

ANALYZING ÜSKÜDAR EMPLOYMENT CENTRE IN THE CONTEXT OF
LOCALISATION OF CENTRAL EMPLOYMENT SERVICEAsst. Prof. Abdullah ÖNAL (Ph.D.)^{*} 

ABSTRACT

Until the 21st century, the services expected from local governments have changed considerably. As a result, the services offered by the local governments are diversified. It should be emphasised that this is a result of social development. Transfer of social policy services to local governments is one of the most important debates of local and international social policy issues. In this study, the transfer of the employment services within the competence of the central government to the municipalities was investigated. "Üsküdar Employment Centre", which operates in Üsküdar Municipality, has been tried to be evaluated. Qualitative research on the "job and vocational counselling" service, which is under the responsibility of the ISKUR regional office, is included. In this research, it was tried to measure the perception of this service by the authorities of the institution transferred to Üsküdar Employment Centre. While it is seen that the main problems such as the Central Government's Rigidity in Service Delivery and the Municipality's Capacity Problem come to the fore as a dimension in the analysis of the data obtained from the interviews, it should be stated that the Cooperation between İş Kur and Municipalities is also evaluated separately as a dimension.

Keywords: Employment, Employment Centres, Localisation, Üsküdar.

JEL Codes: J00, J20, J40, J60.

1. INTRODUCTION

In this study, in which the social policy dimension of local governments in Türkiye is analysed, it is aimed to evaluate the opportunities and difficulties of employment services, especially the part of the services related to employment, which is in the jurisdiction and responsibility area of İş-Kur, through imposing a new responsibility on local governments.

Local governments' carrying out the services that they should or are expected to undertake, especially in the field of social policy, is effectively realised in many economically developed European countries. It should be stated that this is accepted as an indicator of social development for the 21st century. In this context, "employment" services, which are included in the scope of the study among the services that can be undertaken by local governments in Türkiye, present a different view from the

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studies carried out so far. The first of these differences is the fact that the responsibilities that have been attributed to local governments so far are mostly services that are directly evaluated in the field of social services. The second one is that employment services are services that have entered into an area of authority sharing through private employment agencies, but in terms of efficiency and functionality, they are services that are largely kept within the jurisdiction of the central government.

In terms of the systematics of the study, some general concepts have been evaluated in terms of the relationship between social policy and local administrations and some specific concepts have been evaluated in terms of the scope of the study. In connection with these concepts, it has been tried to see what local governments are and their theoretical equivalents in general. By referring to the local government experience in Türkiye in general and by giving the chronological development and change in terms of legislation, it has been tried to reveal how local governments, in particular municipalities, look like. All these evaluations have been tried to be evaluated by referring to the relationship between local governments in general and social policy and employment in particular.

In the last part of the study, qualitative research measuring the perception of Üsküdar Employment Centre and İş-Kur officials on the transfer of the job and vocational counselling service, which is under the responsibility of the regional office of İş-Kur, to the municipality in Üsküdar Employment Centre in Üsküdar Municipality. The study is based on the analysis of data obtained from semi-structured in-depth interviews conducted with personnel in the unit providing employment services within the Üsküdar Municipality in 2018.

2. SECTION: CONCEPTUAL FRAMEWORK

It can be said that understanding the terminology to be used in the context of the study, comprehending the theoretical ground on which the study is built and determining the intellectual equivalent of the language of the study is a prerequisite for understanding the study. The conceptual ground of any subject is the answer to the questions of how the subject is handled, what it claims and what it is basically. In this respect, it is aimed to explain the basic concepts in order to evaluate the terminology used and their intellectual background.

2.1. Central Government (in the Context of Its Relationship with Social Policy)

Although central government is often used directly instead of the state, the fact that the state has a world of meaning that encompasses all institutions within its borders by a power exercising sovereignty over a certain territory (Yalvaç, 2014: 10) reveals the need to make sense of central government by highlighting differences, especially in its relationship with local government. In the context of the classical analyses of the state, it is possible to mention a wide range of answers to the question of what the state is.

It should be noted that there are different approaches ranging from the emergence of the state together with religion and the execution of the legal contract agreed upon by the society in order to get rid of a chaotic drift (Gauchet, 2011: 33-35) to Hobbes' interpretation that can be expressed as profane and reaches the sum of individual interests (Aktan, 1994: 19). However, in the context of this study, an approach that takes into account the modern interpretation of the state is a necessity both in terms of the historical period and the changes in the state and its organisation in terms of local governments.

In this respect, in general, the state can be summarised as an apparatus that is sovereign, has public organs and decision-making mechanisms, has a clear and explicit legitimation practice dimension, has a dominant governmental function and is based on territorial unity; has a sovereign governmental authority within certain borders, and holds the right to authority with a number of institutions and organs (Heywood, 2015: 126-7).

