

A COMPARATIVE STUDY OF EMPLOYMENT SERVICES IN GREAT BRITAIN AND TURKEY

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ABSTRACT

This article critically compares the institutions and procedures for the employment services of Great Britain (GB) and Turkey. The similarities and differences of two employment organisations, the Department for Education and Employment in GB and the Turkish Employment Organisation, are examined. Data is collected in field study from these organisations, based in London and Ankara, through interviews and observation techniques. Field study in London is financed by the World Bank. After briefly reviewing the background of the organisations, the article then examines the legal framework and the criteria on which comparisons can be based: establishment, organisational structure, activities, tasks and duties. As a conclusion, public employment policy implications for both countries are presented and evaluated.

KEYWORDS

The Employment Services; Jobseeker's Allowance; Private Recruitment Services; Labour Force Training; The Turkish Employment Organisation; The Department of Education and Employment.

1. Introduction

Before Industrial Revolution, the services of employment in Europe were carried out by firms seeking for profit and charitable foundations. When trade unions were established in developed countries in 19th Century, employment services were started to be carried out by trade unions. Later, these services were considered as public duty and municipalities took the responsibility. "Employment Bureau" under the co-ordination of municipalities were established.

The first official employment organisation was founded in England in 1909. Later, they became widespread in other European countries. In 1919, the duties of Employment Organisations in the world were examined in the Washington Meeting of International Labour Organisation. In the second article and the second contract of ILO, free employment services under the control of central administration were decided and registered.

Today, employment organisations which appear in mainly industrialised northern countries provide three main services suitable to the needs of the century. The first one is employment services, the others are active and passive work force programmes. Active work force programmes aim at educating unqualified workforce and career development. The most important passive work force programme is unemployment insurance. When employment organisations in OECD countries are examined, it can be seen that the employment services, which is the traditional function of these organisations, are decreased, and active and passive work force services are increased.

Before an employment organisation is established in Turkey, employment services differed in each work branch. Workers knew each other, the personnel demand was met by personal relations in small enterprises. Big enterprises, on the other hand, found their personnel by hanging up advertisements on shop windows and other places in the city. Later, for a long time, mediation procedures were carried out by worker commission agents in return for material benefit. After the foundation of the Republic, it was decided to establish an employment organisation in 1946 to prevent exploitation.

2. The Turkish Employment Organisation

a. Establishment

Following the initial introduction of Labour Law No. 3008 of 1936, facilitating the employment services as a public work, the Turkish Employment Organisation (TEO) was appointed with this task by Act No. 4837, dated 25 January 1946.¹ *The Decree Having Force of Law Establishing Turkish Employment Organisation and Ammending Some Other Acts and Decrees Having Force of Law* was approved on 4 October 2000.² Connected to the Ministry of Labour and Social Security, the TEO is a state organisation with administrative and financial autonomy and subject to private law.

b. Organisation

According to the Reorganisation Project in TEO, the new organisation chart was adopted on 4 October 2000,³ which can be seen at Figure 1. Besides, TEO has a "Vocational Rehabilitation Centre" for the handicapped established in Ankara and a "Training Centre" established for in-service training in Söke.

c. Tasks and Duties

In line with the terms and conditions of the *Institutional Act of TEO, Labour Law No. 1475, the Act Reputating Privatisation Applications and Ammanding Some Other Acts and Decrees Having Force of Law, the Law No. 4447* related to unemployment insurance, the *Constitution, the Institutional Act of the Ministry of*

¹"The Institutional Act of Turkish Employment Organisation", Act No. 4837, *Resmi Gazete*, 25/1/1946, No. 6215, 3/27, 1946, pp. 842-844.

²"The Decree Having Force of Law Establishing Turkish Employment Organisation and Ammending Some Other Acts and Decrees Having Force of Law", No. 617, *Resmi Gazete*, 4/10/2000, No. 24190, 2000, pp. 82-104.

³*Ibid.*, p.104.

Labour and Social Security and other related laws,⁴ the duties of TEO are:

- Functioning as an intermediary in placement of workers to appropriate jobs and finding appropriate workers for various vacancies;
- Functioning as an intermediary in the conclusion of service contracts;
- Collecting information about all types of economic enterprises and jobs qualified as craftsmanship;
- Obtaining and publishing statistical data concerning the jobseekers, vacancies, placements and establishments;
- Following usage levels through conducting labour market studies, making comparisons between wage levels and living standards (welfare ratios) and assisting in the application of relevant measures to prevent social distress;
- Conducting job and occupation analysis; defining, classifying and coding occupations;
- Providing guidance services so as to ensure the efficient use of human resources and that the labour force work in jobs suitable to their skills;
- Providing job insertion training, retraining and basic training services to the unemployed so as to meet the need of qualified workers available in the labour market;
- Providing assistance towards the employment of ex-convicts and the handicapped; conducting vocational rehabilitation services for the handicapped;

⁴"Labour Law", No. 1475, *Resmi Gazete*, 1/9/1971, No. 13943, 5/10, 1971, pp. 3102-3133; "The Act Reputating Privatisation Applications and Ammending Some Other Acts and Decrees Having Force of Law", Act No. 4046, *Resmi Gazete*, 27/11/1994, No. 22124, 5/34, 1994, pp. 49-67; "The Law of Unemployment Insurance", No. 4447, *Resmi Gazete*, 8/9/1999, No. 23810, 1999, pp. 138-146; *The Constitution*, 1982, Paragraph 49; "The Institutional Act of the Ministry of Labour and Social Security", No. 4841, Paragraph 1 and Paragraph 10, 1970, pp. 1-10.

