HUMAN RESOURCES PLANNING PROCESS WITH THE IMPACT OF THE NEW PUBLIC MANAGEMENT

Canan Yılmaz¹

¹ Ph.D.(c) (in Business), Research Assistant, Department of Human Resources Management, Sakarya University, Sakarya, 54050, Turkey; cananyilmaz@sakarya.edu.tr; ORCID: 0000-0003-2618-3215

Abstract. As a result of the new approach to public management, a change in human resources planning has gained momentum. The study aims to evaluate the impact of the theoretical changes in the practices of the new public management approach, particularly in human resources planning. In this context, the primary purpose of the study is to determine the effect of the New Public Management approach on Human Resources Planning. This study used a qualitative method. The data was derived from semi-structured interviews and secondary data sources. The semi-structured interviews included 12 administrative managers selected by the snowball-sampling method. The data were analysed using content analysis. In the light of our findings, it is evident that the Norm Staff approach is inadequate compared to the new human-oriented, flexible managerial approach. To cope with the inadequacy of Norm Staff, it is recommended to implement HRP processes consisting of HRP scope. The study is original in three respects. Firstly, while the other studies in the literature describe the Norm Staff approach, this work provides a critical perspective on it. Secondly, the relationship between the New Public Management approach and Human Resource Planning has not been explored in other studies. In this regard, the study pioneers the field. Finally, a new process that consists of different phases in HRP has been proposed. This new process is different from what has been suggested in previous studies.

Keywords: HRM, Human Resources Planning, Norm Staff, NPM, HRP process.


Acknowledgements: The author is grateful to Professor Şuayyip Çalış for his contribution to this study.
Introduction

Nowadays, public administration has changed radically. Globalisation is one of the primary reasons behind these changes. Today the problems have become more complicated and global rather than the traditional systems of public administration. In addition, the development of information technologies, the change in the understanding of the nation-state, the differences in the value system, the increasing power of the market, the public choice theory, and the transition of the management approach to the public are among the reasons for these changes. Over time, the strict bureaucratic and centralised understanding of the state gave way to a more flexible and participatory approach to management. The name of this new management model is the new public management approach.

Parallel to the developments in the world, our country was also affected by this change. The traditional understanding of public administration was gradually challenged. Total quality management, accountability, openness, participation, effectiveness, and efficiency applied in remote administration have become mandatory in public administration. Thus, more output will be achieved with fewer resources, saving time, resources, and personnel.

In the current situation, personnel management must change from traditional public administration to New Public Management (NPM). Human Resources Management (HRM) with a human-oriented perspective has been adopted in public institutions. As a result, the current personnel management has changed from the ancient Mughal period, the British period, and the Pakistan period personnel management (Robinson, 2015).

The first step in Human Resources Management practices is Human Resources Planning (HRP). HRP means the provision of human resources in sufficient number and quality at the right time and place. In traditional public administration, the Norm Staff understanding is applied as a tool of HRP. However, as a result of the changes New Public Management (NPM) has brought to HRP, it is seen that the norm staff understanding is insufficient in the face of the new structure. In this context, there is a need for a new HRP process in public administration.

The study aims to examine whether HRP has been reflected in the practise of the public institutions that have declared that they accept the understanding of NPM. The study’s main research question “Do the changes that NPM creates in theory on HRP reflect in practice?” has been determined. The study’s primary purpose is to determine the effect of the New Public Management approach on Human Resources Planning. Considering public administration, which has been the scene of many reforms and new approaches in recent years, the problems and proposed solutions arising from this research will serve as an example for other public sector institutions and the results of the study will contribute to the literature. Also, while other studies in the literature are content with describing the Norm Staff practice, this study brings a critical perspective to Norm Staff practices. The relationship between NPM and HRP has not been the subject of study earlier. It is an original study that proposes a process consisting of different stages.
Literature review

The management concept took a long time to evolve as a distinct approach in public intellectual discourses. Only recently researchers have seriously engaged with it and discussed it within a paradigmatic scheme (Mahmoud and Othman, 2021; Poor et al., 2021; Oliveira et al., 2021; Boselie et al., 2021). However, there is no simple way to distinguish between public administration and public management based on the difference between administration and management. Transcending the practical sides of administration and general management has advanced as a new approach to public administration (Pollitt, 1994).

