applies to the long-term employment of civil servants and public servants. According to this issue, which is defined as the principle of merit by the German Constitution (EUPAN, 2020: 77):

- Promotions are awarded based on ability, qualification and professional achievement.
- In order to become a civil servant, the applicant must have completed the relevant internship or have a qualification related to a particular profession (such as vocational education or training).
- In order to become a public employee, the candidate must have the qualifications required by the relevant position.

On the other hand, Article 11 of the German Federal Civil Service Act (Federal Civil Service Act-BBG) published in 2009 regulates the career (process for career civil servants) issue for civil servants. It is stated in this article that *“a civil servant may be appointed for life and to serve a specific purpose. The*

candidacy period of the Federal Republic for obtaining a higher career or for another career in a higher category passes during this period.”

There are four categories of public servants corresponding to the hierarchy of education they have. First, university-graduated higher civil service and equivalent workers. The following group is A-Level certificated ones and they are eligible for university admission. The third career group roughly corresponds to a British B level or a US high school degree; it is the largest career group. Finally, the "Simple service" group comes and these are the ones graduated from primary school (Hauptschule) after 9 years of education. However, this group has almost disappeared due to past updates. Each career groups consists of *four degrees* or offices (Amt) attainable through promotion. Second and third ones are gathered automatically after time, regardless of performance. Also, as a basic rule, every applicant, regardless of professional experience gained in the private sector, has to enter at the very beginning point in his career in civil services (Derlien, 2003: 109). This application is similar to Türkiye.

Education of Law at university and the law-oriented (internal) administrative college education are accepted as general civil servants career path with common professional values and skills. The executive positions in the general administrative branch, including ministries, consist of these general officials. Also, generalists are expected to move easily between branches/departments and other positions of government. Subjective role can be found at the highest levels of the civil service, which is regularly maintained for civil servants. These civil servants are responsible for the staff they encounter union-dominated councils of their policies and agencies (Derlien, 2003: 110).

In addition to civil servants whose employment conditions, salaries and rights are regulated by law, these situations of public employees are determined by contracts, but the general labor law is also valid for them (Otto, 2007: 2). Civil servants in these conditions consist of four classes, as mentioned before, and transitions between these classes are bound to very difficult rules. Each class includes at least a five-tier system of merit-based passes. These classes are from top to bottom (Derlien and Peters, 2008: 170):

- Höherer Dienst (administrative class- administrative service, higher),
- Gehobener Dienst (executive class- implementing service, higher intermediate),
- Mittlerer Dienst (intermediate service) and
- Einfacher Dienst (ordinary service) classes.

On the other hand, in-service training and/or a certain year of professional experience play an important role in developing the career. For the fulfillment of certain tasks, the public administration also needs specialists who (through their training) cannot be transferred by the civil service and who have gained expertise in a preparatory period. Admission to the civil service of civil servants is based on a certain period of full-time professional experience, rather than completion of preparatory period and career examination. In addition, the basic requirements for admission to the above-mentioned career classes are listed as follows (Otto, 2007: 3-4):

- Administrative class (higher service): Successfully completing a university education in an appropriate field. Here, especially law education is accepted as equivalent to economics, finance and social sciences for general administration service.
- Executive class (higher intermediate service): Successful completion of a practicing class, a polytechnic education (Fachhochschule) or other school education that qualifies for admission to a university or its recognized equivalent,
- Intermediate service: Successful completion of secondary grade, general school education (10 years) or attendance at a modern secondary school, as well as further professional training or a recognized equivalent;
- Ordinary service: Successful completion of secondary education or a recognized equivalent program in ordinary service.

For all classes there is a preparatory term of civil services. This enables both practical and theoretical training and, in the end, there is career examination in order to finalize the period. There are some differences in the application. To be clear, civil servants are generally employed subject to revocation during the preparatory service, however, for the intermediate service at least one year, usually two years; for the higher intermediate service, usually three years; and for the higher service at least 18 months, usually two years is applied (The Federal Public Service Report of Ministry of Interior, 2014: 51).

As a rule, and since it was mentioned before during the preparatory service for careers in the higher intermediate service should be carried out at universities of public administration. For the federal administration this is the Federal University of Applied Administrative Sciences, having various several departments namely general internal administration, foreign affairs, Federal Police, administration of the federal armed forces, finance, criminal police, agricultural social insurance, intelligence services, social insurance and meteorological service. When the career examination has passed successfully, a probationary period should be completed by the civil servants. On the other hand, in recent time there is no preparatory service for the ordinary service at federal level. The requisition for employment is only successful completion of a secondary modern school or equivalent and occupational training graduation (Ibid, 2014: 52).

