

Historical Transformation of the Administration of Social Policy Trainings Implemented by Centre for Labour and Social Security Training and Research

*Çalışma ve Sosyal Güvenlik Eğitim ve
Araştırma Merkezi Tarafından Yürütülen Sosyal
Politika Eğitimlerinin Yönetimindeki Tarihsel Dönüşüm*

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Çalışma ve Sosyal Güvenlik Eğitim ve Araştırma Merkezi Tarafından Yürütülen Sosyal Politika Eğitimlerinin Yönetimindeki Tarihsel Dönüşüm

Erdem CAM*

ABSTRACT

Social policy trainings which are implemented for adults are organized by Ministry of Labours in many countries. The responsible organization for this purpose is Centre for Labour and Social Security Training and Research in Turkey. In this study, the training and research activities of the Centre are discussed in the context of labour administration. Through the analysis on the institution, it is identified that legislative changes and reformation on the structure of the Centre should be conducted in order to achieve the objectives and tasks effectively that are mentioned in the institutional act of the Centre and social policy perspective. For this purpose, fundamental principles of a new model are advised for Turkey.

Keywords: Adult training, social policy training, occupational health and safety training, labour administration.

ÖZ

Yetişkinlere yönelik sürdürülen sosyal politika eğitimleri birçok ülkede Çalışma Bakanlıkları bünyesinde örgütlenir. Türkiye’de de bu görev Çalışma ve Sosyal Güvenlik Bakanlığı’nın bağlı kuruluşu olan Çalışma ve Sosyal Güvenlik Eğitim ve Araştırma Merkezi tarafından yürütülür. Bu çalışmada Merkez’in yürüttüğü sosyal politika eğitimlerinin yönetimi incelenmiş, eğitim faaliyetlerinin nasıl iyileştirileceği tartışılmıştır. Bu faaliyetler çalışma yönetimi kapsamında sistem analizi tekniğiyle ele alınmıştır. Kurum incelenirken, kuruluş yasasında belirtilen amaç ve görevlerin daha etkili bir biçimde, sosyal politika perspektifine uygun olarak yerine getirilmesi için yeni bir mevzuatın ve örgütlenmenin gerekli olduğu tezi savunulmuş; yeni bir modele ilişkin temel ilkeler sunulmuştur.

Anahtar Sözcükler: Yetişkin eğitimi, sosyal politika eğitimi, iş sağlığı ve güvenliği eğitimi, çalışma yönetimi

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INTRODUCTION

Labour administration and social policy training for adults are closely related, because this activity is predominantly carried out by Ministry of Labour and Social Security, which is the main agent of labour administration and related and affiliated institutions, while contributions of private training institutions are limited. Besides, other national public institutions and establishments related to labour administration contribute to this activity. Ministry of Health, Ministry of National Education, Ministry of Development, Ministry of Family and Social Policies, Ministry of Science, Industry and Technology, Turkish Standards Institute, Turkish Statistical Institute, Turkish Accreditation Agency, Public Administration Institute for Turkey and Middle East, Scientific and Technological Research Council of Turkey, Vocational Qualification Institute can be cited as examples of these institutions. Furthermore, labour and employers' unions, universities, various foundations and associations which work in the field of occupational health and safety, are other non-governmental organizations relating to labour administration (Piyal, 2005).

Administration of social policy training is mainly under the authority of Centre for Labour and Social Security Training and Research. Even though other public institutions and establishments apart from this centre have several tasks, the training activities aforementioned are carried out by this Centre since 1955. However, conducted activities do not involve basic fields of labour administration precisely, either in institutional sense, or in the sense of training content, and output of the Centre cannot produce resource for policymakers. However, by the Advisory Jurisdiction of International Labour Organization No: 158, ministries of labour are codified as Centres, where information are gathered in required areas such as employment and social policies, nationwide conducted services are coordinated. As is known, social policy involves several disciplines and social policy training for adults comprises a very broad area. It is impossible to make an examination of training and research method that comprises all of those areas in a single article. Therefore, chosen subject of study in the article is administration of activities of the Centre. Another reason for choosing this subject is lack of sufficient attention to subjects related to labour administration in national scientific literature (Çiner, 2007:260).

In this article, “system analysis technique” was applied. While analysing recent activities of the institution, predominantly “participant observation technique” is preferred. One of the main methods that provide determination of the effects of administration and administration problems on education and research is participant observation. Therefore, the author’s occupational experience in Ministry of Labour and Social Security, Centre for Labour and Social Security Training and Research and other public institutions is also reflected on the article.

The article consists of three main chapters and supports the argument that training conducted by the Centre is shaped by academic (1955-72), technocratic (1972-2003) and bureaucratic (2003-2013) effects in historical process. The first chapter explains the conceptual framework. In the second chapter, historical development of the Centre, organizational structure and structure of trainings are portrayed with the main lines. In the last chapter, based on identified problems, why current system should be transformed and some principles about main components of a (possible) new model of organizational structure have been presented

I- CONCEPTUAL FRAMEWORK: TRAININGS OF SOCIAL POLICY IN THE CONTEXT OF LABOUR ADMINISTRATION

Within the framework of Labour Administration Convention no.150 and Labour Administration Recommendation no.158 of International Labour Organization signed in 1978, labour administration can be described an organizational structure, which prepares, executes, inspects, evaluates and coordinates the national labour policy². In (a) subsection of article 1 under the caption “For the purpose of this Convention” of ILO convention no. 150, labour administration is described as “public administration activities in the field of national labour policy”. Piyal (2005) has described labour policy as “an organization that transforms a consistent national policy to an efficient and productive service production thanks to a coordinated system, and for that purpose, achieved to integrate active participation of employees, employers and organizations with sufficient labour force and pecuniary resource.”

Description that has been made in subsection (a) of article 1 in the

2 Turkey has not affirmed Labour Administration Convention no.150 and Recommendation no. 158.

Convention No: 150 were explained in detail in the following articles of the convention. Accordingly, the term system of labour administration covers all public administration bodies responsible for and/or engaged in labour administration--whether they are ministerial departments or public agencies, including parastatal and regional or local agencies or any other form of decentralised administration --and any institutional framework for the co-ordination of activities of such bodies and for consultation with and participation by employers and workers and their organisations (ILO, 1978a).