- In accordance with the Act No. 3713 and the relevant regulations,⁵ ensuring the employment of the relatives of the civil servants, soldiers and non-commissioned officers who were killed or became disabled (those not able to work any longer) or who are disabled due to acts of terrorism;
- In line with the Act No. 4046,⁶ facilitating the privatisation procedures, following services are provided for workers affected by privatisation:
 - Payment of unemployed benefit; Finding new jobs; Providing retraining and vocational training services; Depositing social insurance premiums to the relevant organisations on behalf of the unemployed.
 - According to the Unemployment Insurance Act No. 4447,⁷ to insure unemployed for providing unemployment appropriations; Payment of health and maternity insurance; Finding new jobs; Providing retraining and vocational training services.

d. Activities

The activities of Turkish Employment Organisation concerning domestic placements, placements abroad, vocational training and labour market information are presented as follows:⁸

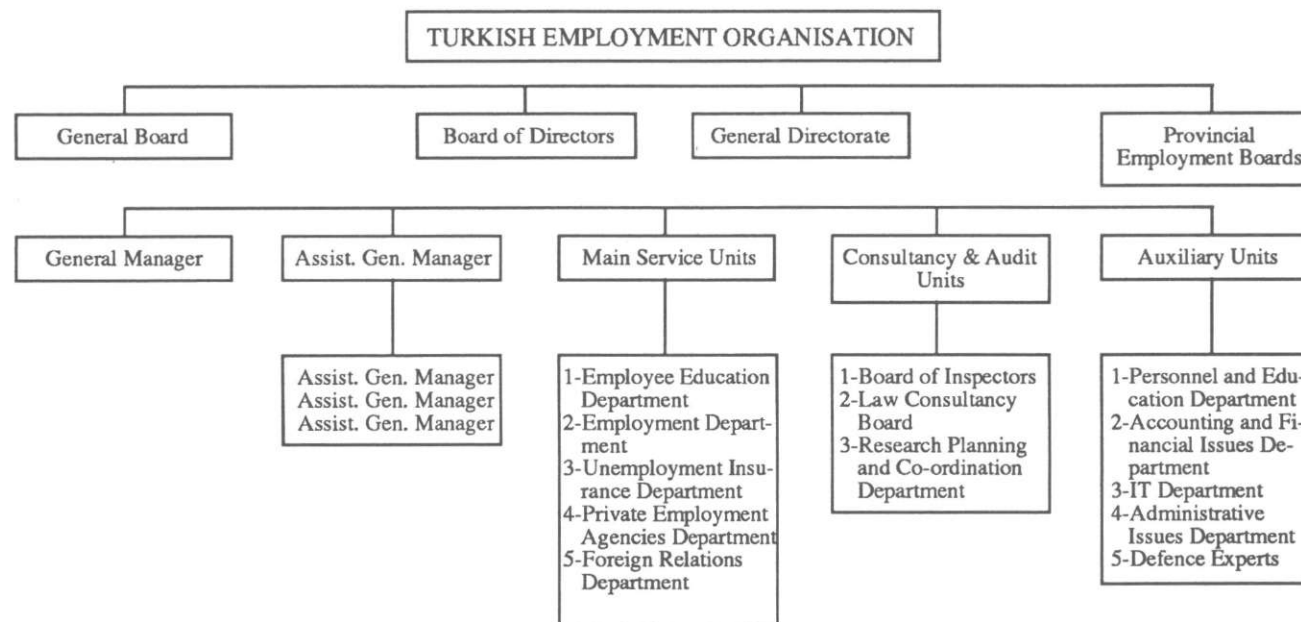
⁵"Terrorism Prevention Act", Act No. 3713, 1985, pp. 35-40.

⁶"The Act Reputating Privatisation Applications and Amending Some Other Acts and Decrees Having Force of Law", Act No. 4046, *Resmi Gazete*, 27/11/1994, No. 22124, 5/34, 1994, pp. 58-59.

⁷"The Law of Unemployment Insurance", No. 4447, *Resmi Gazete*, 8/9/1999, No. 23810, 1999, pp. 58-59.

⁸*The Turkish Employment Organisation Statistical Yearbook*, Issue No.: 308, Ankara, The Turkish Employment Organisation, 2000.

Figure 1 : Turkish Employment Organisation Chart



Source: "The Decree Having Force of Law Establishing Turkish Employment Organisation and Ammending Some Other Acts and Decrees Having Force of Law", No. 617, *Resmi Gazete*, 4/10/2000, No. 24190, 2000, p. 104.

i. Domestic Placements

Since 1946, the TEO has accomplished an important task in providing solutions for labour and unemployment problems and meeting the labour force demand required by the national economy. Since its establishment, as of the end of 1999, out of 26.964.837 jobseekers who have applied to the TEO, a total of 14.938.717 have been placed domestically. Presently, the TEO accomplishes domestic placements of approximately 200-250 thousand people in a year, while also making 30-35 thousand placements abroad.

While the average age of people placed between 1946 and 1999 by the TEO ranges between the age groups of 20-24 and 25-29; regarding the education levels of those placed, the majority consist of the primary, secondary and high school graduates.

Within 1999, a total number of 435.193 applications were made; a total of 222.444 vacancies from private and public sector were received and 201.942 placements were accomplished.

ii. Placements Abroad

The migration of labour force to West European countries which started on individual basis during the 1950s and was legally recognised with the signing of Labour Force Agreement with Germany in 1961, accelerated until 1974, and declined afterwards.

In order to protect the labour rights of the workers placed, bilateral agreements concerning labour force have been concluded with Germany, Austria, Netherlands, Belgium, France, Sweden, Australia, Libya, Jordan and the Turkish Republic of Northern Cyprus.

Out of a total of 4.048.499 applications made for job placements abroad 1.810.686 were met between 1961 and 1999. In 1999, a total of 17.745 workers were placed abroad by the TEO.

Furthermore, in line with the "Agreement Related to the Employment of the Workers of Turkish Firms in the Framework of the Exclusion Contract" signed with Germany in 1991, the Turkish

construction firms contracting in Germany were provided with the right to locate their own workers with short term services contracts. These workers were located in Germany by 376 Turkish firms contracting in this country; some of them returned with the completion of works undertaken, while 885 Turkish workers still work in Germany.

iii. Vocational Training

- Retraining

Having been conducting activities of archive establishment, literature search, provision of labour market information and testing since 1972, the TEO has initiated job and career counselling services in 1991 as a result of the co-operation made with German Labour Organisation.

Job and career counselling services are based on systematic collection, evaluation and presentation of vocational data. In this context, "Job and Career Counselling Units" were established in Ankara, İstanbul, Bursa, İzmir and Adana local offices and a "Career Information Centre" was also organised in Ankara.

In 1999, vocational orientation/retraining services were provided in 166 schools by these units; a total of 18,865 students were interviewed in groups and career counselling services were provided for 3510 individuals.

In addition, "Career Information Centres" have been established in 7 local offices throughout 1999 and since 31 December 1999, 39 local offices have been providing career counselling services. In 1999, a total of 22.375 people were served in the centres through individual or group sessions organised.

- Labour Force Training

The TEO organises labour force training courses so as to provide training for the unemployed without any vocational knowledge and skills in the jobs demanded by the labour market. Labour force training courses are classified in four groups;

Employment Guaranteed Courses aim to deliver training to the unemployed registered by the TEO, who do not have any jobs or any jobs valid in the labour market in the occupations demanded by the labour market.