However, in contrast to civil servants, there is no force to be recruited to a certain career path for public employees. With the collective agreement criteria are set out and the sole basis for placing the employee in a specific pay group occurs (İbid, 2014, 65).

The federal state, the Lander, or local governments are responsible for the training and preparation of the civil servants. Although there are institutes, agencies and schools that play an active role in the training of civil servants in some European countries, there is no such structure in Germany. On the other hand, although transitions between classes are possible, these transitions require very difficult conditions. For example, in order to pass from the executive class to the administrative class, it is necessary to pass a very heavy education period and exams in addition to a law license. Therefore, it can be said that the competent and expert system, which is the necessity of the principle of merit, is tried to be operated effectively (Yavuzdoğan, 2016: 227).

In the German public administration system, the base salary of civil servants is calculated separately on a staff basis. Basic, medium, executive and administrative class services staff from A1 to A16 receive direct pay. Here, the basic criterion in the base salary is the severance payment and the related increase score. Officers receive "seniority" every two years. In other words, they can "rise" every two years. On the other hand, Payment Group B; It covers soldiers in special positions and senior civil servants with pay scales from B1 to B11 (11 ranks) and fixed salaries only. It corresponds to the same amount regardless of the officer's seniority and age. These salaries apply to senior executive positions of the civil service. The W Pay Group (3 levels from W1-3) is for university lecturers (professors) and their assistants. Finally, the R Payment Group is a table for judges and prosecutors (10 levels from R1-10) (Çapar, 2010: 59).

3.3. Performance Management of the German Public Personnel System

In the German civil service system, the management of the performance of the civil servants whose career planning is started with the entrance and the methods used for this purpose are another hot topic to be considered provide effective and efficient service.

Reducing the number of public personnel in the country with the methods put into practice as a result of the changes in the post-Fordist period did not succeed due to the strong civil service system and the resistance of the unions. There have been remarkable developments especially in the implementation phases of the Federal Civil Servant Law and the Post-Fordist personnel regime. A performance-based bonus approach has been adopted in civil servants, which are classified as "A" level, especially with the law that puts performance on the agenda. The new regulation created executive cadres to be employed on a probationary basis before being appointed to permanent civil service at the federal level. At the federal level, it is understood that the status of civil servant is preserved (Aslan, 2005: 182-183).

In contrast to the École Nationale d'Administration (ENA) system, which is the institution operating for the purpose of training public officials in France but was recently closed, in Germany, each authority (federal or Länder government, local government) is responsible for the training of its own personnel (Yavuzdoğan, 2016: 236). As mentioned before, the absence of a special public personnel training mechanism gives freedom to local governments in their own fields, together with federated systems in both career and performance management.

With the bonus system processed in 1997, the "performance-based payment" mechanism was basically intended to be adopted. Accordingly, if the performance level of a civil servant is not appropriate, his

basic salary is not changed until the performance is deemed sufficient. Here, performance-related tools make it possible to react directly and quickly to service performance and to increase the motivation of particularly well-skilled and high-performing personnel. In order to prevent performance bonuses and allowances from routine, restrictions/regulations regarding beneficiaries, amount and forms of payment were introduced in the Civil Servants Salary Law. As a one-time payment, the performance bonus is the most obvious way to emphasize it as a “reward” for special effort, as it is given for outstanding service previously rendered and thus does not become a routine bonus. Bonuses can be awarded up to the amount of the corresponding basic initial salary of the civil servant. Continuing performance allowance is based on a positive performance appraisal and is time-limited (up to twelve months) and is paid monthly up to 7% of the basic initial salary. While this system is a reward for high performance, it also provides the opportunity to impose sanctions on low performance. There were also possibilities such as postponement by the superiors, especially in the transition to the next promotion step (Otto, 2007: 7-8).