If a state form is to be mentioned in the study, it can be expressed as a welfare state. Because it does not seem possible to talk about any state form that has the effectiveness of the welfare state in the historical process at the point of ensuring social peace. Therefore, it should be stated that the welfare state should be considered as a modern state form, especially from the perspective of social policy.

2.2. Welfare State

It should be noted that "welfare state" and "social state", which are often used interchangeably in the literature, generally refer to the same connotation world, but there are also approaches that they do not have the same connotation. At the centre of these approaches is the claim that every welfare state is a social state but not every social state can be a welfare state (Özdemir, 2007: 11-12). Regardless of the similarity, difference or sameness of the welfare state and the social state, it should be emphasised that the state has the role of protecting all its citizens from social risks and meeting their needs in areas such as health, housing and education (Pestieau, 2006: 4).

2.3. Local Government (in the Context of Its Relationship with Social Policy)

Local government can be explained as a form of government in which the central administration, which has a certain legal basis and boundaries within any administrative organisation that is defined, determined and produced in order to meet the common needs and common requirements of people, which are common and often gain a local appearance (Çiçek, 2014: 54).

Local governments are administrative institutions created to meet the common and local needs of human communities. Local governments, which are defined as constitutional institutions in a certain legal order within the borders of the state, started to take place in the administrative structure of Türkiye after 1864 (Çiçek, 2014: 54).

While central government is defined as the fulfilment of the function of providing public services with a single authority by observing a certain hierarchy, in the most general terms, it means that the decisions to be taken, the services to be performed and the determinations and determinations regarding the income and expenditure situations related to them are made at the centre, that is, in the capital, local government (decentralisation) is defined as the fulfilment of some public services by a number of local administrators and local resources outside the hierarchy of public central government, where public participation is ensured to a certain extent (Dönmez, 2002: 155).

Local government, regardless of how it is defined, has a strong relationship with social policy, both in the past and in the present, and is a fundamental element of social policy, whether the narrow or classical definition of social policy as direct health, education, housing, income support, employment, or the broad definition of social policy as encompassing transport and environmental problems is accepted (Daly and Davis, 2011: 354).

2.4. Social Policy

Social policy is addressed in two ways in the world of literature in the field of social sciences. In its classical, narrow or primary meaning, social policy, which focuses on the negative working conditions that emerged against workers in the industrial revolution, labour-employer relations in general, and solutions to the problems of working life, is accepted as a set of policies (or a discipline) covering a wide range of issues from environmental problems to transportation problems to multidimensional social problems (Tuna and Yalçıntaş, 1998).

As of the last period, it is seen that a transnational definition has been made for social policy with a motivation arising from the internationalisation of many problems. This definition of transnational social policy (Taşçı, 2017: 20), which refers to the changing economic and social structure with globalisation to the detriment of social policies, the dissolution of the welfare state (nation state in the political sense) and the dominance of a market-centred economic understanding in general, and the role of international social policy actors in the process, can be considered as a new definition in general.

2.5. Employment

While employment is defined in the most general sense as the use of all factors of production in production processes, it refers to the use of labour in the production process as it will be used specifically and in the context of this study.

3. CENTRAL AND LOCAL GOVERNMENTS IN THE CONTEXT OF SOCIAL POLICY IN GENERAL AND EMPLOYMENT SERVICES IN PARTICULAR

The relations between central governments and local governments have both changed their forms and transformed and changed in terms of duties and authorities and sharing of space according to political and economic conditions throughout history. In general, the relationship between central and local governments is considered to be threefold: administrative, financial and political (Keleş, 2009: 397).

It can be defined as administrative as the dimension that emerges in the sense of authority sharing and covers the distribution of duties and how they will be performed, political as the dimension that encompasses the dimension in which certain political perspectives are reflected on the way local services are performed through the dimension of political parties, and financial dimension, which is directly related to duties and authority, in terms of income and budget (Keleş, 2009: 397-412).

It is possible to say that all these dimensions are effective in fulfilling the social policy functions of local governments, especially municipalities. This is because it is an undeniable fact that it is effective in many aspects from the authorisation in social issues depending on the administrative structure, the need for budget and income in the fulfilment of these social services to the view of local political perceptions on social problems.

In the current situation, the bureaucratic burdens of central governments and their cumbersome functioning, the disadvantages of lack of participation, the intertwined social structure in local governments, the recommendations and attitudes of international organisations on this issue generally make it more meaningful for local governments to carry out services related to social policy (Kesgin, 2016: 328).

As of the last period, it is possible to see that especially the institutionalisation of the globalisation process and the flexibilising attitude towards the states where the central government is strong have led to localisation, the strengthening of local governments, the increase in the importance of decentralisation and in this sense, international organisations have been working in this direction (Yüksel, 2007: 290).