Self-Employment Training Courses are organised for the registered unemployed by the TEO, who want to be self-employed in a different occupation or who wish to improve their original skills.

Vocational Development Courses aim to increase the qualifications of those who are registered as having a vocation, in accordance with the requirements of the labour market and thus providing them employment.

Vocational Rehabilitation Courses aim to assist the disabled who do not have any occupation, to acquire vocational skills and knowledge in line with their needs and aptitudes and thus making their employment easier.

Table 1: Labour Force Training Courses

YEARS	TRAINING COURSES	
	# of Courses	# of Participants
1988	62	961
1989	337	5907
1990	697	11790
1991	821	13867
1992	470	8069
1993	628	11536
1994	841	15695
1995	1092	20037
1996	611	11426
1997	608	10753
1998	496	9742
1999	222	4384
TOTAL	6885	124167

Source: *The Turkish Employment Organisation Statistical Yearbook*, Issue No. 308, Ankara, 2000, p. 10.

- Training at Industry

Training at the industry for labour in employment activities include relations among people at the workplace, communication, simplification of work, productivity, work hazards and safety. Training activities at the industry are classified into three groups:

Worker Improvement Seminars aim to improve the productivity of the workers, the quality of the work done and to provide assistance for the solution of the problems that may arise among workers.

First Level Management Seminars aim to improve the management and instructional skills of foreman, supervisors, inspectors, etc., and their assistants who constitute the first level of management in the enterprises.

Middle Level Management Seminars aim to prove the management and instructional skills of technicians, division chiefs, engineers, branch managers, etc., who constitute the middle level management.

Within the 13-year period starting from 1988 until the end of 1999, 1087 industry seminars were organised at 425 enterprises with the attendance of 25,098 people, the majority being workers.

Table 2: Training at Industry Seminars

YEARS	SEMINARS		
	# of Enterprises	# of Seminars	# of Participants
1988	30	40	758
1989	36	53	1077
1990	37	73	1579
1991	26	67	1479
1992	16	50	1467
1993	20	47	992
1994	29	108	2790
1995	38	83	1859
1996	42	135	3132
1997	52	179	4159
1998	55	151	3613
1999	44	101	2193
TOTAL	425	1087	25098

Source: *The Turkish Employment Organisation Statistical Yearbook*, Issue No. 308, Ankara, 2000, p. 11.

iv. Labour Market Information

Activities concerning the monitoring of labour market are also being conducted by the TEO. The following are the periodic publications related to the labour market:

- Employment Report covering annual evaluation of employment data;
- Statistical Yearbook and Monthly Statistical Bulletin including general data on labour market.

v. Unemployment Benefit

Under the *Privatisation Act* No. 4046,⁹ which facilitates activities related to the preparation for privatisation, downsizing, partial or integral suspension of activities, closure or partial closure or liquidation of the enterprises whose service contracts are terminated and who are legally eligible to receive unemployment benefit, are also provided by the TEO.

In accordance with the Act mentioned above, during the period between 1 March 1995 and 31 December 1999, unemployment benefit payments were made to 10.451 workers out of a total of 11.001 applications, in addition to the social security premiums paid.

vi. The Law of Unemployment Insurance

The Law of Unemployment Insurance, No. 4447, approved on 25 August 1999, put into force on 1 June 2000 on the country level. According to the Law, the rate of premium payment to

⁹"The Act Reputating Privatisation Applications and Ammending Some Other Acts and Decrees Having Force of Law", Act No. 4046, *Resmi Gazete*, 27/11/1994, No. 22124, 5/34, 1994, pp. 58-59.

contribute to the system will be %2 for workers, %3 for employers and %2 for the state.¹⁰

Furthermore, an Unemployment Insurance Fund is formed, to be governed by the Executive Committee with members of two public administration representatives, one worker representative and one employer representative, to provide financial source for duty and services as required by unemployment insurance, to evaluate sources according to market conditions and to make payments projected. The fund will be inspected by the Supreme Council of Investigation of the Prime Ministry, besides, the income and expense will be inspected by certified financial advisor and the results of inspection report will be announced to public.

The payment of unemployment appropriations of insured unemployed will be started after the end of 600 days (20 months) of premium payment, starting from March 2002, for the implementation of unemployment insurance started on 1 June 2000.

There are some recruitment agencies in Turkey, but the legal basis of their activities is recent. *The Decree Having Force of Law Establishing Turkish Employment Organisation and Amending Some Other Acts and Decrees Having Force of Law No. 617 on 4 October 2000* explains the tasks and duties of them. Table 3 shows the general activities of Turkish Employment Organisation.

Table 3: General Activities of Turkish Employment Organisation

YEARS	DOMESTIC SERVICES					FOREIGN SERVICES	
	Applications	Vacancies	Placements	Unemployed	Company Visits	Applications	Send
1948	43952	-	-	-	-	-	-
1949	48092	-	-	-	-	-	-
1950	54710	-	-	-	-	-	-
1951	79650	55343	28074	-	-	-	-
1952	135965	117290	63494	-	-	-	-
1953	257203	270570	194862	-	-	-	-
1954	412360	440863	356547	-	-	-	-
1955	518896	538408	454527	-	-	-	-

¹⁰"The Law of Unemployment Insurance", No. 4447, *Resmi Gazete*, 8/9/1999, No. 23810, 1999, pp. 58-59.