The 2005 performance variable emerged due to the salary reform, especially the desire for reform in the public sector, and the demographic change of Germany. With the expectation that the number of retirees will increase significantly until 2030, with approximately 25 thousand retired civil servants every year, the efforts to make the civil servant salary system fully performance-based have gained momentum. It was implemented with the salary reform adopted by the federal government in 2005. Accordingly, although basic salaries are decreasing, in the new system, 2%, 4%, 6% or 8% performance variable can be added to the basic salary depending on the performance. For example, a person who meets the minimum requirements will not receive any performance variables and will receive 96% of the old base salary. A normal successful person with satisfactory performance will receive a performance variable in step 1 (plus 2% ie 98% of the old base salary); a high achiever with very satisfactory performance will receive an additional 4%, ie 100%, of the old base salary; 102% of former base salary with an additional 6% pay for above-average performance; and an additional 8% for outstanding performance, plus 104% of the old salary. However, due to the prediction of some problems that may be experienced in practice, the current discussion brought about the efforts to improve the 1997 bonus system (Otto, 2007: 7-8).

It is also stated in the Federal Public Service Guide (2013: 89-90) published by the German Federal Ministry of Internal Affairs that some allowances are given to civil servants. These allocations and their requirements are as follows:

- *Functional allocations:* Serves to differentiate between offices, are regulated in the offices' compensation plans and are considered an element of the basic salary. They are included in general salary increases and are also taken into account when calculating pensions. Thus, for example, a functional allowance of up to 30% of civil servants may be awarded if they perform work exceeding the general level of this pay grade in the top pay class of intermediate service (salary grade A9).
- *Postal allocations:* These are given to security guards, for example, to the police. It is not associated with pensions of retirement.
- *Hardship allocations:* Paid for work performed outside of normal working hours or under difficult conditions (e.g., 3.20 EUR per hour for working on Sundays or public holidays, 1.51 EUR per hour for working nights, rotating shift and shift work allowances). Additional salaries for difficult working conditions are not subject to retirement.
- *Compensatory allocations for transitions to federal service:* Civil servants are regularly assigned to work in certain areas of the federal administration. These allocations are intended to compensate for any pay gaps between the federal and state levels so that state-level civil servants remain willing to work in the federal civil service.
- *Overtime payment:* Overtime is only paid in certain areas (e.g., police, customs and fire department) and for certain service schedules. It is paid as a percentage of the hourly salary.

In addition to the performance steps of the minimum salary, civil servants and military personnel who are paid according to the A salary scale can receive performance bonuses and performance allocations for outstanding special achievement. These performance-based payment tools aim to reward superior performance and of course increase motivation and productivity. A performance bonus (in other words bonus system) is a one-time payment that rewards special achievements. It can be paid up to one month's basic initial salary (German Federal Ministry of Internal Affairs, 2013: 90).

The most current debates on public administration in Germany continue on public service motivation, performance-based pay and diversity management (Kuhlmann et al., 2021: 379). While there are differences between the government levels and the 16 Länder (states), and the traditional incentive and remuneration system is discussed in the German public, the elements of the management, performance-based payment are still relatively similar to the payment systems in the German public administration. However, the rule still relates to being an experienced worker to earn a higher salary (Kuhlmann et al., 2021: 385-387).

It is obvious that the performance-based salary system for civil servants in Germany is applied to all segments of the system, without making any class distinctions such as executive class or lower-level civil servants. As mentioned before, with the “Remuneration for Public Servants Law” that came into force in 1997, all the parameters regarding the additional fee to be paid for the service rendered by the civil servant within the working dynamics of the country were revealed. At this point, instead of adding a routine additional fee to the salary, it has been chosen to make a payment based according to the performance. Thus, it became as a standard keeping this additional fee constant and keeping the civil servants motivating at all times. Furthermore, determined performance criteria by the Federal Ministry of Internal Affairs are “output of work (amount of work, completion of work on time), expert knowledge, working method (aggression, ability to represent, self-expression, etc.), social skills (consciousness of responsibility, reliability) and leadership (instruction and supervision), supporting team members)” (Eraslan and Tozlu, 2011: 54).

The substantial elements of pay for performance (PRP) did not be a part of traditional incentive and remuneration system in German public administration system. Today, the remuneration systems of the sixteen Länder in German public administration are still relatively similar despite small differences. On the other hand, these differences could be challenging in some reasons like pay scheme of civil servants. Furthermore, there is a system that all same jobs gather same salary without any effect of whether the civil servant lives in a metropolitan like Hamburg or Munich or in a rural region where the costs of living are much lower. This inequality, at the end, made a promotion to some big city governments to initiate extra pay (Siegel and Proeller, 2021: 385).