3.1. The Relationship of Central Government (State) with Social Policy in the Context of Employment

Due to the basic philosophy of social policy, it is possible to say that the institution that plays the most role in this field is the state, especially in the modern period. Many dimensions such as producing legal grounds, deciding on macro-economic functioning, being the highest body of social inclusiveness and being able to establish relations with all local elements make sense for the central government to come to the fore. Since the beginning of the process, the state, which has played a role in the field of social policy as the most effective institution since the first periods of the industrial revolution, has

somehow maintained its effectiveness in this field, even though it has experienced periodic opportunities and development (1945-1975) and periodic contraction and loss of opportunities (Aydın, 2009: 37-39).

3.2. The Relationship of Local Governments with Social Policy in the Context of Employment

The most important of the poverty laws, which were produced in the conditions of medieval Europe regarding the problems of the period and which continued from 1300s to 1800s, symbolising an effective role of local governments in the field of social policy in an institutional sense within those conditions, is the law enacted by Queen Elizabeth in 1601 and implemented in both England and American Colonies, and the responsibility of its implementation was left to local governments (Aydın, 2009: 39-40). The most important dimension of this process is the role of local governments in terms of the implementation of social policy. In the modern sense, the organisation of local governments has a multifaceted implementation network. This is related to both the broadening of the meaning of social policy and the change and development of the activities and functions of local governments.

Local governments, whose effectiveness increased with the increase in the effectiveness of the central government, experienced the best period in terms of social policy functions between 1945-1975, and assumed the function of reflecting the increasing welfare conditions to the local and carrying them to the people (Aydın, 2009: 41), so much so that even the definitions of "local welfare state" emerged (Ersöz, 2006: 762-770).

4. EVALUATION OF THE LOCALISATION OF EMPLOYMENT SERVICES IN MUNICIPALITIES

While it is possible for the state to perform all public services within its own organisation, it is aimed to ensure that local administrators, to whom the people in the relevant region show their will in the authorisation of some services where the character of locality comes to the fore, perform the relevant services; and that local public services are provided in an effective and efficient manner, taking into account the potential of meeting the needs of the people by better analysis (Dönmez, 2002: 157). In this context, it is possible to say that the practices within the scope of non-formal education for women's employment in Antalya Metropolitan Municipality are implemented with a holistic policy approach (Peker, 2024: 450).

The basic definition in determining these relations is the division of duties and/or the division of services. Although it varies according to the constitutional order, economic functioning and social structure of each country, service division is defined as the distribution of public services between local and central governments depending on which of these governments will provide these services (Dönmez, 2002: 159).

Since the distribution of services also requires the distribution of income, it is necessary to mention some justifications for indirectly distributing services and directly distributing income.

Local governments in the modern sense have a number of universal characteristics which are also foreseen by many international organisations. Accordingly, local governments, which Lidström defines as an "intermediate unit of government" between the central government and the citizens, are included in the integrity of the national government system, their establishment principles, duties and revenues are determined by the legislative body, they cannot act contrary to the rules that apply to the central government and the whole country, and they are institutions authorised by the central government to respond to local needs (Aydın, 2009: 33).

Although they may differ in many different aspects (cultural, economic, administrative, etc.), the modern approach to local governments leads to the effectiveness of local governments in the field of social policy in general and employment in particular.

In this context, the European Urban Charter, which is expressed with the motto of raising the quality of life in the settlement, envisages the development of cities in many aspects such as culture, architecture, security, health, etc. The programme, which envisages the development of cities in many aspects such as culture, architecture, security, health, etc., also includes employment as " By creating adequate employment opportunities, it gives a separate place in this development with the aim of "ensuring the chance to share in economic growth and personal economic freedoms" (Ersöz, 2011: 87).

Again, the Local Agenda 21 programme and the United Nations Development Programme, with the central point of "sustainable development", aim to enable local governments to share a participatory process with the people and actors in their own regions and to operate both the contribution to development and the welfare received from development by taking into account the specific conditions of the locality at the most efficient level (Ersöz, 2011: 91-92).

In addition to many studies on the transfer of services under the jurisdiction of central government to local governments, in particular to municipalities, which prioritise the increase in efficiency and effectiveness, there is also a need for studies such as the development of financial opportunities, income support or facilitating access to local income opportunities in order to ensure the advantages that this transfer of authority and duty will provide (Kesgin, 2016: 328).

It can be said that local governments' identification of those in need based on spatial proximity results in a more effective role in the delivery of social policy services to people in general (Yüksel, 2007: 294-295). Since public goods and services of local nature will be carried out directly by local residents and by persons and organs elected by them in terms of participation in both spatial and representation, it seems much more advantageous for local governments to fulfil services related to social policy since they will be able to identify those in real need, put the decisions taken into practice immediately and get rid of cumbersome and unnecessary bureaucracy (Ersöz, 2004: 76).