Public administration (PA) is a well-known concept, quite old, subjected to numerous analysis (Pollitt and Bouckaert, 2011). It establishes the conditions under which the representatives of public administration can make decisions, such as the clear identification of the duties through the perspective of job description, the establishment and exact observance of hierarchies, the procedural institutionalisation of the decision-making process based on depersonalised rules and laws, working for the good of the community and managing public goods and services in the light of the mentioned above principle, etc. Public administration is directly linked to the idea of governance and government (Lee, 2003, p. 5).

Public administration, for which there are many different definitions, is defined as serving the public and executing public activities and policies by public employees (Henry, 2016). The critical elements of traditional public administration can be defined as the dominance of the “rule of law”; a focus on administering set rules and guidelines; a central role of bureaucracy in policymaking and implementation; the politics – administration split within public organisations; the commitment to incremental budgeting; and the hegemony of the professionals in the service delivery system (Osborne, 2006, p. 378).

The features of traditional public administration, which was the dominant paradigm until the last quarter of the 20th century, “centrism”, “excessive hierarchy”, “blind adherence to rules”, “cumbersome bureaucracy”, “increased public expenditures” created a “crisis of confidence” in the relations between the state and society (Pollitt and Bouckaert, 2011). Thanks to these features, public administration has turned into a structure that prevents efficiency and effectiveness in the public sector with an uncertain general notion.

The Economic Depression of 1929 and the World Oil Crisis of 1973 brought changes in the understanding of public administration. Since the 1970s, a new era has begun with the characteristics of post-modernism, post-Fordism, and neo-liberalism, which is called post-industrial society. The developments in information technologies, the effects of globalisation, the change in the value system, the increasing power of the market, the failure of the welfare state, the rise of the new right, and the introduction of the concept of business administration led to the emergence of the idea of NPM (Boston, 2016).

Christopher Hood first used the term New Public Management (NMP) in 1990 (Șandor, 2006, p. 13). New Public Management has the following characteristics: the objective-based management, the introduction of the principle of budgeting based on null-sum games, the measurement of performance through different techniques
and technologies, authority size of the leader of the organization, the imposition of rational management, but also of individualism as a competition beat, as well as an explicit formula for ranking of all roles defined at the administrative level (Maesschalck, 2004, p. 471). NPM means bringing flexible, decentralised, market-based, small-scale, and business logic to public administration. Briefly, it means the “transition from politics to administration” (Henry, 2016).

The NPM approach, which started under the leadership of Reagan (1981) in the United States and Thatcher (1979) in the United Kingdom, began to take effect in Turkish public administration after 1980 (Chomsky and Amin, 2017, p. 69). In Turkish public administration, the NPM understanding was adopted because traditional administration was outdated and inadequate in the face of the advancing and changing world. As a result of this transition, the traditional understanding of management in Turkish public administration has evolved to NPM understanding since the 2000s “in terms of the structural, organisational and personnel system” (Özden, 2016). The adoption of the NPM philosophy marked a paradigm shift in the management of the public service, particularly in relation to labour practices and employee relations (Brown, 2004). In other words, the adoption of NPM practices leads to the application of HRM in managing the public sector workforce.

Private and public sector of HRM increasingly converged with the spread of NPM via the normative and mimetic transplanting of private sector HRM best practice to the public sector endeavouring to create a culture of high performance and high commitment (Poole et al., 2006). In this regard, the existing gaps and challenges of implementing NPM reforms by public organisations have significantly affected public servants’ behaviours, conditions, and performance by developing, motivating, and assessing the performance via HRM practices and policy towards public organisations (Cantarelli et al., 2020; Fletcher et al., 2020).

The centrality of HRM to change processes made it a tangible face of public sector reform, articulating this new agenda and linking NPM to HRM reform (Battaglio, 2015). Generally the HRM unit should have the autonomy to deliver services efficiently (Suhail and Steen, 2018). Most importantly, HRM is the backbone of any organisation, and HR practices and policies are of significant concerns to the public sector regarding staff performance (Truss, 2013). In addition, the shape of HRM in public organisations differs according to the implemented NPM reforms (Knies and Leisink, 2018). The institutional pressures and constraints that characterise the public sector have a direct impact on HRM (Boselie et al., 2021).