YEARS	DOMESTIC SERVICES					FOREIGN SERVICES	
	Applications	Vacancies	Placements	Unemployed	Company Visits	Applications	Send
1956	599808	600736	521629	-	-	-	-
1957	643904	627922	562392	-	-	-	-
1958	610599	592103	542962	-	-	-	-
1959	639443	598611	549594	-	-	-	-
1960	688038	603544	574270	-	-	-	-
1961	573468	483223	463126	12442	14946	45050	1476
1962	560392	426589	399635	17846	101098	77495	11185
1963	545154	406292	375081	21460	98537	143424	30328
1964	480170	346070	313968	23507	78800	322102	66176
1965	427012	278688	258070	22536	81665	333449	51520
1966	435958	286224	263292	23459	96492	119151	34410
1967	468054	305176	286531	26789	165467	105323	8947
1968	548798	365752	348771	33028	131181	126725	43204
1969	575452	369159	355463	39040	120186	253946	103975
1970	559914	346782	333988	43788	118708	371959	129575
1971	579935	379594	367284	44946	132835	267403	77442
1972	612537	423943	405770	43886	127092	202510	85229
1973	581432	409901	395084	44765	110852	263608	135820
1974	663965	424103	407826	81748	114993	77090	20211
1975	601110	356811	337548	116766	116577	125546	4419
1976	848657	411468	385405	141275	165702	23798	10558
1977	826844	405237	376834	131439	96371	34950	19084
1978	832265	318130	296925	152954	84508	40174	18852
1979	653581	235069	211531	189467	74036	50627	23630
1980	504780	189368	163426	263354	67405	40442	28503
1981	618137	201366	161048	341336	30926	58656	58753
1982	639142	188946	151278	468654	55707	0	49388
1983	648837	200472	158042	626175	49128	95890	52470
1984	683717	214415	178018	963589	38885	142948	45815
1985	512590	170002	157690	966195	43478	55370	47353
1986	580109	275235	258848	1081306	57674	55141	35068
1987	482087	262416	253449	1134884	58256	77171	40807
1988	400320	254938	251120	1162548	51641	151651	53021
1989	552779	282842	266874	1009840	53122	28604	49928
1990	672110	293742	283243	896132	79236	12190	47707
1991	691450	269081	269577	825567	76418	326139	53020
1992	814544	301355	297765	775901	52944	9892	60000
1993	546604	278715	267088	609119	45997	2789	63244
1994	362666	251017	242466	469345	47665	1769	61145
1995	335787	272707	264111	401292	44068	2402	59483
1996	411170	267060	243180	416795	47618	2299	40697
1997	468070	238539	220615	463323	45727	519	33321
1998	430407	235360	218354	465235	43333	164	25907
1999	435193	224444	201942	487525	41582	133	17475

Source: *The Turkish Employment Organisation Statistical Yearbook*, Issue No. 308, Ankara, 2000, p. 4.

3. The Department for Education and Employment

The Department for Education and Employment (DfEE) is the UK Government Department with the overall aim to give everyone the chance through education, training and work, to realise their full potential and thus build an inclusive and fair society and a competitive economy.

The DfEE is working with others, in Government and beyond, towards two overarching goals:

- an inclusive society, where everyone has an equal chance to achieve their full potential;
- a globally competitive economy with successful firms and a fair and efficient labour market.¹¹

The Department makes its distinctive contribution by concentrating on three central objectives;¹²

1) Ensuring that all young people reach the age of 16 with the skills, attitudes and personnel qualities that will give them a secure foundation for lifelong learning, work and citizenship in a rapidly changing world. This will be achieved in particular by substantially improving literacy and numerical skills in primary schools, pupil achievement in secondary schools and support for the family through early education and the availability of affordable good quality childcare in every neighbourhood.

2) Developing in everyone a commitment to lifelong learning so as to enhance their lives, improve their employability in a changing labour market and create the skills that UK economy and employees need. This will be achieved in particular by making learning attractive and accessible, improving the relevance and quality of provision and persuading employers to invest in those they employ.

¹¹For more information see, Department of Education and Employment (DfEE) website at [<http://www.dfee.gov.uk>].

¹²*The Department of Education and Employment Departmental Report*, London, The Department of Education and Employment Publication, The Stationary Office Limited, April 2000, pp. 8-9.

3) Helping those without a job into work; in particular by helping young people, the long-term unemployed and others at a disadvantage in the labour market, including lone parents, to move into sustainable jobs, within a fair and diverse employment market.

The Employment Service of DfEE is responsible for the third objective, which is similar to the objectives of the Turkish Employment Organisation. In Turkey this organisation is connected to the Ministry of Labour and Social Security. The Ministry of Education in Turkey covers the first and second objectives of the DfEE. Therefore, in this study, only the Employment Service is going to be explained in details.

Figure 2 shows the organisational chart of Department of Education and Employment.

a. The Employment Service

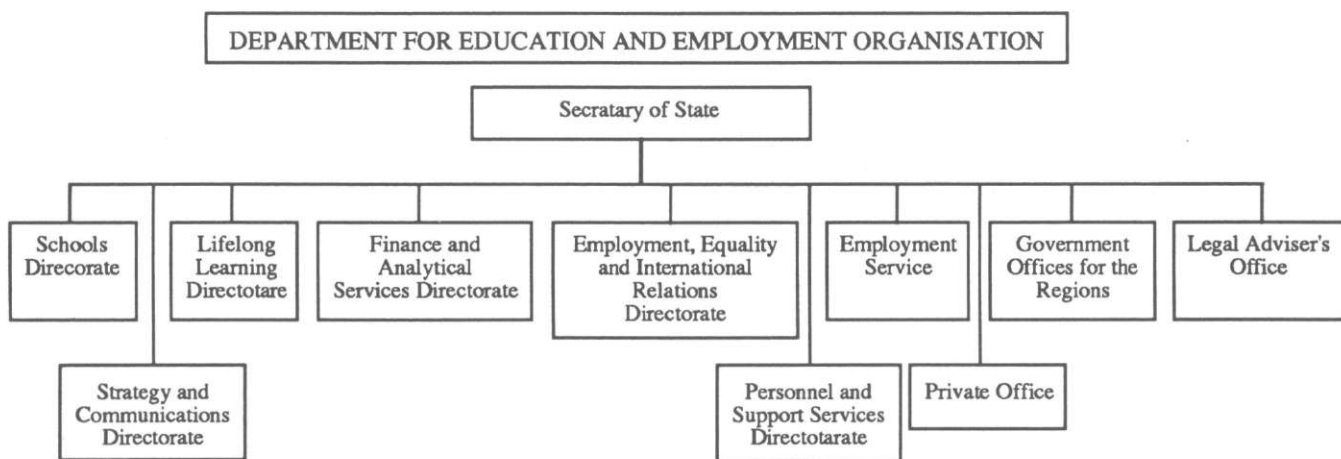
The Employment Service (ES) is an Executive Agency within the DfEE. The aim of the ES is to help people without jobs to find work and employers to fill their vacancies. Within this overall aim the Employment Service has the following key objectives:¹³

- to help all people without jobs and particularly those on welfare and at a disadvantage in the labour market to find and keep work by providing appropriate information, advice, training, support and by encouraging employers to open more opportunities to them;

- to ensure that the rights and relevant labour market responsibilities of people on Jobseeker's Allowance (JSA) and other benefits are fulfilled, while helping to combat fraud and abuse of the benefit system;

¹³*The Employment Service Operational Plan*, London, The Employment Service Publication, 2000, p. 19.