There is an exception to the equal pay rule, surcharges have recently been introduced for certain jobs such as IT professionals. But still the rule is that in order to get a higher salary an experienced employee must be promoted to a job with more experience or a higher salary (where 'jumps' rarely occur). A significant difference in salary stems from the distinction between the two status groups, which are civil servants and public employees. The specific and systematic features between the two groups lead to important differences in the public payments, but none of these differences are related to job performance. More than two decades, performance-based pay (PRP) has been on the reform agenda. In 1997, civil service laws were amended to create a performance-based bonus option. Today, guidelines allow for bonus eligibility limited to no more than fifteen percent of civil servants employed in the institution, an individual bonus of no more than seven percent of annual salary, and an enterprise institution's total bonus payments not to exceed 0.3 percent of the sum of the total personnel expenses. Performance-based pay elements for public employees were introduced as part of a major overhaul of employment contracts and came into effect ten years later in 2007. The capacity of financial incentives should potentially be increased to eight percent of personnel costs, but actually set at a much lower rate (for example, two percent in federal and local government as of 2010). However, these incentives came with attached conditions: payment for performance would be based on clear and 'objective' evaluation criteria, performance agreements and reviews. In addition, the system will be developed, adopted and implemented by each organization independently. Therefore, while imposing a very high standard, leaving attention to detail to organizations, HR managers and civil servants' representatives had to contend with the practical and fundamental challenges of implementing the system.

Finally, results from PRP have been mixed and somewhat disappointing. In an empirical study that considers local government practices in North Rhine-Westphalia (the largest state), Schmid et al. (2011) and Schmidt and Müller (2013) found that although performance-based pay is introduced in most institutions, traditional appraisal is predominantly used for review and bonuses tend to be evenly distributed, but often not based on actual performance. The system was not accepted among the employees, had almost no effect on motivation and incentives were limited. Moreover, in another

research study, Meier (2013) surveyed twenty-one German counties and cities to analyze whether the introduction of the PRP into the civil service had any exclusionary effects on intrinsic motivation and Public Service Motivation (PSM). The design of performance evaluation schemes has proven to be the dominant factor influencing the perception of PRP, particularly the perceived fairness and transparency of the PRP concept. The study shows that over ninety percent of employees receive at least some performance pay, and the percentage of top performers is very high. The PRP has generated a lot of controversy in the German public sector and has caused some problems. Due to the different regulations regarding PRP, some problems arise from the differentiation between public employees and civil servants. In 2009, the PRP was practically abolished at the federal level. Since 2014, there is no obligation to implement PRP at Länder level. Unions argue that PRP does not achieve its purpose and often creates conflict and arouses jealousy (Ibid, 2021: 386-387).

3.4. Career-Performance Interaction of the German Public Personnel System

As mentioned before, in the section of comparative public administration between countries, especially in the career and performance management practices of civil servants; Germany, which has a bureaucratic climate just like Türkiye, is discussed.

German law makes a distinction between civil servants and public employees in the field of civil service. As it is expected this does not depend on performance or related issues. Only the employment conditions and contractions and education levels defines this situation. Regarding the classification of civil servants, the career principle applies, providing four career paths (lower, middle, senior, senior service). Each career path includes all postings that require relevant and equivalent basic and further education. For admission to careers, training courses and qualifications are allocated to careers taking into account the requirements of the careers. Within the senior service, the German system distinguishes between advisors, unit heads, sub-departmental heads and department heads in ministries. Secretaries of state have different divisions in their responsibilities, and they support and represent the minister.

As it was mentioned before, a classification system is applied for civil servants. The classification depends on the needs of each workplace: the higher the level of training required and the complexity, relevance and responsibility of the tasks, the higher the level of classification attributed.

Civil servants' duties are properly evaluated and assigned to positions according to the requirements associated with them. Each office is legally assigned a certain degree, which is the central basis of the amount of payment. Regarding civil servants, there are four levels according to their training and meeting the requirements of the post. These are:

- Civil servants whose roles require only a short onboarding time but no specific training (compensation categories 1, 2, 3 and 4)-ordinary services,
- Civil servants who have completed three years of vocational training in the same or similar field of practice (salary categories 5, 6, 7, 8 and 9a)-Intermediate services,
- Civil servants with a university degree (German "Diplom" or Bachelor) which is also a requirement for the job performed (salary categories 9b, 9c, 10, 11 and 12)-Higher-intermediate services,
- Civil servants with a university degree (Master's), which is also a requirement for the job performed (salary categories 13, 14 and 15)-Higher services.