HRM is a set of management decisions about practices and policies that shape public servants’ efforts and contributions to achieve specific goals (Boselie et al., 2021). Human Resource Management is a management function that is based on, and guided by the values and principles of the organisation and typically includes some principles (Hirono, 2020). The principles of HRM are (Gruening, 2001):

- determination of personnel needs, taking into account the necessary competencies and skills;
- selection, professional training, development of employees and setting tasks and priorities for them;
Public Administration Issues. 2022. Special Issue II

- leadership and personnel management;
- creating and maintaining working conditions in which workers can demonstrate the best results;
- establishing a management system and infrastructure, in particular, policies, legislation, procedures, a system of accountability, tools, and information;
- constant monitoring and verification of the effectiveness and efficiency of HRM.

Briefly HR practices in public emphasise the shift from a short-term ‘transactional’ psychological contract to a longer-term ‘relational’ psychological contract (Boxall and Purcell, 2011). Studies show that for the effectiveness of new public management practices such as governance, it is necessary to focus on human resource management tools (Oliveira et al., 2021). In this way, HR management plays an essential role in promoting democracy, transparency, meritocracy, and performance in public administration.

The main indicators of the transition to HRM in the public sector; are total quality management, seeing the citizen as a customer, seeing the employee as an internal stakeholder, strategic plan, performance processes, in-service training, flexible working styles, contracted personnel practices (Eryılmaz, 2019, p. 278). In addition, changing the titles of the personnel department and personnel manager to the human resources directorate is one of the main indicators. As a result of ‘globalisation, the shrinkage of the state, and the restriction of its fields of activity, the redefinition of the public manager duty, the softening and localisation of centralism, privatisation programmes, the presentation of public goods and services and democratic management”, a transition to HRM understanding in the public personnel regime was experienced (Özden, 2016).

The study of HRM, in its broadest sense, is concerned with the choices organisations make from the various policies, practices, and structures for managing employees (Boxall and Purcell, 2011). For these reasons, the term Human Resource Management (HRM) is gaining popularity in public management research (Osborne, 2017). As human resource management in the public sector differs from other sectors in terms of size, structure and mission (Knies and Leisink, 2018), it is interesting to extend HRM research to the public sector because the public sector is a people-oriented service (Stanton and Manning, 2013). Managing Human Resources can therefore be considered more important in the public sector than in the private sector, where performance does not rely on technology, but on the people who implement policies and deliver services (Groeneveld and Steijn, 2016). Finally, research into HRM in the public sector is significant because public organisations deal with many new challenges.

The application of NPM demands a more efficient approach to the management of human resources whereby the workforce needs to be fully equipped with appropriate human resource practices to achieve performance goals (Bach and Kessler, 2007). Given the significant changes that these reforms have spurred and their influence on the HRM of public entities, there is a need to investigate HRM practices and policies, including the way of regulating, managing, rewarding, developing, and evaluating public servants’ performance (Leisink and Knies, 2018).
When the literature was examined, it was found that the effect of the New Public Administration on Human Resources Management is generally reviewed (Mahmoud and Othman, 2021; O’Rourke, 2020; Brunetto and Baettie, 2020). The different approaches to the New Public Management effect on human resource management between countries have also been examined (Poor et al., 2021; Bach and Bordogna, 2011). Interestingly, it has been suggested that the mechanisms linking HRM practices with both employees and organisational outcomes might differ in the public sector as compared with the private sector due to the different characteristics of the workforce (Knies et al., 2015). In this context, the impact of new public administration on HRM functions such as performance management (Vermeeren, Kuipers and Steijn, 2014), and labor relations (Ibsen, Larsen, Madsen and Due, 2011) has been studied. However, it is seen that the effect of the New Public Management on human resources planning has not yet been the subject of a study.

The first step in HRM implementation is planning. The new understanding has “systematically” increased the importance of planning in the public sector due to its strategic and human-oriented perspective (Budak, 2016, p. 80). HRP analyses the possible effects on human supply and demand to maximise the future performance of the institution (Attwood, 1989, p. 12). Another definition states “the attempt to predict how many, and in what quality of employees will be needed and to what extent this demand is likely to be met” (Graham and Bennett, 1998, p. 163). In short, HRP is the process of determining the current and future employee needs and numbers of the institution following the institution’s objectives, mission, and strategies (Boxall and Purcell, 2011). Reasons for HRP include “internal changes, and limits in human resources; training of existing employee; timely announcement of vacancies; recruiting new employee; adapting to rapidly changing social conditions; responding to technological innovations and market conditions; to comply with legal regulations, legal rules, and judicial decisions” (Langford et al., 2014).