Figure 2: Department for Education and Employment Organisation Chart



Source: *The Department of Education and Employment Departmental Report*, London, The Stationary Office Limited, April 2000, p. 7.

- to harness new technology and pursue continuous improvement to deliver effective, efficient and accessible services to all people without jobs and to employers in Jobcentres and increasingly, through other locations and means of communication; and

- to deliver services to all ES customers in a way which respects individual differences helps to overcome disadvantages due to ethnicity, gender, age or disability and achieves the best possible outcome for each of them.

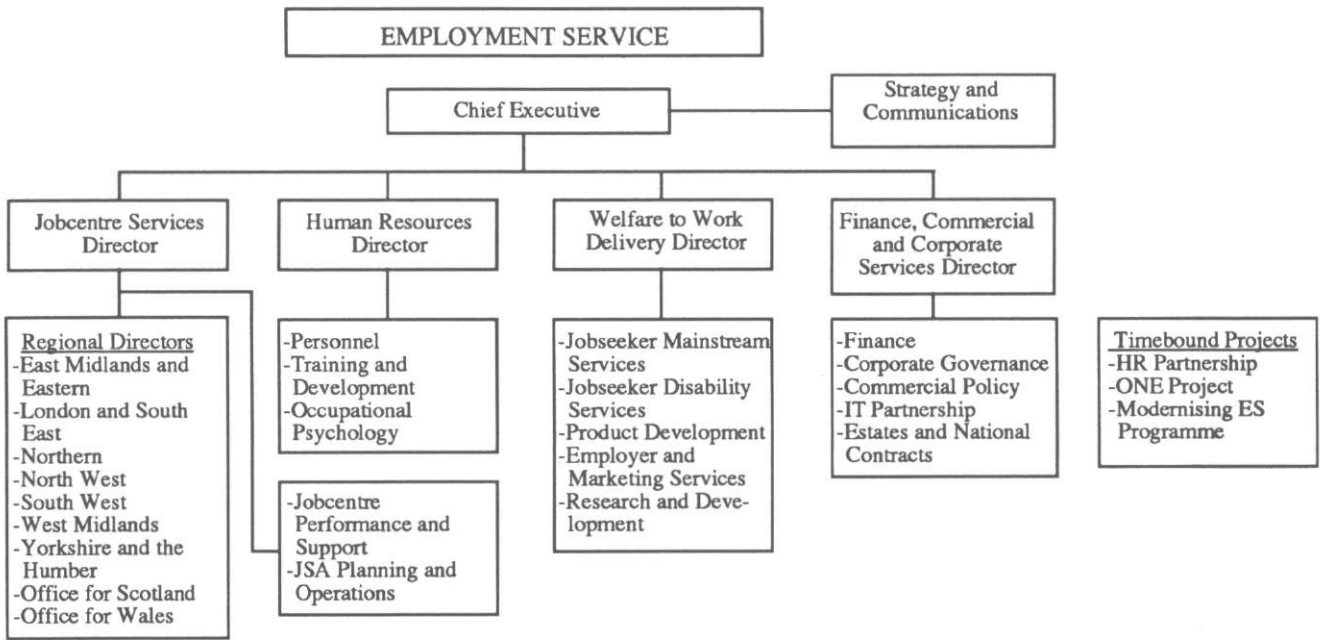
The ES is led by its Chief Executive who is responsible to the Secretary of State for Education and Employment. Each year the Secretary of State sets targets for the Agency. The ES Head Office is organised into four Directorates. Their Directors and the Chief Executive comprise the ES Board, on which also sit two non-executive Directors. The ES Head Office works closely with colleagues from the Department for Education and Employment (Figure 3).

The ES delivers its services to customers primarily through its network of about 1100 local Jobcentres. Each Jobcentre is led by a business manager and depending on its size and location, may have between 10 and 100 staff. The services provided by them to jobseekers and employers include, displaying employers' job vacancies and ensuring these are up to date; matching jobseekers to vacancies and providing assistance in job search; taking new claims for Jobseeker's Allowance; giving advice and guidance to unemployed people, particularly long term unemployed people; arranging access to specialist services for jobseekers with disabilities; and providing information on local unemployment and training opportunities.¹⁴

The ES computer system keeps track of all job vacancies that are notified to ES Jobcentres. In 1999-2000 Jobcentres handled 2.7 million vacancies; submitted 22 million people to job vacancies; placed some 1.4 million people into work; placed 438.000 people into training and employment programs; took

¹⁴*The Employment Service Booklet*, London, The Employment Service Publication, 2000, p. 5.

Figure 3: The Organisation Chart of Employment Service in DfEE



Source: The Employment Service Operational Plan, London, The Employment Service Publication, 2000, p. 18.

3.04 million new claims; and placed over 96.000 people with disabilities into jobs.¹⁵

The ES works closely with other organisations to help unemployed people. It also has a number of partnerships with private sector organisations which deliver services to it under contract. These include all IT services, facilities management services, payroll and human resource services and management training.

The ES offers help for unemployed people, particularly those who are long-term unemployed, people with disabilities and others who may need extra support. The core of this help comprises fortnightly interviews in Jobcentres for all unemployed people who claim the Jobseeker's Allowance, which is the benefit for unemployed people of working age who are available for and actively seeking work. The ES and the Benefits Agency work closely together to deliver JSA through Jobcentres. ES staff are responsible for checking that jobseekers meet the labour market conditions attached to JSA. Benefits Agency staff are responsible for calculating and delivering JSA payments- often working in Jobcentres alongside ES staff.

To receive JSA, the jobseekers complete a Jobseeker's Agreement, which they and an ES adviser sign jointly. This outlines a plan of action for getting back into work. The jobseekers must visit the Jobcentre in person at least every fortnight to discuss their jobsearch activity with an ES adviser. After six months of unemployment, an in-depth interview takes place and the jobseekers become eligible for a wider range of help in finding work. The details of help (training, work trials, help with travel costs to attend job interviews, intensive jobsearch activity, etc.) available change regularly in the light of evaluation. Similar reviews continue every six months, as long as the jobseekers remain unemployed.

Special help is also available for people with a disability. ES employs specialist Disability Employment Advisers, based in jobcentres, who work with individuals in detail. The current range of help includes, grants towards the cost of extra support or

¹⁵*Labour Market Trends, October*, London, n.p., 2000, p. 437.

equipment needed to enter or stay in employment; contribution towards employers' costs in employing a person with a disability; and supported employment for those with severe disabilities return to work.¹⁶

Most ES programmes offer early entry to jobseekers with disabilities, those returning to the labour market and those who have newly left the armed forces or have recently been released from prison.