In Recommendation concerning Labour Administration no. 158, which is accepted in the same year in order to clarify the instructions accepted in the Convention in practice, it is emphasized that administration should act together with social partners in captions of labour standards, labour relations, employment and research in labour matters, which are main event issues (ILO, 1978b). Thereby, it is foreseen that training activities cannot be conducted independently of labour and administration organizations.

In the context of abovementioned adjustments, basic activity fields of labour administration can be collected under four main topics. They are labour norms, employment, vocational relations and training and research in labour matters (working life). Labour norms consist of labour conditions, wages, employment conditions, occupational health and safety, work environment, social security and labour inspection; activity fields of employment consist of national employment policy, unemployment insurance, vocational training, vocational guidance and employment services; activity fields of professional relations consist of services for employers and workers, solution of collective bargaining and collective disputes; activity fields of training and research in labour matters in working life consist of training, research, prospecting and prudential analysis (Piyal, 2009:251-259). In this context, training and research includes adult-oriented trainings of social policy in other activity fields within labour administration and researches done in order to determine the policy and strategy.

Scientific field of social policy is described with narrow and broad senses in doctrine. In narrow sense, social policy is “a doctrine including studies aimed at sustaining and conserving the state and legal order against relations, movements, struggles and contradictions between social classes in society.” (Talas, 1990:31). In broad sense, social policy can be described

as all measures for not only relations between employer and working class, even including preindustrial era, but also for all sectors of society including the ones in need of protection (Tuna and Yalçıntaş, 1999:28-29). Policies for women, children, elders and people with disabilities are topics within are of interests of social policy (Koray, 2000:11). According to a definition including both definitions, social policy is “scientific discipline about public policies intended to widely protect dependent workers, economically poor, social sectors and groups, which are in need of care, attendance, help and support, against risks and problems that they face and/or may face” (Altan, 2006:5, Akan 2011:32).

In the most general sense, social policy is overall policies intended for social sectors which are in need of protection, as well as, it includes public policies about welfare and distribution of welfare (Heintz and Lund, 2012). In the present case, sustaining adult-oriented trainings of social policy should aim to be oriented to workers who strive to take a bigger share from distribution of welfare. In the circumstances, the main target group of aforementioned trainings is workers and the unemployed. As one of the institutions which determine social policy of the state is Ministry of Labour and Social Security, it is accurate that these trainings are performed within Ministry Labour and Social Security as interference method and public policy³. In fact, labour administration and social policy cannot be separated. The main problem is, despite being in such close relationship with each other, while making decisions; decision makers who steer labour administration do not look the issue from the viewpoint of social policy. Consequently, even though problems cannot be solved because of economic and technical reasons, insolubleness for most of problems depends on different reasons: Lack of knowledge and proposals and failure to develop necessary characteristics of attitude and behaviour for the solutions (Piyal, 2005). However, in subsection 1 of article 6 in the Convention no. 150 of International Labour Organization, it is written as follows “The competent bodies within the system of labour administration shall, as appropriate, be responsible for or contribute to the preparation, administration, co-ordination, checking and

3 In research of many countries, it is seen that trainings and research in working life is a task assumed by ministry of labour of mentioned country or the task is assumed by a structure which is funded ministry and social partners but has administrative and financial autonomy.

review of national labour policy, and be the instrument within the ambit of public administration for the preparation and implementation of laws and regulations giving effect thereto” (ILO, 1978a).

It should be primarily remarked that the main purpose behind building a training and research system is to do result-oriented works. It can be done with a structure which is organized for certain goals. In order for training and research system to perform operationally, political authority should describe the working life environment for the operation ,training and research system and it should show a will for that matter. At this point, the political authority should make tangible decisions concerning privileged fields of problems in working life, because the privileged task of a system should be identified for the solution of problems in that country. Concordantly, general problem, as mentioned in constitution of ILO, is to contribute to social peace, special problem is to actualize policies that produce a solution to problems of working life in Turkey. The Second step after manifesting such political will is detection of impact, which would be created on working life with taken strategic decisions. Therefore, themes about working life, problems of workers and worker unions, requirements of civil servants are identified and basic methods about how to solve these problematic fields are determined within the strategic decisions. For example, if training of occupational health and safety specialists, this training should be application-oriented and should be designed in a way that it includes the training of employee at work. If problem is the operation of collective bargaining system, herein there should be done a training of collective labour agreement devoted to trade unionists. Many similar examples can be given. The third step is process of creating organization of administration and services, which will put taken strategic decisions into practice. For this, a service organization which is to put content of given strategic decision into practice and an administrator who has capacity to manage the process are assigned. The last step is practice stage. These practices reveal themselves in form of reflection of will of policy maker to the fields about labour administration by means of training and research activities.

II- SOCIAL POLICY TRAININGS FOR ADULTS

Political will, which is the first phase of system analysis, has first started with inserting provisions within the agreements that put an end to World

War I in order to regulate employee/employer relationship. With regard to those provisions, International Labour Organization (Işıklı, 2003:136), which was founded in accordance with the provisions set by Treaty of Versaille after World War I, has acknowledged “Philadelphia Declaration” after World War II in 1944. In this declaration, ILO’s responsibilities regarding economical developments, which have undeniable effects on the living conditions, have been emphasized (Turan, 1979:136). In the light of these developments ILO started to conduct a variety of activities in order to ensure worldwide labour peace and social justice. One of these activities is to set standards regarding the living conditions in the region, by establishing regional institutes and activity Centres in various countries. Institutional structure, which conducts the social policy training for adults, has been developed as a result of this understanding. For this purpose, in Turkey, Near and The Middle East Activity Centre⁴ and Labour Institute for Near and The Middle East⁵ were founded in 1955. Therefore, through some international institutions, decision makers of the era wanted to ensure that newly-originating employee/employer relationships in Turkey were developing some certain standards.

Political decision making mechanism, which is the first step to be taken in policy making with regard to labour administration by means of training and research, started to operate in this way. Firstly, agreements have been signed upon this decision and institutions have been established, which are corresponding in Turkish administrative system.

YODÇE continued to operate under ILO for five years and was adhered

4 TBMM (1952) Law dated July 10, 1952, numbered 5947 regarding the acceptance of the agreement signed between International Labour Organization and Republic of Turkey in Geneva in order to establish Labour Institute for Near and Middle East of Activities, Official Gazette Date: June 13, 1952, No: 8134.