In the German Civil Servant system, there is a salary system created by considering the tenure, job to be done and graduation information as criteria.

It has been a long time of "Public Management Researches in the light of the 'science of reform' in Germany". However, since the decline of NPM applications, the crucial focus has become to be on "administrative reforms". Digitalization and e-government applications are the trigger problems but, on the other hand; powering include difficulties with respect to foresee the effects of complex institutional alterations and mobilization of resistance to change. Furthermore, a new dynamism in public management reform has become a need and politicians and bureaucrats are trying to find the best way for this. (Wegrich, 2021: 1113-1114). Unfortunately, these reforms are not directly related with public personnel and their career management, these are on digitalization and related issues.

However, concerning the administrative-internal application of performance measurement, only a small number of public administrations have concluded performance-based contracts. According to the

principles of NPM, there should be a greater need for introducing and applying contracts between the political and the public management level (Greiling, 2005: 565). This criticism to the system also demonstrates that performance measurement and relatively performance management applications need to be strengthened in the country.

Performance measurements of civil servants covers an assessment of professional achievements (as individual level), aptitude and qualifications. There are guidelines where criteria for performance appraisals are set out in order to determine and detect an objective and consistent information about civil servants' performance. Appraisals serve as the basis for proper personnel decisions and personnel development measures; they thus constitute an important instrument of human resources management (The Federal Public Service Report of Ministry of Interior, 2014: 52).

4. Conclusion

Studies carried out within the scope of career planning for public personnel also include personnel performance. Because, career management is a long-term process, and it means managing personnel performance to be continuous. Because both concepts have a positive meaning and interact with each other. It is possible for the personnel with increased performance to move up the career ladder easily. In other words, having performance means putting the personnel career plan into practice and maintaining it effectively.

Considering the provisions of the DMK for the interaction between personnel career management and performance, the "Registry" application, which means performance evaluation, was abandoned in 2011 and a new system was not introduced; however, it is seen that provisions have been introduced for the rewarding, which is required for performance, to be run more regularly. Accordingly, civil servants can receive a "Certificate of Achievement" for their performance based on extraordinary efforts and concrete data: if the third Certificate of Achievement is earned, a "Certificate of Outstanding Achievement" is given to the civil servant; even a monetary award may be given to the personnel whose performance is very impressive at the discretion of the administration. However, in the Turkish Public Personnel System, rewarding practices are not common; It manifests itself in different numbers and forms depending on the organizational.

Due to similar developments in Turkish Public Administration, when the general management structure and functioning of the "Beamte" and "Angestellte" in the German Public Personnel System, career management, performance management and their interaction are examined, in a way to shed light on the civil service in Turkey, in Germany federal, It is seen that there are nearly five million public personnel working in public administration at the state and local level and a career management based on merit is essential.

From the point of view of performance management in the German public personnel system, it was desired to use performance management in order for the civil servants who started to work in the public service in Germany according to their career planning, to work efficiently and to provide effective service; however, the public personnel system, whose number was reduced and strengthened as a result of post-Fordist understanding, could not be successful as a result of union opposition. However, in 1997 there is a performance-based reward system. Accordingly, the performance award, which does not exceed the basic salary, is paid according to the results of the annual performance evaluations of the civil servants; Thus, there may be indirect sanctions for those who work below the average.

The German public personnel structure, which is managed with the thought that career is as important as merit, has also had a positive effect on performance. Accordingly, the reflection of Turkish public personnel's emphasis on merit for performance should also be given importance to career.

Kariyerin, liyakat kadar önemi olduğu düşünülerek yönetilen Alman kamu personeli sisteminde, performansa da olumlu etkisi ortaya çıkmıştır. Buna göre Türk kamu personelinin de performansı için liyakata önem vermenin yanı sıra, kariyere de önemsenmelidir.

Finally, in terms of career and performance interaction, there is a merit-based career system in the German Public Personnel System; Since there are various problems in the practice of performance management, it is seen that only the performance is tried to be reflected in the wage depending on the success of the work. On the other hand, the level of education of civil servants is of great importance in

fulfilling their duties and determining their salary levels. Because the pricing is made according to the scale consisting of 15 degrees. Although it shows that administrative reform initiatives are mostly focused on e.government and digital studies; It is emphasized that performance contracts are made with public personnel in some public institutions and that exemplary practices regarding performance management in the German Public Personnel System should be strengthened. Because, measurement tools related to performance management enable the professional achievement of personnel at the individual level to be determined objectively; It is an important indicator that should be looked at for promotion and rewarding. For this reason, it should not be forgotten that attempts to move to a career management system that is based on or cares about the performance of public personnel despite the reluctance, obstacles and difficulties encountered in both the German and Turkish systems are important for the economic efficient and effective production and presentation of public goods and services.