The ES is committed to equality of opportunity and continues to work to ensure that its programmes and services are as accessible as possible to all jobseekers irrespective of sex, marital status, race, colour, nationality, ethnicity, disability, age, religion or sexual orientation.

Helping people to move from welfare into work is a priority for the British Government. The ES is the lead organisation of this "Welfare to Work" programme. In addition to these, the New Deals and Employment Zones programmes offer intensive support to help people find and keep employment. The New Deals for Partners of the Unemployed and for the over 50s have been added to the initiatives for young people, the over 25s, people with disabilities and lone-parents. Working closely with the Department of Social Security (DSS), DfEE is building on this approach by developing the ONE service.

i. New Deals

-New Deal for unemployed people aged 18-24 who have been out of work for more than six months was introduced nationally in April 1998.

-New Deal for jobseekers aged 25 plus who have been out of work for more than two years was introduced nationally in June 1998 and enhanced from April 2000 onwards.

¹⁶*The Employment Service Booklet*, London, The Employment Service Publication, 2000, p. 19.

-New Deal 50 plus is designed to improve the position of older people in the labour market and offers financial help for this age group.

-New Deal for people with disability is being developed on a pilot basis for people of working age receiving incapacity benefits, with Employment Service and Benefits Agency working closely to deliver a Personnel Adviser Service.

-New Deal for lone-parents helps with Income Support to take up or increase paid work.

-New Deal Personal Advisers also offer help to partners of JSA claimants, who are themselves out of work.

ii. ONE

ONE is a new service, delivered through partnership of the ES, the Benefits Agency, local authorities and in some areas, the private and voluntary sectors. It offers jobseekers information on work, benefits and other government services.

A Personnel Adviser assesses individuals' needs and works with them to plan a pathway towards independence through work where this is practical, identifying and seeking to remove clients' barriers to securing jobs.

At present ONE is running in 12 pilot areas around the country.

iii. Employment Zones

The British Government is encouraging innovative approaches to tackle unemployment in fifteen areas of the country. The provision in these Employment Zones is delivered by partnerships of public, voluntary and private sector organisations, under contract to Government. As well as exploring new ideas, partnerships are encouraged to use funding in a more effective and coherent way.

The Employment Service is involved with all the Employment Zones, since it liases with the organisations which run them.

Table 4: Total Expenditure on Employment Measures in Great Britain (£ million)

	1998-1999 outturn	1999-2000 outturn	2000-2001 plans	2001-2002 plans
Employment Service	1098	1141	1171	1493
New Deal	220	428	613	581
DfEE Programmes	281	316	394	80
Value Added Tax	20	35	26	26
Total	1619	1920	2204	2180

Source: *DfEE Departmental Report*, London, The Stationery Office Limited, April 2000, p.124.

The effectiveness of ES is measured through a number of targets which are published annually, along with the aim and objectives of ES, in the Employment Service Annual Performance Agreement. Building on steps taken in 1998-1999 to improve performance, the ES job placing targets were above profile by the end of January 2000.

Table 5: Annual Performance Agreement Targets: Placing Performance (000s)¹

	1998-1999 Target	1998-1999 Outturn	1999-2000 Target
Total unemployed placing	1300	1223	1250 ²
Long-term JSA claimant placing	250	180,8	190 ²
Two year plus JSA Claimant Placing	60	36,8	38 ²
Placing of New Deal 18-24 year old participants into work	100	69,6	100 ²
Placing of New Deal for lone parents participants into work	No target	n/a	15 ²
Placing of unemployed people with disabilities into work	80	99,5	85 ²

¹Performance targets for 2000-2001 will be published in the 2000-2001 Employment Service Annual Performance Agreement.

²Performance against this target will be published in the Employment Service Annual Report and Accounts.

Source: *DfEE Departmental Report*, London, The Stationery Office Limited, April 2000, p.125.

iv. Employment Action Teams

Action Teams have been set up in 20 of Britain's communities with the highest unemployment and lowest employment with additional support available in the 15 Employment Zone areas. The programme is worth £40 million. Small, flexible teams, bringing together the public service, private and voluntary sectors, will use the funding to tackle local barriers to employment, help employers with hard-to-fill vacancies and link vacancies to people who are not working but are able to.

Table 6: New Deal: Employment Service Running and Programme Costs (£million)

	1998-1999 Outturn	1999-2000 Outturn	2000-2001 Plans	2001-2002 Plans
Running Costs:				
New Deal for Young People	94	73	95	95
New Deal 25 Plus	3	18	22	15
New Deal for Lone Parents	16	25	26	22
New Deal for Disabled	1	3		
New Deal for Partners of the Unemployed	1	6	6	5
New Deal 50 Plus	0	2	7	7
New Deal Innovation Fund	0	0	1	1
Programme Costs:				
New Deal for Young People	79	159	305	330
New Deal 25 Plus	9	116	108	64
New Deal for Lone Parents	1	10	17	12
New Deal for Disabled		1		
New Deal for Partners of the Unemployed	0	2	12	11
New Deal 50 Plus	0	1	9	9
New Deal Innovation Fund		0	1	6
Total	204	416	609	577
Capital Costs	12	3		

Source: DfEE *Departmental Report*, London, The Stationery Office Limited, April 2000, p.128.

v. Employment Service Programmes

As well as the New Deals, ES offers a range of measures to meet the needs of those at various stages of unemployment. The programmes include:

- *Programme Centres*, which operate in around 85 percent of ES districts, replace traditional fixed-length job search courses with a modular approach that addresses the needs of individual jobseekers, so that no two programme centres are exactly alike. There are now 252 programme centres across Great Britain. The remaining ES districts operate a combination of Jobclubs and Jobplan Workshops.

Table 7: New Deal Performance

	New Deal for Young People ¹	New Deal 25 Plus ²
Starts on New Deal	404,200	216,000
Jobs gained	185,250	34,170
Of which:		
Sustained jobs	135,350	28,550
On Gateway/Advisory Interview Peocess	60,900	70,500
<i>On Options:</i>		
Employer	10,890	4550
Education and Training	17,780	2460
Voluntary Sector ³	7120	-
Environment Task Force	7020	-
Work Based Learning for Adults/Training for Work	22,670	7180
On Follow Through		1060

¹New Deal for Young People was introduced nationally on 6 April 1998. Performance figures refer to the period ending December 1999.