5 Labour Institute for Near and Middle East was founded by the Additional Agreement between International Labour Organization and Republic of Turkey dated 17.01.1955 prepared depending on the Law dated July 10, 1953 and numbered 6114. Law No: 6114 was adopted on July 13, 1953 and published on the Official Gazette dated July 10, 1953 and numbered 8454. In my previous studies, the date of the Law numbered 6114 was recorded as September 5, 1951. This is the date relating to the corresponding between Fatih Rüştü Zorlu, Secretary General of the International Cooperation Organization and Milton Winn, United Nations Technical Assistance Special Delegate in the eye of Republic of Turkey.

to Ministry of Labour by the Law No: 7460 accepted on February, 27, 1960⁶. Tasks have been determined in the Article 2 of the Organizational Law which regulates the activity fields of the Centre⁷. Centre holds three main fields of activity according to Organizational Law. First one includes the fields of activity consisting of a wide range of topics with regard to working life, the second one includes training activities for social partners and operators in the market, and the third one includes in-service training activities for the personnel charged in MoLSS-related and affiliated institutions. First of all, it should be pointed out that the first two activity fields and the third one have different fields of activity. The first two main fields contain the training and research activities that employees subject to labour law and institutions which employ personnel as such need for their working life. The third one conducts in-service trainings for bureaucrats and technocrats employed in ministries, which is specific to professionals who shape the working life and policy makers and requires a different kind of process and specialization. The main difference between them is that the trainings for workers and trade unionists contain laborers' charged in different business lines, worker's representatives, intermediary managers while the other one contains specialists who are beyond a certain education level and work in accordance with statue law. Therefore, such a difference necessitates the preparation of the kind of programs which require the use of different training methods and techniques. The second main difference

6 A committee was developed in TBMM in order to discuss this issue on February 18, 1960. Türkiye Büyük Millet Meclisi (1960) Zabıt Caddesi, Sabık Zabıt Hulasası, Kırkıncı İnikat, 18.II.1960 February, Term: XI, Volume: 11, Assembly: 3, First Court. As a result of the activities of the committee, organizational law relating to Labour Institute for Near and Middle East was acknowledged by TBMM on February, 27, 1960. Türkiye Büyük Millet Meclisi (1960) Zabıt Caddesi, Sabık Zabıt Hulasası, Ellinci İnikat, 28.II.1960 February, Term: XI, Volume: 12, Assembly: 3, Third Court. The acknowledged law published on the Official Gazette dated February, 29, 1960 and numbered 10444.

7 Tasks determined in the organizational law numbered 7460 are summarized as follows: working life, social security, occupational health and safety, employee/employer relationship, employment, efficiency, total quality administration, labour market surveys, ergonomics, environment, first aid, business statistics and so on and preparing training programs, give training or purchase training service for occupational physician, engineer, technical staff, nurse to be employed in order to avoid health and safety risks in the workplace and conduct protective services and other health personnel with respect to occupational health and safety, making research investigations and collect documents in this regard.

is that the first group consists of employees and employers who are directly affected by the sustainability of work, labour peace, occupational health and security, while second group consists of public officials in charge in order to ensure the sustainability of those mentioned. Another difference is that target groups are employed according to different legal statuses. Laborers' are employed according to principles of law of contract (private law) and public officials according to status law (Aktay, 2000:5-6) (public law). When considered in this context, the legal regulation in question covers each and every person who works in the market and in government positions. This case basically proves that the law do not aim to ensure that a certain policy be put in force. The third and subsequent paragraphs of the second article of the law involve the consultancy and the research and publication topics. These are rightly determined as the fields of activity which are required to be included in every training and research Centre.

Institute, which carried out its activities until 1972 in İstanbul, moved to Ankara pursuant to the decree of Ministry of Labour⁸. The period until 1974 may be defined as academic period. There have been no activities in the Institute between the years 1972-1985 except for a few translations⁹. Institute, whose name was changed as Near and Middle East Labour Training Centre¹⁰, was transformed into a training Centre¹¹ when MoLSS was being restructured in 1983. Such change made activities in the Centre

8 See Cam, 2012 for the grounds why Labour Institute for Near and Middle East moved to Ankara.

9 See: Cam, 2012 for these activities.

10 The name of the institute has been changed as "Labour Training Centre for the Near and Middle East" in the Article 32 of Statutory Decree dated December 14, 1983 No: 184 with the title Affiliated Institutions regarding the Organization and Functions of Ministry of Labour and Social Security. This provision has been also preserved in the Article 30 with the title Affiliated Institutions of the law No: 3146.

11 The grounds for this change have been explained in TBMM minutes as follows: "numerous articles of the law numbered 7460 lost the feature of being applicable within the process. A modern training and research institution is required, which can give training, research, publication, documentation and consultancy services to Ministry, related institution and the affiliated institution of the related institution and other public officials and private sector employees, employers, and generate those developments in our country. In order to satisfy the needs in this regard, necessary regulations have been made for the establishment of Labour and Social Security Training and Research Centre by reconstructing Labour Institute for Near and Middle East" Establishment of Türkiye Büyük Millet Meclisi (TBMM) (The Grand National Assembly of Turkey) (2003) Social Security Institution and Legislative Proposal about and Grounds for Amending the Statutory Decree, Petition submitted by Kayseri Deputy, Hasan Basri Üstünbaş to Speakership, Record No: 9444, 22531

to boom and in-service training activities were conducted for the ministry personnel as well as short-term seminars with regard to occupational health and safety and labour law. These activities were carried out by inspectors, academic members or experts who contributed out of Centre. This period can be defined as a technocratic one in which inspectors was highly active in the Centre. Centre's name changed as ÇASGEM because of not fulfilling the expected benefits and new staff such as Labour and Social Security Junior Training Experts was appointed (Cam, 2012). The centre turned into an institution where bureaucratic influence was strongly recognizable.

There have been no significant changes except for career members of the profession and second vice president when the law amendment has been analyzed. Thus, as stated in the law amendment, the statement "numerous articles of the law numbered 7460 have been devoid of the attribute of being applicable over 40 years" has not been fixed with this law amendment because the articles devoid of being applicable haven't been dealt with. Various articles of the law are still non-applicable because no secondary regulation is associated with the articles.