Local governments can affect employment by attracting demand for regional products from outside the region, increasing production capacity, increasing infrastructure investments to attract investors from outside, providing convenience through taxation, increasing the concentration of capital in the relevant region through the presence of qualified labour force through vocational training, and influencing the settlement decisions of the labour force through urban services (Ersöz, 2004: 80).

4.1. Managerial Aspects

It is possible to speak of a relationship between the formal change in the administration and the provision of income and thus services in the decentralisation of administration, as each time a new task is allocated to local governments, income is also allocated in the context of the fulfilment of the necessary service (Dönmez, 2002: 161).

4.2. Economic Aspects

When evaluated in the context of the share of local governments from the national income, the share that local governments receive from the central budget in addition to their own resources (taxation) appears as the economic dimension of the relationship between the central government and the local government (Dönmez, 2002: 161).

Local governments can assume a meaningful role in terms of social policy with the advantage of influencing local income. It can have an impact on income redistribution, which is one of the most fundamental issues in terms of social policy, by affecting the income side through taxation, expenditures and public employment (Ersöz, 2004: 78).

4.3. Socio-Cultural Aspects

The fact that the distribution of income between regions that differ due to geographical, historical and cultural reasons also differentiates accordingly (Dönmez, 2002: 161) can be interpreted as a reason that brings the necessity, effectiveness and functionality of local government to the forefront in the relationship between central government and local government.

5. LOCAL GOVERNMENTS IN TÜRKİYE

The history of local governments in Türkiye, which are accepted in today's sense, cannot be dated very far back. The first local government unit was established in Istanbul in 1854 in order to respond to the common needs of the local people, and special provincial administrations were established according to the 1864 Regulation on Provinces, and provisions on local governments in general and municipalities in particular have found their place in all constitutional texts prepared until this time, including 1876 (Ersöz, 2011: 103).

Local governments, which have a history of 1000 years in the world in general, have a history of only 150 years in terms of Türkiye and emerged in the Tanzimat period within the framework of the search for better governance; some local services in the Ottoman Empire were carried out by kadi, foundations and guilds before the modern meaning came to us in the West (Mazı, 2014: 29-30). In fact, it is open to debate how meaningful it is to take local governments, which are used in the modern sense, back that far in the West. This is because these administrations, which developed in the context of the liquidation of feudalism and the relationship of the industrial bourgeoisie with the administration, were spread to the transition of the 20th century in Türkiye (Güler, 2014: 30; Güler, 2006: 157).

It should be emphasised that the regulations in this field have not changed much since the early times. The Law on Special Provincial Administration, which had remained unchanged since the Ottoman Empire until 1987, was reorganised in 2005 within the scope of the Public Administration Reform, and the Law on Municipalities was enacted in 2005 since 1930 (Ersöz, 2011: 103).

However, it should be stated that the main breaking point for local governments was 1980. The military coup d'état that took place on this date and the realisation of the economic functioning according to neo-liberal principles, which actually determined the subsequent process, brought along a number of developments such as a decrease in the number of municipalities in the first place, the elimination of the legal entities of some villages, and an increase in income such as the allocation of a 5% share from the general budget revenues with the Law No. 2380 dated 1981 (Ersöz, 2011: 112).

After 1980, it is possible to say that the most fundamental breaking point in this sense was the HABITAT II conference held in Istanbul in 1996, which centred on the understanding of modern municipalism based on basic axes such as governance, transparency and accountability (Ersöz, 2011: 116).

Although there have been many changes and different developments until this time, it is possible to say that one of the main problems in Türkiye is the resource problem in local governments and the dependence on central government in terms of income arising from this resource problem (Ersöz, 2011: 116). It should be stated that there are many reasons for this such as general administrative structure, historical background, macro-economic organisation. The potential and possibility of localisation of employment services, which will be brought to the agenda as the focal point of the study, is directly related to this aspect of the issue.

For a country like Türkiye, which has an ethno-religious heterogeneity and diversity, the empowerment of local administrations is an issue that needs to be evaluated separately. For Türkiye, not only the socio-economic, cultural and historical accumulation dimension of the issue, but also its political dimension must be addressed at least as much as the other elements.

In the recent period, it has been determined that the municipalities in certain regions have used their facilities and conditions to produce serious problems such as terrorist activities, which should be

considered as a serious security problem, and trustees have had to be appointed to the relevant municipalities as a national security problem. This decision, which naturally had to be taken due to terrorist activities (Keleş and Özgül, 2017: 311-12), While this is the case; the issue of governance, which is accepted as universal values, increasing the powers of local governments and strengthening local governments, which are accepted as universal values, appears as a situation that needs to be addressed separately and makes it difficult to talk about the phenomenon of strengthening local governments without taking these macro problems into consideration.

In summary, it can be said that the existence of such acts of violence and terrorism in the country that require the direct intervention of the central government and the involvement of public employees who are responsible for the provision of local services to the public in these acts is a problem that needs to be solved much more prioritised than the localisation of social policy in general and employment services in particular.