²New Deal for long-term Unemployed People aged 25 plus was introduced nationally on 29 June 1998. Figures refer to the period ending December 1999.

³The Voluntary Sector and Environmental Task Force options refer to New Deal for Young People.

Source: *DfEE Departmental Report*, London, The Stationery Office Limited, April 2000, p.128.

- *Jobclubs offer*, two weeks guidance and training in jobsearch techniques, including telephone and interview skills, curriculum vitae preparation and where to look for job opportunities, followed by practical assistance and ongoing support.

- *Jobplan Workshop* is a five-day programme of individual assessment, job search guidance and confidence building.

- A *Work Trial* is a short trial period, up to a maximum of 15 working days, in an actual job vacancy. During this time jobseekers, who have been unemployed for six months or more, have the opportunity to try out the job and show the employer that they are the right person to fill it.

- *Jobfinder's Grant* is a one-off payment of £200 which can be claimed by long-term (normally over two years) JSA claimants when they move from unemployment into work.

- The *Travel to Interview Scheme* is available to people who have been unemployed for 13 weeks or more, with immediate help for victims of large scale redundancies. It encourages people to widen their job search by providing financial assistance so that they can attend interviews beyond normal daily travelling distance. This includes the cost of overnight accommodation where necessary.

The ES aims to deliver a high quality service to both job seekers and employees. Districts covering 382 jobcenters (38% of total), plus three regional Disability Services offices have "Chartermark" status. The Jobseeker's Charter sets out the standards of service that jobseekers and other customers can expect more widely from the ES and its partners in Jobcenters.¹⁷ Employer Service Commitments set out minimum standards of service which employers can expect from Jobcenters.

¹⁷*Jobcentre Services Booklet*, London, The Employment Service Publication, 2000, p. 19.

Table 8: Jobsearch Provision Expenditure and Opportunities

	1998-99 outturn		1999-00 outturn		2000-01 plans		2001-02 plans	
	Expenditure (£m)	Numbers helped	Expenditure (£m)	Numbers helped	Expenditure (£m)	Numbers helped	Expenditure (£m)	Numbers helped
Programme Centres, Jobclub and Jobplan Workshops	31.4	174,000	33.0	200,000	30.1	165,700	30.1	165,700
Work Trials	0.2	6,600	0.4	5,000	0.3	7,890	0.3	7,900
Jobfinder's Grant	1.9	10,700	3.9	18,500	3.3	16,500		
Travel to Interview Scheme	0.9	22,000	1.0	20,200	1.0	25,000	1.0	25,000

Source: *DfEE Departmental Report*, London, The Stationery Office Limited, April 2000, p.135.

The ES also provides a comprehensive account management service to large international and multi-site employers who prefer to deal with ES on a national or regional basis. Many ES services are already delivered electronically to both jobseekers and employers, via telephone, computer or television. Examples of such services mentioned at the Jobcentre in London include:

- *Employment Service Direct*, introduced in January 1999, where job seekers and employers can ring a national number charged at a local rate to gain access to details of job vacancies nation-wide.

- The *ES's Peterlee Call Centre* which enables employers throughout the North East to notify vacancies by e-mail or through a single telephone number.

- The *ES website*¹⁸ which offers a range of job vacancies as well as general information about ES programmes, services and performance.

Further, major developments are planned over the course of 2000-2001 through the "Modernising ES Programme". Its aim is to exploit modern technology to enable ES to manage and deliver its services in more accessible, user friendly and effective ways. Under the programme the ES will;

- substantially enhance its core IT system to further improve face to face customer service and to provide a more flexible and dynamic tool to help jobseekers find jobs;

- update the IT system diary to provide a more flexible appointment booking system which allow ES staff to make appointments for colleagues in their office;

- introduce electronic versions of standard forms and letters available on ES staff computer terminals in Jobcentres, to improve both the quality and standard of client communications;

¹⁸For more information see, Employment Service (ES) website at [<http://www.employmentservice.gov.uk>].

- create an Internet Jobs and CV Bank, as part of a wider Learning and Work Bank being developed jointly with the DfEE which will provide access to all ES's nation-wide job vacancies via the internet;

- begin to introduce touchscreen kiosks into Jobcentres to allow all jobseekers to reach vacancies themselves; and

- introduce a single national telephone number to enable employers to notify their vacancies more easily complementing the ES Direct Service for jobseekers.

Taken together these changes will mean that all of ES's key services will be available to jobseekers and employers by phone and internet as well as through Jobcentres. This will provide radical improvements to the quality and effectiveness of labour market services, enabling the ES to meet the employment needs of the future.

In March 2000 the Prime Minister of Great Britain, Tony Blair announced the creation of a new agency, to be established in 2001-2002, which marks a major step forward in the government's welfare reform programme. The agency will bring together the work of the ES with the services which the Benefits Agency (BA) provides to people of working age, to offer a single point of access for personalised support and advice on looking for work and accessing the benefits system. The new agency will draw upon the experience, skills and expertise already gained by the ES working in partnership with the BA to deliver and improve the range of services to jobseekers and employers. Until the new agency is established, the ES will continue to work closely with the Benefits Agency.

The ES and the BA's planned activities for the future are;¹⁹

- establishing Closer Working Pilots in ten locations across the country. These will test how staff can work together to deliver seamless front line services to people of working age;

¹⁹*The Employment Service Operational Plan*, London, The Employment Service Publication, 2000, p. 39.

- funding a number of initiatives designed to rationalise ES and BA office accommodation;
- wherever possible continuing to work together to match organisational boundaries to support joint business needs and with those of Local Authorities and other partners;
- further evaluating and developing the closer working for Improved Customer Service initiative. This encourages ES and BA managers to continuously review the service they give to jobseekers;
- building a strategic model of all ES and BA business process to assist in the development of joint service delivery; and
- maintaining a programme of integrated and robust testing of new developments to ensure products and processes are fit for purpose and support enhanced customer service standards.