Another deficiency of the law is tasks, which should be carried out in the Centre. They consist of general headings and there is some kind of uncertainty about which field should be chosen by the career experts employed. However, when the institutions of other countries have been analyzed, main service units of the institutions are structured upon specialization¹². Titles which were stated in the law and haven't been worked on yet have the feature of being another choice, while training topics create an option, which ÇASGEM have been, conducted activities since it was founded.

However, the situation gets more complicated because an administrative structure does not exist and trainings are being conducted without a plan.

When it is analyzed in this context, coexistence of different target groups which operated in this field and lack of systematic determination of topic titles of the operations indicate that the targets of the Centre have not been

12 For example, 30 experts, employed in Czech Republic Labour and Social Work Research Institute, serve in different expertise sections in the Institute (RILSA, 2011). Same division of labour has also been set in Japan, Lithuania and India in accordance with needs (JILPT, ISRC, VVGNLI, 2011).

well determined yet. Lack of such a system leads also to disruptions in the progress of the system. Such disruptions reveal themselves especially on the organization. For example; the head of administration were changed 8 times between the years of 2003 and 2013. The nuances in the understanding of work approaches and lack of an established institution culture may be considered as an indication that activities are not carried out in the institution within the frame of a qualitative and quantitative stability.

A- Tasks, Organization of the Centre and the Structure of the Programs

Next step in training and research system is how to actualize the legal regulations. Service organization is carried out for that purpose. Within this process, it will be determined whom to cooperate with and how and to which target group the service will be presented. The structure of organization is made clear after determining the first two steps. When this organization is being founded, personnel is chosen according to the quality of the service and the assurance is provided as to the autonomous structure in which the personnel will work (Piyal, 2009:316-319). The organizational structure of the Centre has gone through a variety of changes since the date 1955 which is was founded.

Career personnel employment in the Centre first began in at the end of 2004 and continued in four different periods until 2016¹³. According to 2016 data, there are twenty two Labour and Social Security Expert and one Labour and Social Security Junior Expert serving in the institution. It may be pointed out that Centre gained speed and the activities diversify after such changes in employment policy.

13 These periods are 2004, 2006 and 2010, respectively. In 2004, 8 junior experts were employed and 6 discharged. In 2006, 10 junior experts were employed and 6 discharged. In 2011, 13 junior experts were employed and 7 discharged and as from the date the paper was written, there has been no discharge. Consequentially, in the Centre, there are 22 experts and 1 junior expert, which may be considered as career personnel in addition to other staff in subsidiary units. It can be concluded that the institution hasn't had a satisfactory work environment considering the new institutions and titles of the staff discharged. The subsequent institutions in which the Junior Experts, discharged in the first period started to serve: Banking Regulatory and supervisory Agency, Radio and Television High Council, Energy Market Regulatory and Supervisory Agency, Central Bank of the Turkish Republic, Middle East Technical University and Ministry of European Union. The subsequent institutions in which the Junior Experts, discharged in the second period started to serve: Telecommunication Supreme Board, Capital Market Board, Ministry of Justice, Supervisory Board of Vakıflar Bank, ÇSGB Labour Supervisory Board, Social Security Institution.

Since Training Experts and Junior Training Experts in the Institution are not organized according to certain specializations, internal circulars were applied as a solution in the past. However, it may constitute an impediment for this structure to operate efficiently that legal nature of internal circulars are not as binding as laws or regulations. Therefore, regulations, whose foundations are more solid, are required in terms of administrative law. Another problem is the quantity of manager transfer. Transfer in the Central Administration has been shown in the following table.

Table 1. *Manager Transfer in the years 2003-2012*

Manager	Term of Office		
AB	2003	-	02.2008
CD	02.2008	-	09.2009
EF (by proxy)	09.2009	-	09.2010
GH (by proxy)	09.2010	-	04.2011
CD	04.2011	-	06.06.2011
GH (by proxy)	06.06.2011	-	24.10.2011
IJ (by proxy)	25.10.2011	-	28.12.2011
JK	28.12.2011	-	ongoing

When the table above is examined, the lack of stability in the last five years in the government administration and every manager's adopting a different approach to work create an obstacle to the functioning of the circulars. The lack of legal infrastructure brings a non-professional approach in the administration of the organization. This structure, which is quite open to bureaucratic interference, may, from time to time; show attributes which includes practices that can be deemed as nepotism.

B- Transformation in Training Administration: From Academic Approach to Technocratic Approach, From Technocratic Approach to Bureaucratic Approach

We already pointed out that the first three conditions, which are required

for the formation of training and research system, involve the processes of political decisions, legal regulation and creating organization. The systems get to operate in the stage subsequent to the aforementioned stages. Considering that the system, which intends to do training and make research, also aims to make improvement and raise awareness, it is significant to create activities that will lead to change in behaviors and attitudes in the fields which are considered as basic components of training administration (Phials, 2009:319). Training is the most effective way that can be used to achieve this aim. Therefore, the training programs conducted at the Centre are also required to be formed towards this objective. Thus it is examined what kind of a training policy the organization has hold and how it is managed from its foundation to present time. Which topics are influential in determining trainings and what kind of a method is adopted to present it to the target group? In the following lines, we have tried to answer this question.

General feature of the training activities carried out in the Centre is that training is of short duration. In Advisory Committee Meeting¹⁴ held every year in the last week of December, the following year's training targets and a plan is prepared according to the number of trainings aimed. But Centre operates according to the market demand for training rather than the plans prepared. Quantity instead of quality came to the fore in order to achieve the planned target because of this conflict. Centre's flexible mobility makes it possible to plan market-oriented training. Besides the positive side it has due to the flexibility, the negative side is that it is no possible to fulfill the demand at all times.

Because there are no experts educators specialized in certain subjects in

14 An Advisory Committee has been established in order to express an opinion on regulations related to Training and Research Centre, working life by the Centre, social security, employee-employer relationships, occupational health and safety, occupational medicine, total quality administration, labour inspection, employment, productivity, labour market studies, ergonomics, environment, first aid, to manage research, consultancy and publications in business statistics and training in similar topics, to assess the Centre's annual activity, to increase the effectiveness of the Centre's work and make suggestions on how to improve the performance of this operation, to ensure renewal based on the current development of the training program and research, to respond to the needs of the broadcast and raise the quality issues, in order to advise on the development of the consulting function issues. Labour and Social Security Training and Research Centre Advisory Board Regulation on Working Principles and Procedures, Official Gazette Date: 31.12.2003, Official Gazette Number: 25333.

the Centre. Trainings are given only in specific topics in occupational health and safety and labour legislation fields. Therefore, planning and organizing should be made in the Centre within the framework of training topics. Available training experts and assistant staff should be trained in accordance with this regulation.