It is high and strong enough that localisation attempts for social problems will fail without solving the basic security problems. In the context of all these problems, Türkiye's specific conditions should be evaluated in the context of strengthening local governments and decentralisation. One of the obstacles to the localisation of social policy and employment services is the political problems in the short and medium term. Legal regulations on local governments can be listed as follows (Mazı, 2014: 33-38);

Table 1. After Law No. 6360, Number of Local Administrations by Type

Type	Special Provincial Administration	Municipality	Village
Old Status	81	2.950	34.283
New Status	51	1.397	18.143

- Municipality Law No. 1580 enacted in 1930 (renewed in 2005 with Law No. 5393)
- In 1984, inspired by the cities of London, Toronto and Tokyo, metropolises were introduced into our administrative system (abolished by Law No. 5216 in 2004).
- In 2004, Law No. 5216 changed the amount of population required to become a metropolitan city.
- Law No. 6260, which entered into force in 2013, made the provincial boundary of metropolitan municipalities the civil boundary.

At the same time, the public legal entities of the villages within the metropolitan municipalities were abolished and thus became neighbourhoods, the town municipalities remained as neighbourhoods and the Special Provincial Administrations in 30 metropolitan municipalities were also abolished.

Table 2. After Law No. 6360, Distribution of Municipalities by Type

Type	Metropolitan Municipality	Metropolitan District Municipality	Provincial Municipality	District Municipality	Town Municipality	Total
Old Status	16	143	65	749	1.977	2.950
New Status	30	519	51	400	397	1.397

Source: Ministry of Interior Annual Report, 2014

5.1. Types of Local Governments

There is more than one type of local government in Türkiye. Although there are local government units such as the Provincial General Assembly as the most authorised body, Provincial Council as the supervisory, advisory and executive body, Special Provincial Administration with the Governor as the executive body of the institution, Municipality and Village Administration with organs such as Municipality Assembly, Municipality Council, Mayor (Ersöz, 2011: 116-128), it is the municipalities that are important for our subject and in fact are often meant when talking about local governments. According to Law No. 6360, the distribution of municipalities according to their types is as shown above.

5.2. Social Municipalism in Türkiye

The history of social municipalism in Türkiye basically coincides conceptually with the 1973-1977 period and is considered to be a form of utilisation that corresponds to the welfare municipalism in the West (Ersöz, 2006: 1143). It should be stated that the macro-economic order that started to change in the world in the relevant period did not make the use of this concept meaningful neither for other countries nor for Türkiye. This is because shortly after the related usage, the economic course in the world would start to shift in a very different direction and become institutionalised in this sense. At that time, this concept was used for municipalities that were orientated towards services such as soup kitchens and bakeries and that were engaged in production to provide certain services (Ersöz, 2006: 153).

It is possible to see the first examples of social municipalism in the service understanding of the mayors who took office during the Welfare Party period in the early 1990s. In the 1994 local elections, the mayors of Welfare Party, who came to office, developed a municipalism understanding, which was unprecedented until then, with their approaches to solving social problems, cultural services, social services in general and social policy (Ersöz, 2006: 144).

The dimension that should be emphasised at this point is that these services were not realised as a result of any legal regulation, but through the service approach of the mayors themselves. Although

the existing legal conditions are suitable for some services, it is understood that such services are not encountered as a result of management approaches. It seems possible to say that this process, which started in 1990s, developed an understanding that continued to increase in 2000s, the demand for services in this direction increased due to the increase in the level of awareness of the public in this sense, and that social municipalism has started a period in which the parties and individuals who are candidates in local elections are subject to the programmes that they tend to make compulsorily (Ersöz, 2006: 145).

It should be stated that municipalities in Türkiye fulfil many social policy functions. They provide many services ranging from services for women and youth to health, education and, to a certain extent, solutions to housing problems. In addition to these, they also provide some services for employment, which is the focal point of this study. In particular, it should be stated that metropolitan municipalities adopt an attitude that eliminates unemployment and poverty in general, such as vocational training courses, skill acquisition courses, job and vocational courses, employment counselling for courses (Ersöz, 2011: 199-209).

Municipalities are more advantageous institutions than the central government in identifying social problems and providing social services - the local qualities of these social services arising from the fact that these social services are related to human beings - since they are closer to the people (Kesgin, 2016: 328). It is thought that the dimensions of development such as determining resources more effectively, providing the necessary support for business activities, using the labour force more efficiently, increasing skill levels can be fulfilled more efficiently by local governments (Topkaya, 2015: 656).

From this point of view, the localisation of many social policy practices and even the transformation of social policy into a set of effective practices by local governments should be specialised in the context of employment-oriented services. Indeed, one of the most fundamental dimensions addressed in the context of localisation of social policy practices is defined as services to eliminate unemployment carried out in coordination with İş-Kur. Currently, some municipalities provide a number of employment services in co-operation with İş-Kur without any legal obligation.