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Araştırma Makalesi

Career-Performance Interaction From The Perspective of The German Public Personnel System

Alman Kamu Personel Sistemi Perspektifinden Kariyer-Performans Etkileşimi

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Genişletilmiş Özet

Fransızca kökenli bir sözcük olan kariyer, işe girerken ve girdikten sonra personelin işe ilişkin olumlu özellikleri, deneyimleri ve yine işe ilişkin başarıları anlamına gelmekte ve personelin bütün çalışma hayatı boyunca sürmektedir. Bu nedenle personelin kariyeri yönetilmelidir. Çünkü kariyer yönetimi öncelikle işe alımlarda ve yükselmelerde adaylarda kariyere bakılması, kariyerin önemsenmesi ve dikkate alınması olurken; işe girdikten sonra da personelin kariyer yapması için uygun ortam sağlanması süreçlerini içermektedir. Söz konusu iş öncesi kariyer, adayların işe ilişkin eğitimi, branşı, katıldığı kurs ve seminerler, aldığı ödül ve başarılar ile olumlu deneyimleridir. Kuruma girdikten sonra ise, gerek kendi uzmanlık alanında gerekse kurumsal alanda üstlendiği görevler, projeler, hizmetiçi eğitimler, akademik eğitim programları, ödüller ile diğer başarıları için personele kariyer politikası çerçevesinde hazırlanan kariyer planına göre yönetsel kararlar alınması ve uygulanmasıdır. Bu kavram Türk Kamu personel yönetim sisteminin temelini oluşturan 657 sayılı Devlet Memurları Kanunu'na (DMK, md.3) ilke olarak yansımış ve kariyer “Devlet memurlarına, yaptıkların hizmetler için lüzumlu bilgilere ve yetiştirme şartlarına uygun şekilde, sınıfları içinde en yüksek derecelere kadar ilerleme imkanının sağlanması” olarak tanımlanmıştır.

Günümüz kamu personel yönetimi sistemlerinde de öne çıkan diğer bir kavram ise, performansdır. Türk Dil Kurumu'nun “başarım” diye çevirdiği performans (TDK, Sözlük), mal ve hizmet üretiminde ekonomik olmak; verimli olmak ve etkili olmak demektir. Kamu personeli performansı açısından bakıldığında ise, personelin iş tanımına uygun olarak ürettiği iş miktarıdır. Bu işin, iş tanımındaki aşamaları ve özellikleri içermesi; ve dönemlik iş hedeflerine yönelik olması gerekmektedir. Ancak, performans için kurumda yapılan her iş için öncelikle standart belirlenmesi; daha sonrada işlerin yapıldığını gösteren belirteçlerin hazırlanması gerekmektedir. Nitelik eleştirisi yapılan performans için işlerin iş tanımına göre yapılması halinde, sadece sayılan değil; kalitenin de dikkate alınması söz konusu olmaktadır. Diğer taraftan performansı sadece bireysel performans değil, kurumsal yapı, üretilen mal ve hizmet ile iş yöntemlerine göre takım performansı olarak görmek ve değerlendirmek gerekmektedir. Çünkü bazı kurumlarda işler proje veya şube olarak gerçekleştirilmekte ve performansın ona göre değerlendirilmesini görmektedir. Hatta bireysel ve takım performansı olarak yapılan ölçümlerin, kurumun dönemsel iş hedeflerine yönelik olarak ulaşılan noktaya bakılarak “kurumsal performans” ı da ölçmek ve değerlendirmek mümkün olabilmektedir. Ancak kurumsal performansın belirlenmesinde, bütçesel ölçütler kullanılmaktadır.

Kamu personeli için kariyer planlaması dahilinde gerçekleştirilen çalışmalar, personel performansını da içermektedir. Zira, kariyer yönetimi uzun erimli bir süreç olup, personel performansının sürekli olması

için yönetilmesi demektir. Çünkü her iki kavram da olumlu anlamda olup, birbiriyle etkileşim halindedir. Performansı artan personelin kariyer basamaklarını da rahatça çıkabilmesi mümkündür. Diğer bir deyişle performansın olması, personel kariyer planının uygulamaya geçirilmesi ve etkin olarak sürdürülmesi demektir.