The purpose of the overall training plan is to use the limited sources by putting the specific target, set in accordance with the development priorities, in a priority list with (Hesapçioğlu, 1994:8). When the training planning is about training administration, the subject may be dealt with by taking into account the basic activity fields and priority issues. For example, improving the quality of the labour inspection system and the labour inspectors may be provided with training and planning based on a well-defined strategic planning and programming (ILO, 2001:X). When the training planning is about organizing in-service training activities related to the training method, planning should be conducted about what the roles and tasks of the personnel are and should be in terms of training administration (Husband, 1980:30-35). The same applies to all areas of interest of training method. Trainings related to labour administration, which are required for labour market and working life's actors, may be organized in a more systematic way after a feasibility study to determine the fundamental problems and needs according to subject headings. Continuing activities are carried out in certain standards because such a planning approach is not adopted by the Centre.

Centre was founded upon an academic approach in the first years of its establishment. Over time, especially after 1960, the efforts to maintain the academic approach continued (Cam, 2012). However, in this period has experienced first bureaucratic and afterwards technocratic effects were influential on the studies conducted due to the Centre is an affiliated of the Ministry of Labour. The most basic example of this effect can be explained in the process that Institute lost its feature of being an international organization and turned into a classical state institution.

The process, which I defined as from Academy to Technocracy, from Technocracy to Bureaucracy, had first begun in 1960 when ILO ceased to administrate the Institute and continued until today (ILO, 1967:239). Interestingly, the scene, which was experienced before the Institute changed

its status, was recorded by the administration at that time (Koçer, 1963:2). Effect of Academics and council of teachers composed of academics on the Committee was weakened by the restructuring in 1985, and with the amendment in the Statute Law dated 2003 No:7460, council of teachers was converted into advisory council¹⁵ and most of its members was composed of the bureaucrats of the affiliated institutions and the main service units of MoLSS. The change in the trainings of the Centre is shown in Table 2.

Table 2. *Change in the Content of Training*

Period	Change in the Subject Matters of Training	Research and Publication Activities
1955 - 1960	In-service trainings conducted for the personnel of Ministry of Labour in Near and Middle East Countries and the personnel of Ministry of Labour of Turkey.	Bulletin where activities of the institutes have been announced and a few scientific essays have been published.
1961 - 1972	Seminars held for one, three and five days where problems regarding in-service trainings and scientific seminars and problems relating to implementation	Scientific research and publications with regard to the topics included in the field of activity of the Institute.
1973 - 1984	The period in which no activities held	Three texts translated.
1985 - 2003	Daily seminars held by technocrats, where labour law and occupational health and safety problems discussed.	Supplementary book studies by Ministry Technocrats, and limited number of scientific studies.
2004 - 2015	Activities relating to the previous period where daily seminars held by technocrats, where labour law and occupational health and safety problems discussed, continued; and training methodology such as trainings of the educators, training of the managers, and effective methodological techniques were taught by academicians. Moreover, EU project process administration trainings were included in the field of activity once Turkey has become a candidate country.	All publications in this period consist of scientific studies.

Trainings conducted in the institute, which was a regional training Centre in near and Middle East region in the years of its establishment, decreased after 1960, and turned into a platform where scientific papers were presented for one, three and five days and practical problems were discussed; finally, after 1972 the scientific environment dissolved when the Institute moved to Ankara. With the effect of Labour Supervisory Boards, training topics

15 Regulation on Labour and Social Security Training and Research Centre Advisory Board Working Principles and Procedures, Official Gazette Date: 31.12.2003 Official Gazette Number: 25333.

were determined in the framework of occupational health and safety and labour legislation.

Several new topics were identified in the framework of social policy training for adults with the process of change in 2003, but these trainings could not be realized due to lack of demand. The main reason for the lack of demand is that prescribed training programs were not well advertised and not oriented to the needs of the labour market. In the last analysis, labour legislation and occupational health and safety in the organization are still at the forefront. Traces of the past period can still be observed in the trainings held in the institution. However, working life is not merely about the occupational health and safety. Collective bargaining and contract process, union representation, social dialogue, participation in administration, intimidation (mobbing) and so on are included in topics. Trainings are determined in accordance with the demands of the market, which shows that there is not a specific policy in this regard.

This structure neither has the potential which may respond to the needs of the labour market nor increases the ability of occupational health and safety professionals to reduce work-related accidents. Central to the basic objective of the many organizations, who purchase training services, is the need to document that the service is received from an institution affiliated to the ministry during the work inspection. However, it is necessary to change this kind of perspective. The most basic attempt that may lead to this change is that the Centre is reorganized in accordance with a proper understanding of labour administration.

C- Change in Training Topics and Programs

We already noted that the activities, which were conducted by the Centre, were periodically carried out in accordance with academic, technocratic and bureaucratic approaches. Under this title, the periods in question have been analyzed and it has been examined how these approaches direct training and research activities.

1- Programs Carried Out Between the years 1955-1972 (Academic Year)

Programs having been applied between these years should be evaluated in less than two periods. First period is the period between the years 1955-

1960. National and foreign government officials participated in-service training program which were created on the basis of social policy approach. Social and economic characteristics of this period are reflected in the training activities carried out by YODÇE. In 1945, a staff of bureaucrats was founded following Ministry of Labour, Employment Agency in 1946 (Makal, 2002:203-216). In 1949, immediately after the establishment of Ministry and Employment Services, what Turkey's needs were in this regard were identified in a technical report having been prepared by the ILO (Varlık, 1998). Firstly, the training of staff, which will be involved in the functioning of the system, emerged as a necessity and educational activities (between the years 1955-1960) of the Institute, which was founded in 1955 by ILO, focuses on labour inspection and safety. Another evaluation is that the trainings were selected among more technical issues as the content of the additional agreement No. 13, which grounds on the foundation of the Institute, and specialization units in the institute were designed based on occupational health and safety. This situation has changed with the transfer of the Institute to the Republic of Turkey in 1960.