It is possible to say that Üsküdar Municipality, which established an Employment Centre in 2014, is the most active of these municipalities in terms of the number of job placements, number of applications and audit function. The results of the study will be shaped by the opportunities and capacity of Üsküdar Municipality Employment Centre.

The elimination of the disorganisation of the administrative structure is also an important dimension in order to provide a complete efficiency in the provision of services related to social policy in Türkiye, to deliver services to all people in need, to identify these people well and to meet their needs in a healthy way (Beyazıt and Güneş, 2016: 84). Determining the responsibilities of local governments

on this issue, making the legal basis appropriate, and designing the administrative structure in this sense seem to be essential for achieving a meaningful level.

6. A QUALITATIVE RESEARCH ON ÜSKÜDAR EMPLOYMENT CENTRE AND ÜSKÜDAR MUNICIPALITY

The services of local governments for employment; to carry out studies to develop professions and qualifications, to organise trainings to ensure social peace, especially for local governments in rural areas; to organise agriculture and animal husbandry courses for agriculture and animal husbandry and to provide trainings (Genç, 2015: 11-20).

Established in 2014 in cooperation with İş-Kur, Üsküdar Employment Centre is an organisation that provides the labour force needed by businesses and acts as an intermediary to offer employment opportunities to those who demand a job, especially those residing in Üsküdar. Üsküdar Employment Centre, together with the service point of İş-Kur, carries out an employment service by providing job and vocational counselling centred on bringing together job and worker seekers.

Purpose of Establishment: On-site Employment Model

- One of the most basic elements of productivity and peace at work is that people work in a workplace close to their residence
- The fact that Üsküdar is one of the busiest districts in terms of being the trade, tourism and living centre of a city like Istanbul.
- With the Substitute Employment Model, a factor that directly negatively affects work efficiency such as traffic is no longer a problem

Terms and Conditions:

- All services offered are free of charge.
- Both job seekers and labour seekers do not pay any fees for accessing the services.
- Placed candidates and employers are regularly contacted.
- Special programmes are developed for women with a positive discrimination approach in employment.
- Special conditions and programmes are also developed for the disabled.
- In addition to individual job orientation, collective labour negotiations may also be possible depending on employer demand.
- Employers' and workers' job requests are also answered through social media.

6.1. Activity Capacity of Üsküdar Employment Centre

Üsküdar Employment Center, which began operations in 2014, has strived to carry out activities in this aspect of employment services by bringing together the business world, employers and employees.

As of 2018;

-Total Number of Applications: 53,120

-Job Offers Made: 57,174

-Searched: 1,645

-Employed: 8,928

-Candidates Unreachable: 1,776

-Job Search Discontinued: 8,403

-Insufficient Resume Information: 1,964

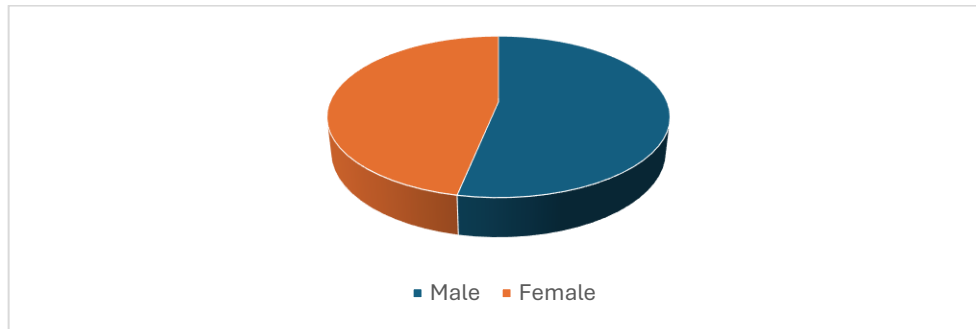
-Unemployed Due to Other Reasons: 1,869

-Those Insisting on Working Only at the Municipality: 6,307

-Number of Active Job Seekers: 11,381

-It is seen that 53%(27.989) of job candidates are male and 47%(24.606) are female.

Chart 1. Distribution of Job Candidates by Gender



- When looking at the distribution of job candidates by age, it is seen that job demand is concentrated in the 19-40 age range.

- In terms of educational status, it is seen that the highest job demand comes from undergraduate with 34%

- It is observed that job demand among disabled candidates is particularly concentrated in the 26-40 age group.

- It is observed that employment in approximately 144 different occupational groups is concentrated especially in the service sector, and occupational groups such as Cleaning Staff, Public Relations Staff, and Warehouse Staff are concentrated.