Personel kariyer yönetimi ile performans etkileşimi için DMK hükümlerine bakıldığında, performans değerlendirmesi anlamına gelen “*Sicil*” uygulamasından 2011 yılında vazgeçildiği ve yerine yeni bir system getirilmediği; ancak, performansın arandığı ödüllendirmenin daha düzenli çalıştırılması için hükümler getirildiği görülmektedir. Buna göre Devlet memurları olağanüstü çabayla ve somut verilere dayalı performansları için “*Başarı Belgesi*” alabilmekte; üçüncü Başarı Belgesinin hak edilmesi halinde memura “*Üstün Başarı Belgesi*” verilmekte; hatta idarenin takdiriyle performansı çok etkileyici olan personele para ödülü bile verilebilmektedir. Ancak, Türk Kamu Personel Sisteminde, ödüllendirme uygulamalarına pek rastlanmamakta; örgüt kültürüne bağlı olarak farklı sayı ve şekillerde kendini göstermektedir.

Alman kamu personel sistemi, tarihsel olarak 1794 Prusya Genel Yasası’na ve Kralın hizmetindekilerin hak ve sorumluluklarını belirleyen yönetmeliğe ve ardından da 1949 Alman Anayasası’na dayanmaktadır. 1960’lı yıllarda “Aktif Devlet-Yalın Devlet” anlayışı; 1990’lı yıllarda “Modern Devlet” anlayışı; 2006 sonrası “Yenilikçi-İnovatif Devlet” anlayışı; günümüzde ise, “e.Devlet” ve “Açık Devlet” anlayışıyla yönetilen Alman Kamu Yönetiminde Neo-Weberyan ortamda esnek bir insan kaynakları yönetimi söz konusudur. Türk Kamu Yönetiminde de buna benzer gelişmelerin yaşanması nedeniyle, Türkiye’deki Devlet memurluğuna ışık tutacak şekilde Alman Kamu Personel Sistemindeki “*Beamte*” nin genel yönetim yapısı ve işleyişi, kariyer yönetimi, performans yönetimi ile bunların etkileşimini incelemek faydalı olacaktır.

Yapı ve işleyiş açısından bakıldığında Almanya’da Beamte’ler, üç farklı kademe bürokraside görev almaktadırlar: Alman Federal Yönetimi, Eyalet Yönetimi, ve Yerel Yönetimler. 2022 verilerine göre Almanya’daki 16 eyalette yaşayan 83.2 milyon insana, 3 farklı kademedeki 4.968 bin kamu personeli hizmet vermektedir. Bunlar sözleşmeli mavi ve beyaz yakalı kamu işçileri “*Angestellte*” ve Devlet memuru “*Beamte*” dir. Almanya’da kamu personeli kariyer ve liyakatına göre işe alınmakta; hizmet içi eğitim sonucu yükselmekte, devlet bütçesinden aylık ve sağlık harcamaları karşılanmaktadır. Ancak iki büyük memur sendikasına karşın, grev hakları bulunmamaktadır. Eşitlik, uyum ve istikrarın, bürokratik değerlerin ve kurumsallaşmanın önemine karşın; performans ücretleme güncel bir konudur.

Kariyer yönetimi açısından bakıldığında, Almanya’da liyakat sistemine dayalı bir kariyer yönetimi mevcuttur. Kariyer yönetiminde, siyasetin ya da liderin değişmesinin etkisi pek görülmez. Bu nedenle, memurların kariyer edinme çabalarında hizmet içi eğitimin ve esnek İKY anlayışının etkisi vardır. Avrupa Kamu Yönetimi Ağı (EUPAN)’na göre, Beamte ve Angestellte ile Arbeiter-işçilerin tabi oldukları genel yasa ve yönetmelikler olmakla birlikte, istihdam edilmeleri eyalet vb. her kademe mümkün olabilmektedir. Alman Anayasası’ndaki Liyakat ilkesine göre her Alman vatandaşı, memurluğa başvurabilmekte ve adayların başvuru alan işe ilişkin aranan niteliklere sahip olması; mesleki eğitimi veya stajını tamamlamış olması gerekmektedir. Memuriyette yükselmesi için ise yetenek, nitelik ve mesleki başarı göstermesi gerekmektedir. Ancak Türkiye’dekine benzer biçimde mezun olunan okul seviyesine göre bir kariyer edinilmektedir. Sözleşmeli personel için uyulan iş kanunu olmakla birlikte, Kamu Hizmetleri Kanunu’nda alt hizmetle sınıfı, orta hizmetle sınıfı, orta üstü hizmetler yönetici sınıfı ve üst hizmetler yönetici sınıfı kamu personeli bulunmaktadır. Üst sınıflara geçiş için liyakat ilkesi gereği, adayların eğitim ve sınav sürecinde başarılı olması gerekmektedir. Ancak, Almanya’da yönetici eğitimleri için Fransa’daki “*ENA-Ulusal Yönetim Okulu*” benzeri uzman bir enstitü veya okul bulunmamaktadır.