Programs, applied in the second period between the years 1960-1972, consist of topics such as unionism, collective bargaining, occupational health and safety, productivity, human capital, which are taught via one-three or five day seminars. Jurisdiction of the Institute in this period increased with the social rights brought by the Turkish Constitution of 1961. In the years following 1960, remarkable social and economic developments have been made in Turkey; the country's industrial structure has shown a significant change. Based on this development, rural-urban migration has accelerated, the first migration has started after 1950 and the second migration has continued starting from the year 1961, and a significant increase in the number of laborers' in Turkey has been realized. The number of wage earners in Turkey in 1965 were three million, while in 1970 this number gradually increased to four million two hundred thousand, while in 1975 reached five million four hundred thousand (Koç, 2003:101).

These developments in Turkey have led to YODÇE's field of activity to expand and to the introduction of new subjects into the curriculum. As a result of this development, the need to explain new concepts in relation to work, social life and society (Cam, 2012) arose. The main difference between the first and second periods is that educational training for

public employees were carried out in the first period (in-service training) while in the second period scientific seminars were organized with the participation of public and private sector representatives.

Trainings were conducted within a particular program, and seminars took place in the form of a scientific activity which is similar to present-day paper presentation which the longest one lasted for five days (Cam, 2012:84-102).

In addition to technical training activities in the period between the years 1960-1972, it can be seen that social policy issues have been widely covered as well. There are two basic reasons for this situation. Firstly, Istanbul University Faculty of Economics, Chair of Social Policy's effect¹⁶ on the institute, and the second one is that Turkish Constitution of 1961 has brought collective bargaining and the right to strike.

With the evaluation of both of these reasons together and the change in the program content to include social debates, it can be explained why training programs turned into seminars and with the most important difference between the two periods is that training techniques have changed rather than the subject. The first period consists of relatively long-term programs which are class-based and with low number of participants while the trainings were held with seminars with a higher number of participants and general debates at the ends.

2- Programs Applied Between the years 1985-2003 (Technocratic Period)

This period is mainly being carried out under the control of labour inspectors. Education in this period was generally carried out fewer than two headings as basically daily programs. These titles are occupational health and safety and labour legislation. One of the basic differences between this period and the first two is the multitude of training and research publications. In the trainings carried out in this period, Centre was

16 Many faculty members of the school in question worked at the institute as between the years 1960 and 1972 as additional officers. The following names can be shown as examples: Ordinary Prof. Dr. Ferit Hakkı Saymen, Prof. Dr. Orhan Tuna, Assoc. Dr. Sabahaddin Zaim, Assoc. Dr. Nevzat Yağcıntaş, Assoc. Dr. Nusret Ekin, Dr. Ekmel Zadi, Dr. Metin Kutal, Dr. Adnan H. Lavkan. For a more detailed explanation, see: Cam, 2012.

not determinative because most training was held by labour inspectors. Therefore, this period can be defined as a period in which the programs, determined by labour inspectors, were applied.

3- Programs Applied Between the years 2003-2013 (Bureaucratic Period)

The reconstruction works carried out in 2003 in MoLSS have had significant effects on the institution. This effect manifested itself primarily as a transformation of the YODÇEM to ÇASGEM. Regulations have been brought, which ensures that both training content and training activities are taught by career occupational groups. With the Legal law issued by MoLSS¹⁷, Central Safety Specialist has Workplace Doctor and Workplace Nursing programs started to be applied. Other trainings being subject to price alongside other trainings led to market-oriented training approach. As Heyes (2001) indicated, this can be considered as a result of the change in labour administration approach. In his work which examines the effect of this change in labour administration on Ministry of Labour in many European countries, Heyes says that it is related to the fact that the state and the private sector operates together in the framework of the new public administration approach. This wave of change has led to update of the Centre's training topics. But this renewal has not created a significant demand for new training titles. In this context, the traces of the programs implemented in the period 1985-2003 can be seen in this period as well. Titles of the topics of the trainings conducted by the Centre in the years 2003-2013 can be listed as occupational health and safety training, employment and social security law training, first aid training and others related to working life. These trainings are conducted on both institutional and individual demands. Even though the program titles are mainly oriented to the market and demand-driven, most demanded titles are basic occupational health and safety training, basic first aid training, training of trainers as well as certificate programs.

17 The first legislation on this subject: Law on Working Principles and Procedures of the Occupational Health Unit and Occupational Physician, the Official Gazette Date: 16.12.2003, Number: 25318 and Law on Authority and Responsibilities, and Working Principles and Procedures of the Occupational Safety and Assistant Engineer or Technicians, the Official Gazette Date: 20.01.2004, Number : 25352.

D- Operation of the Training Programs: Organization, Implementation and Evaluation

Organization of the trainings is different between the years 1985-2013 and 1955-1972. The organization of the programs is being managed in the framework of a scientific approach between the years 1955-1972, bureaucratic approach was adopted in administration between the years 1985-2013. A distinction between primary and secondary tasks is made between the years 1955-1972, and this distinction shows itself both in the selection of educators and in determining the contents of the activities. The ones who took on secondary tasks between the years 1985-2003 and 2003-2013 began to be more influential on the Centre in time, and technocratic effect turned into a bureaucratic mechanism. Both the fact that administration started to operate according to a governance-oriented approach, and deficiencies in the structure of the administration, and especially the fact that managers are not selected in accordance with a specific criteria have led to the administration to turn into an organization which does not operate efficiently.

III- A NEW MODEL FOR TURKEY: BASIC PRINCIPLES¹⁸

Basic principles relating to a new organization model are presented under this title. This model is characterized by the fact that central government should be based on the principle of equal representation of the social partners and the relevant sections of the universities. In order to ensure that, it is required for policy makers to take steps to make a new legislation. Another innovation in the model is that it involves scientific principles that will allow the training which will be conducted in the Centre to be determined according to the structure of Turkish labour market. This method ensures that training topics are determined according to feasibility studies and that a standard be set for the trainers that will work in the Institute. The most important feature of the model is that managers are those kinds of people who have certain qualities.

When it is considered that ÇASGEM is a training and research Centre,

18 The proposed title names for career professionals in the proposed model, were developed based on title names used by TÜBİTAK and its Institutions.

it is important that the institution, which is composed of half academic and half bureaucratic features, is managed by managers who comply with those features. Service organization of the Institution's being arranged as described above represents the structure needed for the institution to produce knowledge.