6.2. Subject and Purpose of the Research

Explaining the subject of a research also includes explanations about how the study can be realised, since it refers to the specification of the boundaries of the research. The answers given to the how of any subject will directly or indirectly help to explain the purpose of the research. The subject of this study is to make an evaluation of the employment service for job and vocational counselling carried out by the Üsküdar Employment Centre operating under Üsküdar Municipality through the similarity of the employment service under the responsibility of the central government and to reveal the opportunities and disadvantages of the transfer of this service under the responsibility of the central government to the municipalities in the context of Üsküdar Municipality in terms of the perceptions of the authorities.

It is aimed to measure the perceptions of the relevant personnel about the transfer of employment services between İş-Kur, as the institution that maintains the relevant service of the central government, and Üsküdar Employment Centre within Üsküdar Municipality, which maintains a similar service. At this point, in summary, it can be said that; the perspectives of İş Kur officials and Üsküdar Employment Centre officials on the transfer of the job and vocational counselling aspect of employment services under the responsibility of İş-Kur to municipalities in Üsküdar Employment Centre were tried to be measured.

6.3. Research Method and Data Collection-Analysis

Data were collected through in-depth interviews with relevant people and semi-structured interview technique. The number of questions in the semi-structured interview was between 4 and 6 and the interview questions were diversified according to the course of the interview. İş-Kur officials and Üsküdar Employment Centre officials did not ask for audio recording during the interview. Üsküdar Employment Centre and İş-Kur officials had various reservations about audio recording.

Üsküdar Employment Centre officials were hesitant because the municipality is under the representation of a political party and the interview could be used for political activities. İş Kur officials, on the other hand, stated that they refrained from recording an interview that did not go through a bureaucratic order/authorisation process since they were direct state employees. In this direction, written notes were kept during the interview. However, it was tried to reveal the general view of the study in the form of informal interviews. As a result of these interviews, 11 pages of written notes were obtained.

6.4. Findings of the Research

The findings of this qualitative research, which was conducted in Üsküdar Employment Centre and in which semi-structured interview technique was used, will be classified under this heading in more than one theme. The results obtained from the interviews with the officials of Üsküdar Employment Centre and İş Kur will be woven around the themes of "Inapplicability of the Principle of Impartiality", "Problem of Sustainability of Integration", "Rigidity of the Central Administration in Service Provision".

6.5. Inapplicability of the Principle of Impartiality

Different evaluations were made by utilising qualitative data techniques. The theme that emerged as a result of the interviews is the inapplicability of the principle of impartiality. İş Kur officials stated that the most probable problem that may arise in the process is the impartiality of the municipalities since the municipalities are the representatives of political parties.

Likewise, Üsküdar Employment Centre officials have also reacted negatively to such a responsibility in the short and medium term and stated that it would be impossible to overcome this perception due to the political party representation on them and that problems may arise in terms of impartiality. They stated that even if this impartiality is ensured by themselves, they will not be able to get rid of this perception. Therefore, both İş Kur officials and Üsküdar Employment Centre officials stated that ensuring impartiality would be a problem.

6.6. Problem of Sustainability of Integration

Based on the statements of İş-Kur officials, it can be said that it is useful to evaluate the fact that the Job and Vocational Counselling service is within the body of İş-Kur in terms of a number of dimensions such as the accessibility of İş-Kur to all other services, especially the social security database as an organ of the central government, and the fact that the functionality here is not in question for municipalities. Since the provision of the relevant service by municipalities requires integration with all other institutions and the common use of databases, it is thought that it may damage the privacy of personal information. This issue should also be considered in relation to the impartiality of municipalities.

The statement of İş Kur officials that "Instead of the service to be transferred to the municipalities, İş Kur should increase the number of offices and employees in each region and district and İş Kur should continue to provide this service" strengthens this judgement.

6.7. Rigidity of the Central Government in Service Provision

In line with the general statements of İş-Kur and Municipality officials and the statement "The standardisation of the courses offered and organised by İş Kur courses does not seem to be efficient as it is considered for the whole Türkiye.", it can be said that the services offered by the central government

will not be efficient due to the problem of not being able to determine the local needs that local governments can determine. As an evaluation expressing another dimension of this, it should be emphasised that the process between the candidates placed by Üsküdar Employment Centre and the employers is followed up for a certain period of time.

During the interviews, Üsküdar Employment Centre officials confirm within the first day after the job placement whether the job has been placed or not and whether both parties are satisfied with the process or not. This can be expressed in terms of the fact that local administrations know local needs and are easy to supervise in the context of small service capacity. This is another dimension expressing that local governments are more flexible than central governments. Again, as an advantage of the ability of local administrations to look at a smaller area, it is possible to express the opportunity to make a preliminary evaluation of the candidate and to make analyses at the point of determining personality traits and character traits as another dimension of flexibility.

6.8. Co-operation of İş Kur and Municipalities

Both İş Kur and Üsküdar Employment Centre officials have expressed their satisfaction with the current service provision to a great extent. Officials of İş Kur evaluated it more meaningful for İş Kur to open an office in each region rather than municipalities taking this responsibility. İş Kur officials stated that they are not against the provision of this service by municipalities, but it would be more meaningful if the coordination and planning of the system were carried out within the central administration.