Performans yönetimi açısından bakıldığında, Almanya’da kamu hizmetine kariyer planlamasına göre işe başlayan memurların verimli çalışıp, etkin hizmet sunması için performans yönetimine gidilmek istenmiş ancak post-fordist anlayış sonucu sayısı azaltılan ve güçlendirilen kamu personel sistemi ile sendikal karşı koyuş sonucu başarılı olunamamıştır. Ancak, 1997 yılında performansa dayalı bir ödül sistemi mevcuttur. Buna göre temel maaşı aşmayacak miktardaki performans ödülü, memurların yıllık performans değerlendirmeleri sonucuna göre ödenmekte; böylece ortalamanın altında çalışanlara da dolaylı olarak yaptırım söz konusu olabilmektedir. Her yıl yaklaşık 25 bin memurun emekli olduğu

Almanya’da, 2005 yılındaki performans ödülü/ücreti reformu yapılmış ve sistemin tamamen performansa dayalı hale getirilmesi için çalışmalara hız verilmiştir. Buna göre memurlara temel maaşın en az %2’si ile %8’i arasında bir ücret, performans ücreti olarak ödenebilmektedir. Ancak, uygulama sorunları nedeniyle tam geçiş sağlanabilmiş değildir. Hatta eyaletlerde vazgeçilmiştir. Üstelik memurlara, Türkiye’de olduğu gibi çeşitli adlar altında iş güclüğü, iş tehlikesi ve bazı işlerin özelliği gereği ek ödemelerin yapıldığı görülmektedir.

Son olarak kariyer ile performans etkileşimi açısından bakıldığında ise, Alman Kamu Personel Sisteminde liyakata dayalı bir kariyer sisteminin mevcut olduğu; performansın yönetilmesine ilişkin uygulamada çeşitli sorunlar olması nedeniyle, sadece performansın çalışma başarısına bağlı olarak ücrete yansıtılmaya çalışıldığı görülmektedir. Öte yandan memurların görevlerini yerine getirmelerinde ve maaş seviyelerinin belirlenmesinde, sahip oldukları eğitim seviyesinin büyük önemi vardır. Çünkü ücretleme, 15 dereceden oluşan bareme göre yapılmaktadır. Buna göre belirli bir eğitim gerektirmeyen sıradan işler için 1,2,3,4. derece ücretleme; en az üç yıllık mesleki eğitimi gerektiren işler için 5,6,7,8,9a derece ücretleme; üniversite diplomasını gerektiren işler için 9b, 9c, 10, 11, 12. derece ücretleme; lisansüstü (master ve doktora) eğitim gerektiren işler için ise, 13,14,15. derece ücretleme söz konusudur. İdari reform girişimlerinin, daha çok e.devlet ve dijital çalışmalar üzerinde yoğunlaşma olduğunu göstermekle birlikte; bazı kamu kuruluşlarında kamu personeliyle performans sözleşmelerinin yapıldığı ve Alman Kamu Personel Sisteminde performans yönetimine ilişkin örnek uygulamaların güçlendirilmesi gerektiği üzerinde durulmaktadır. Zira, performans yönetimine ilişkin ölçüm araçları, personelin bireysel düzeydeki mesleki başarılarının nesnel biçimde belirlenmesini sağlamak; yükselme ve ödülleme için ise bakılması gereken önemli bir gösterge olmaktadır. Bu nedenle, gerek Alman sisteminde, gerekse Türk sisteminde karşılaşılan isteksizlikler, engeller ve zorluklara karşın kamu personelinin performansını esas alan veya önemseyen bir kariyer yönetim sistemine geçilmesi yönündeki girişimlerin, kamusal mal ve hizmetlerinin ekonomik, verimli ve etkili üretim ve sunumu için önemli olduğu unutulmamalıdır.