Another important innovation provided for the model is that the training and research departments should be determined in accordance with the statuses of the individuals or groups that will participate in training. For example, trade union education, worker and public staff training should be designed in different ways (ILO, 1993:91); because the working conditions of the target group in question are organized according to different legal provisions of the legislation and the roles and tasks they have undertaken in the working life and production processes are different.

According to the proposed model, the Institution is composed of three main parts. These are: Institute of Scientific Committee (ISC), Expertise Departments and the Administrative Departments. Institute of Scientific Committee is the highest decision-making body and its main task is to take decisions for the Institute's activities within the annual programs and to identify the administration of the Institute for a specific period of time.

A- Tasks of the Institute

The tasks of the Institute consist of four main headings. These are training activities, research activities, publication activities and projects activities. Activity issues consist of work norms, working conditions, wages, conditions of employment, occupational health and safety, working environment, social security, labour inspection, the national employment policy, unemployment insurance, vocational training, vocational guidance, employment services; services for employers and workers, collective bargaining and disputes resolution. These issues are discussed on through areas of specialization defined in the following line.

B- Organization of the Institute

It is necessary to restructure the institution as an Institute, which was designed as an adult education Centre, to revise the existing training programs, and to implement graduate programs in cooperation with universities.

Recommended activities for Public Administration Institute for Turkey and the Middle East (TODAİE), founded as a result of the same policy (Çeçen, 2001) in the years of establishment of the Centre, has been successfully maintained. However, when the Institute's training and research programs related to working life are considered, it must be designed in accordance with the tripartite structure of the organization of working life. The most important change needed to be done is to establish a committee based on the tripartite structure which is one of the main objectives of the labour administration.

This can avoid the criticism made for the Institute and the Institute may become an institution not only managed by the political and bureaucratic approach but by the actors of working life. Social partner's having a say in administration does not imply that they have the right to interfere with the administration but it is aimed to create a common platform where their ideas are asked in decision making processes. In this context, the basic components of the organization model proposed for the Institute are as follows;

C- Administration of the Institute

Committee members are composed of laborers' in Turkey, employer and public official, representatives of the confederations or trade unions in the administration or expertise level, top three independent trade union representatives with the most members, academic members with at least associate degrees specialized in labour economics and industrial relations, labour law, occupational health and safety under department of public health, experts with Ph.D degrees or at least Master Degrees who are graduated from the schools recommended by the professional organizations, related to the field of activity of the Institute from TÜBİTAK, TÜBA, and chief expert researchers with social and technical backgrounds working in the Institute. Qualifications required for the election of members of ISC and details are determined by the regulations to be issued by the Institute.

1- General Manager and Deputy Managers of the Institute

General Manager should be selected among senior researchers who are Chief Specialists by the Board of the Institute of Science for at least three years. Managers, who successfully manage the three-year period of activity, can be selected for three years. ISC is required to have at least a Ph.D. degree, good level of English, and is also required to prove

it with a document received in the last five years which shows a 70% success rate in an exam held by national or international organizations and recognized by Higher Education Council of Turkey as equivalent. Two assistant managers with the same conditions are selected by the ISC in the same way. It is required to be at least specialized researcher in order to be assistant manager. In addition to that, it is compulsory to graduate in the departments related to working life and have a postgraduate degree in an interdisciplinary subject related to working life. Details as to what those departments and interdisciplinary subjects are determined by academicians who are ISC members, or by a scientific working group. Details shall be regulated by a statute.

2- Departments of Specialization

Departments of specialization indicated below should be created at the institute. The essential point to take into consideration when creating the departments is that every department should cooperate with public institutions and organizations that are associated with their specialization field and academic members that work in the related departments of the universities. Each department should hold a specialization department Council consisting of institutions and organizations indicated below and academic members; the studies conducted by the related department should be determined by the department council every year in January or after summer season.

Therefore, it is possible to create policy document which might be helpful to solve the problems both for legislation and practitioners along with the possibility to identify the country needs and problems. Annual scientific reports in relation to the assigned positions of the departments of specialization and search results and similar results are converted to a single policy document at the end of the period of activity and so a mission document for the working life in Turkey is generated. It is brought into a legal obligation by an amendment made in MoLSS Governance Law that MoLSS related and affiliated institutions perform work in the framework of the document prepared and they submit annual results report to the Institute.

a. Labour and Social Security Law Department: Studies on labour legislation (Social Security Institution, Directorate General of Labour,

Labour Inspectorate and institutional links with the relevant departments of the University)

b. Labour Market and Employment Department: Studies on the problem of unemployment and employment policy (Turkish Labour Institution, Labour Inspectorate, Directorate General of Labour, corporate connection with the relevant departments of the Ministry of Development and Universities)

c. Income Distribution and Revenue Policy Section: Policy studies aimed at correcting the injustice of income distribution and income distribution (TSI, Ministry of Finance, Ministry of Economy, institutional linkages with relevant departments of the Ministry of Development and Universities)

d. Social Dialogue and Labour Relations Department: Unionism, collective and individual labour relations, human resource administration studies (Directorate General of Labour, Workers' and Employers' Confederations, Workers' and Employers' Unions in different Business Units, TUSIAD, TOBB, TESK and institutional links with the relevant departments of the Universities)

e. Department of Social Services: Social exclusion, social inclusion, social work, studies on family, elderly, children and disabled people (Institutional linkages with relevant departments of the Ministry of Social Policy and Universities)

f. Overseas Labour Problems and Social Security Department (DİYİH, SSI, institutional linkages with relevant departments of the Ministry of Foreign Affairs and Universities)

g. Occupational Health Department: (Labour Inspectorate, Social Security Audit, Ministry of Health, DGOHS, TMA, Hıfzısıhha Institute, institutional linkages with relevant departments of the Universities and Fişek Institute)

h. Safety Department: (Labour Inspectorate, Social Security Audit, DGOHS, TMMO and institutional links with the relevant departments of the Universities)

ı. Department of Statistics: (Directorate General of Labour, DİYİH, DGOHS, Labour Inspectorate, Social Security Audit, institutional links with İŞKUR, TÜİK and relevant Department of the Universities)

i. Project Administration Department: Department which deals with the administrative administration of all the projects of national and international origins that will be conducted at the institute. The issues that require expertise for project administration and content are carried out by experts.

j. Department of Foreign Affairs: Department that carries out the works and cooperation's, necessary correspondence and approvals with regard to the foreign institutions.