The statements "municipalities should provide services in this field, but the authority should not be taken from İş Kur" and "İş Kur should establish an office in every district instead of municipalities" are also one of the main interview notes of this theme. İş Kur officials stated that some of the activities that municipalities can undertake, which anticipate local needs, can be met more effectively by diversifying the service delivery programmes of İş Kur. They cited TYP as an example.

Community Benefit Programmes (TYP): "These are the programmes implemented by İŞKUR in order to ensure the adaptation of the unemployed, especially those who have difficulty in employment, to the labour market by preventing them from moving away from working habits and discipline and to provide them with temporary income support by performing a work or service for the benefit of the community directly or through a contractor in periods or places where unemployment is high (İşkur, 2018)"

When asked about the motivation of the municipality officials in planning such a service, they cited the existence of "intense job demands, especially in the period immediately after the elections". According to the statement of the Üsküdar Employment Centre official, it is understood that 6 out of 10 people who come to the municipality with a job request hit the municipality with a job request. On the

other hand, İş Kur officials stated that these job requests made to the municipality were not made in expectation of such a service from the municipality, but in order to be employed directly in the municipality.

They stated that they are not against municipalities continuing this service, but the motivation for this service cannot be the job demand made to the municipality. On the other hand, although the number of applicants to the Üsküdar Employment Centre seemed very high at first, it was observed that those who insisted on being employed in the municipality represented a group of 10%. In the current situation, they stated that their presence in Üsküdar Employment Centre is almost only a spatial association, and that İş Kur could open an office here even without Üsküdar Employment Centre, which would be more beneficial. Again, Üsküdar Employment Centre officials stated that it would be more efficient to define the role to be undertaken by the municipalities "as a subcontractor of İş Kur".

6.9. Capacity Problem of the Municipality

In addition to mentioning the success of Üsküdar Employment Centre in terms of flexibility in its current state, problems such as "staffing needs, budget constraints, the priority problem of employment or social policy services in general" were mentioned. It should be stated that this points to a problem of administrative organisation. Since this planned service provision does not express an obligation, it should be expressed as a foreseeable dimension that the municipality prioritises service provision in areas that express obligation.

Again, they state that the failure to realise their requests and plans to go to the field due to the need for personnel is also a problem. They express this ability to go to the field with titles such as being able to meet with companies and making agreements with employers. In the current situation, it is stated that an average of 50 people are searched every month

They also state that although they wanted to exceed this number until now, the need for personnel is far from making this possible, and that they have been continuing their services at the Üsküdar Employment Centre with 16 people since its establishment, but that this number has decreased to 8 in the current situation. This is thought to be related to the municipality's view on the issue of prioritisation.

7. CONCLUSION AND EVALUATION

In this study, in which the transfer of the job and vocational counselling dimension of the employment services carried out by the central government to the municipalities is discussed, the subject is handled in the specific case of Üsküdar Employment Centre and the regional office of İş Kur and a qualitative research method is used to determine the perspectives, approaches and perceptions of the officials of the two institutions on the subject.

The transfer of social policy services in general and employment services in particular to local governments or, more generally, the sharing of work with local governments in the context of the concept of governance has been discussed as an issue that has been discussed and largely affirmed. Not only in terms of social policy services, but also in many countries with developed economies, it is seen that there is devolution or sharing of authority up to security services.

In the discussion, which was attempted to be carried out by taking the relevant elements as data and not touching on Türkiye's social, economic and political problems at regional or national level in the context of the study, it was tried to develop a perspective for the relevant discussion topic by measuring the transfer of the job and vocational counselling dimension of the employment services of the relevant regional office of İş Kur to Üsküdar Employment Centre as a work currently being carried out through the perceptions of the relevant authorities.

According to the findings of the qualitative research, it should be stated that the transfer of the relevant service to the municipality in the short and medium term is not welcomed positively by neither the municipal employees nor the officials of İş Kur. One of the main dimensions of this multidimensional issue is the political party representation of the municipalities. In addition to the fact that this would bring with it a flexibility that the central government does not have at the local scale, the approach that it would produce the problem of impartiality due to political representation at least at the perception level, regardless of which municipality it is specific to, appears as a strong dimension. The fact that this problem is expressed by both municipal employees and Labour Agency officials requires further consideration.

The fact that such a transfer is in question in the current situation requires that it should not be considered as a dimension that will strengthen the view that efficiency will be ensured at the point of service realisation, since functionality in services will not be ensured. It should also be stated that there is a similar perception in both Labour Agency and municipality officials as obtained from the research findings.

In the long term, it is envisaged that this service can be provided with the preparation of the legal basis and the planning of the related administrative and financial structuring. Considering that Türkiye has social, economic and political problems, it can be considered as an issue that can be evaluated in the long term.

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