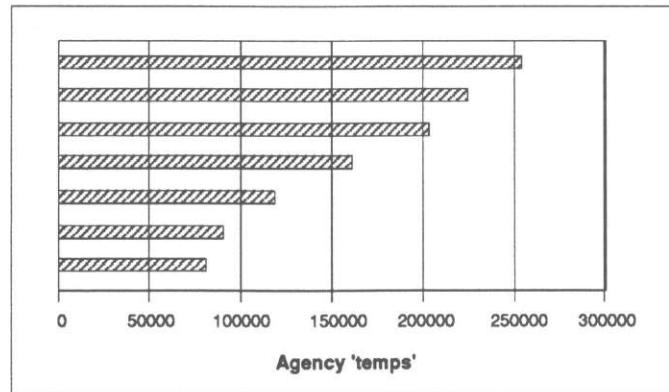
b. Private Recruitment Agencies in Great Britain

The recruitment industry is gaining importance in most industrialised countries. Recruitment agencies are strategically important part of Britain's modern service economy. Agencies typically operate in one of three ways: by supplying or finding workers with particular skills for particular sectors; through general operators supplying workers of all kinds within their locality; and through specialist agencies dealing with head-hunting, out-placement or information provision. Common to all is that the agency acts as an intermediary or channel through which parties find each other for the purpose of doing or getting work done.

Figure 4, based on Labour Force Survey, shows that the industry has been growing over the past several years.²⁰

²⁰U. Hotopp "Recruitment Agencies in the UK", *Labour Market Trends*, October 2000, London, 2000, pp. 457-463.

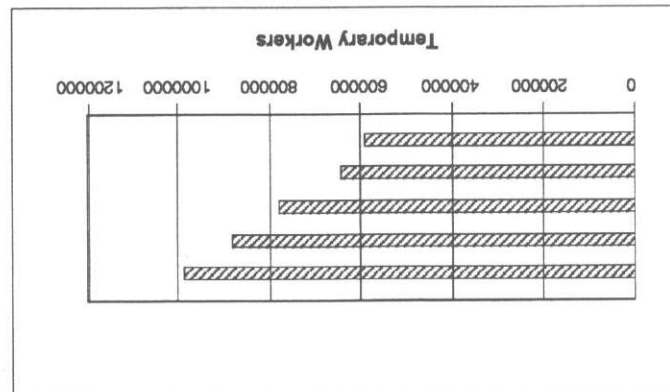
Figure 4: Numbers of Agencies Measured by the Labour Force Survey in Great Britain



Source: U. Hotopp, "Recruitment Agencies in the UK", *Labour Market Trends*, October 2000, p. 458.

Figure 5 presents the data provided by Recruitment and Employment Confederation.²¹

Figure 5: Numbers of temporary workers on payroll



Source: U. Hotopp, "Recruitment Agencies in the UK", *Labour Market Trends*, October 2000, p. 458.

²¹Formerly the Federation of Recruitment and Employment Services (FRES). For more information see, FRES website at [<http://www.fres.co.uk>].

The sector itself directly employs a workforce of 78.000. Most agencies, however, have less than 10 employees. Agencies with over 100 direct employees account for approximately 15 percent of the industry. Two interviews with the managers of two private recruitment agencies in London (Select and Reed Employment Services²²) were conducted by the author. They both provide temporary and permanent recruitment services and offer a "tailor-made" approach for each client without any charge. Fees are charged from the hirers by these agencies when a temporary worker becomes permanent staff. Detailed information about temporary and permanent recruitment services and activities of "Contract Service Division" of these two private agencies are explained below.

i. Permanent Recruitment Services

All candidates undergo a strict series of assessments, in-depth interviews and through referencing before reaching the client. Work history, aptitude and personal career needs are ascertained. A minimum of two verbal or written references from previous employers also obtained. Then each candidate is briefed in great detail on the particular job. An in-depth knowledge of the client's organisation, style of operation and company culture are gained by the agency staff. These procedures enables them to inform the candidate accurately and in comprehensive detail about the prospective employer.

Quality control is an important part of their working method. Clients with permanent placements are contacted on the first day of the candidate's work for assessment and at the end of the second, fifth and eight weeks, before they can despatch their Quality Control form.

²²For more information, contact Select e-mail address: information@select.co.uk, and see Reed Employment website at [<http://www.reed.co.uk>].

ii. Temporary Recruitment Services

Temporary work requires a special kind of aptitude. Therefore they give particular attention to reliability and personality. Select temporaries are tested, interviewed and referenced as thoroughly as permanent candidates. Furthermore, a maximum of one hour's response to any temporary booking is guaranteed. As a matter of course with every assignment they call to confirm the temporary's arrival and later in the day to check performance. Once the assignment has been completed, they send their Quality Control form to make sure the performance of the temporary, and their handling of the booking came up to the client's expectations. These procedures enable them to maintain the high standards demanded of their temporaries.

iii. Contract Services Division Activities

This specialist division was established to focus solely on developing partnership agreements with these clients who either undertake a tender process with a view to formalising long-term business associations or seek an innovative solution to a specific project or volume recruitment campaign with a provider of staffing services solutions. Their menu of options is considerable and includes account management, customised invoicing and accounts procedures, together with specific management information reports. Their expertise also includes the implementation and management of totally outsourced projects including assessment centres as well as controlling contracts on a Master Vendor or Sole Supplier basis. Their approach is to utilise the knowledge and expertise of their own internal functions such as IT, Marketing, Personnel and Finance to achieve the highest possible service delivery to their clients. Department of Trade and Industry (DTI) aims to simplify and reduce the number of regulations governing this industry. The existing legislation is nearly 23 years old. There is a proposed regulation which seek to promote labour market flexibility.²³

²³*Regulation of the Private Recruitment Industry*, London, The Department of Trade and Industry Publication, A Consultation Document, 1999. Details of the agency regulations can be found in the DTI website address at [<http://www.dti.gov.uk/er/agyreg/index.htm>].

4. Conclusion

In Turkey, the foundation of Employment Organisation is recent. Unfortunately, the services, duties and authority provided by Turkish Employment Organisation are not at the desired level. For this reason, there is a "Reorganisation Project" in TEO. In this context, many services of DfEE can be adopted to the Turkish system. Modern technology can be used for more effective employment services. Helping people to move from welfare into work is also a priority for the Turkish Government. The TEO must be the lead organisation of this programme and work closely with the other government departments. TEO must offer intensive support to find and keep job for the unemployed people from all age (even after 50 years old), people with disability and lone-parents. Employment Service Programmes of the DfEE (such as Programme Centres, Jobclubs, Jobplan Workshop, The Travel to Interview Scheme, etc.) can also be adopted to the Turkish employment system. As the unemployment rate is very high in Turkey, private recruitment agencies have to be encouraged by Turkish Government. Then Turkish employment system will be a vital part of a modern welfare state fit for the 21st Century. Customers will benefit from having a service focused on their specific needs and staff will benefit from having common objectives and a shared culture, vision and set of values.