3- Training and Research Committee

a. Training Planning Committee Aimed at Target Groups: This is the council in which trainings for workers, training for unionists, trainings for public officials, trainings for employers.

b. Research Committee: Committee where National and International research projects are being planned.

c. Project Committees¹⁹: Committee where EU Funded Projects, MATRA Projects, and other Funded Projects are being planned.

d. Library and Documentation Committees

da. Scientific Journal Committee: takes decisions on peer-reviewed journals to be published.

db. Other Scientific Publications Committee: takes decisions on publications such as books, encyclopedia, dictionary of technical terms, etc.

d.c. Other Publications Committee: Take decisions on publications of Annual, Bulletin etc.

d.d. Promotional Publications Committee: Takes decisions on publications and promotional materials such as brochures, booklets, ads, banners, posters and so on.

19 It is determined by the current structure in Turkey's EU accession process. Is replaced by the Decree of the Institute in the event of a change in the structure.

4- Human Resources

a. Principal Staff: Researchers

Each unit will be determined by the ISC, and a sufficient number of Senior Chief Expert Investigators, Chief Expert Researchers, Senior Researchers, Researchers and Assistant Researchers will be created. These people are employed in the following sections according to university departments and graduate educations. It is compulsory to have a Ph.D. degree to be assigned as Chief Specialist Researcher assistant professorship document to be assigned as senior chief Specialist Researcher.

National and international publications to be made and the details related to the other activities will be determined by an academic sub-committee that will be established by ISC. This decision may be renewed based on the science policy of the country every year. Examination for the recruitment of researchers and other policies are prepared by the ISC regulations and submitted to the Council of Ministers for approval.

b. Other Staff

Details on this topic are organized according to similar practices in the country. This staff is operated under contract, subject to the Labour Code and is charged according to objective criteria determined by the performance-based compensation system.

CONCLUSION

It all has led to the need for new regulations on training and research activities in working life that social policy trainings for adults in Turkey are not organized in accordance with specialization fields, and task conflicts in different institutions' legislation and competition between institutions task conflict. Only the institution's name and a few articles were changed and an article, related to the working in the institution and employment of social security training specialist, was added, while such needs should have been fulfilled by the legal legislation on the amendment of the statue law of Labour Training Centre for Near and Middle East.

Preconditions to conduct training and research activities related to working life effectively is the existence of s systematic organization which could fulfill the duties stated in the constitution law.

When the subject is analyzed in terms of legislation, organization of the Centre is regulated by Constitution Law dated 1960 No:7460, and related regulations. Both constitution law and regulations constitute an obstacle to a better handling of the existing structure because the Centre has gone through different processes in terms of both its geographic position and field of activity, but the amendment in the constitution law and regulations could not be made in parallel with these changes. When an assessment has been made in this context, it can be seen that administration of the institutions has also had to move within these limits (ÇASGEM, 2009). It should be first noted that the law was enacted fifty three years ago it has not gone through a significant change so far. Centre's activities have lost the feature of being scientific, which has a Semi-academic and a semi-bureaucratic property.

A few minor changes have been made on the law in fifty three years as from 1960²⁰. This Act is obsolete and does not meet the current requirements²¹. Though this also stated the change in law, no proposal to renew radically has been provided. However, this has prevented the institution to function effectively by turning a medium into an institution, which brings supply and demand together. In the institution whose main task is to conduct research, edit statistics and hold trainings, many organizational problems continued to exist, which prevent these tasks to be fulfilled. Most important of these problems is the lack of knowledge as to how service organization of the institution should be made. For example, this Centre operates as a service unit rather than an affiliated institution of MoLSS. MoLSS's approval is asked in many activities while legislation is not necessary. Administration of the Centre determined by the political authority leads to this result.

The institution's inability to take a decision on its own results in administration in administration. This can be solved by a legislation which will enable to appoint managers with the qualifications in accordance with the objectives of the establishment of the institution and enable them undertake a task for

20 These are change in relation to Junior Training Expert recruitment.

21 For example, Rectors and Deans have certain term of office. A similar kind of regulation has also been made for General Manager of Public Administration Institute for Middle East and Turkey. In this way, the chance to work for specific periods brings stability to the administration.

a specific period of time . Otherwise, the organization will be limited by personal efforts and work to be done on the basis of good faith. But today's training and research tasks undertaken by institutions cannot be maintained in good faith. Both training topics, educators and research topics should be set in accordance with a set of standards.

It is obligatory rather than necessary to restructure the administration, main service and assistant service units of the Centre.

How should an administration be? Tripartite structure of working life requires that the Centre or the institution be organized in a parallel way, which will conduct training and research activities on the subject.

In this sense, there must be an administrative unity with the social partners. If policy-makers have adopted an organizational model in which state's power is dominant, it is a requirement to cooperate with the social partners in a service organization because working relationships consist of a tripartite structure. Employers and employees, who are in close interaction with each other, against the state with its distinction of being the normative, a pillar of this tripartite structure.

Cooperation with social partners, which will be maintained within the framework of administration or service, is necessary but not sufficient in order for the Institute to operate efficiently. The people who will work at the Institute are also required to have certain security statuses because all the fields of service of such an organization are composed of scientific activities. Governments with different political backgrounds may have different political decisions related to working life. Trainings conducted in the Centre and search results may criticize or support government policies. In this case, it is important that specialist personnel act in accordance with the principles of scientific freedom. In order to achieve this aim, it is necessary to guarantee the rights of the qualified personnel by laws, and to establish an autonomous structure.

Therefore, the main output of the intersection of the administration of training and research activities related to working life and social policy is the necessity that the administration of these trainings should be maintained in accordance with an approach with a social policy formation. Research and training are two basic activities on the basis of this. If these

activities are carried out in coordination and in an organized way, then training activities conducted for the target group will fulfill the purposes, and quality date will be produced for the policies that determine the working life of the country in question.

Data production processes being a resource for policy makers is proportional to the applicability of the data generated. In order to achieve this aim, training activities' organization should be planned within the framework of an aforementioned organization, and research activities should answer the purposes of the planned aims and complementary to each other. This structure can be created by an eclectic configuration of performer and source-generating units. Raw information, generated relating to the activities of all departments of the Ministry, should be systematically collected and processed according to specific standards and then published. As a resource for trainings conducted by the Centre, those publications should be transferred to the actors that play roles in solving the problems of working life.

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