The practice of the norm staff in traditional management has been used as a tool of HRP. The term Norm Staff refers to the arrangement of the structure that allows similar tasks to be carried out in the institution according to the purpose. The main purpose is the determination of the qualification and number of staff required to fulfill the tasks. Briefly, depending on the organisational analysis to be made, the job analysis for each unit in the institution, job descriptions for each staff, and the qualifications to be sought of those who will work in the position can be summarised as the determination of the required Norm Staff number for the units.

The process consists of organisational analysis, a job analysis, creating job definitions and requirements, a job evaluation, the determination of the number of norm staff, and the creation of a norm staff guide. As a result of the changes that the NPM has brought about in personnel regime and HRM, the Norm Staff is insufficient against the flexibility, management logic, and human priorities perspective of the new structure. In this context, a new HRP process is needed. In this context, this study proposes a new process by examining the effect of NPM on HRP.
Methodology

This study is based on Neuman's definition of qualitative research. Qualitative research does not analyze problems by separating them from the value system in which they occur but tries to reveal their meanings by interpreting the phenomenon in the environment in which it occurs (Neuman, 2016, p. 224). The study's main research question is “Do the changes that NPM creates in theory on HRP reflect in practice?” Since there is no hypothesis in the qualitative method, no hypotheses are made in this study. Instead, the following sub-research questions are used to cover the main research question (Neuman, 2016). What are the applications of HRP in public institutions?

– How to make a Human Resources Needs Plan in public institutions?
– How to make a Human Resources Provision Plan in public institutions?
– How to make a Human Resources Placement Plan in public institutions?
– How to make a plan for the reduction of human resources in public institutions?
– How to make a plan for the development of human resources?

To reach findings, secondary data sources consisting of the website of the institution, reports, staff policy, and all records of the Norm Staff study conducted in the institution as well as the semi-structured interview techniques were used to obtain the results.

The 20 semi-structured interview questions for the research were prepared by examining the local and foreign literature, considering the themes mentioned in the literature, and taking the opinions and suggestions of one Professor and two Associate Professors in the field of HRM. The interview questions were prepared to determine the applicability of the proposed HRP process by obtaining information about the institution’s HRP tools, techniques, and practices. The distribution of the interview questions can be expressed as follows:

– The first question refers to the demographic characteristics of the participants;
– The second question relates to the first finding, human resource planning practices;
– The third to seventh questions relate to the second finding, human resource needs plan;
– The eighth to thirteenth questions relate to the third finding, human resource provision plan;
– The fourteenth and seventeenth questions relate to the forth finding, the human resource placement plan;
– The eighteenth questions relate to the fifth finding, human resource development plan;
– The last two questions relate to the sixth finding, the reduction of human resources.

The study examined an institution that has embraced the concept of NPM. Administrative personnel in this institution constitute the population of the study. Using the snowball method, 12 executive managers were determined as the sample. The reasons for selecting this sample are the following, they have been working in the institution since the establishment of the institution, have participated
in norm staff practices, know the subject due to their administrative leadership position, and are willing to share information. The participants work in the same institution. However, practices in public institutions are determined by law. Therefore, the information obtained from the participants generally reflects the practices in public institutions.

The interviews lasted for 9 hours in total and an average of 45 minutes with one person. Audio recordings were made during the interview, with the consent of the participants, which were then transcribed. The findings were reached by applying content analysis to the obtained data. Content analysis was preferred because it is used to interpret similar data by combining them into specific concepts or themes. Participants were coded according to the order of the interviews to protect personal and institutional information.

Findings

Based on the NPM understanding stated in the theoretical section on the public sector, a new HRP process will be defined. In this context, the findings were collected under seven subtitles. Thus, the five fundamental themes of the HRP process (Human Resource Need, Procurement, Placement, Development, and Reduction Plan) have been reached. These themes are HRP Practices that are listed as Norm Staff Practices, Flexible Employment Practices, in-house and outsourcing in Personnel Recruitment, Rotation and Job Enrichment, In-Service Training Planning and the Effect of HRP practices on Performance. Data obtained from the interviews and data obtained from secondary sources are discussed under these headings.

**Theme: Human resources needs plan**

Human Resources Needs Plan consists of an organisational analysis, a job analysis, a job valuation, norm staff determination, and the creation of norm staff guide. Based on the findings titled HRP Practices and Norm Staff Practices, an attempt was made to determine whether this theme is fully and correctly implemented in the institution.

**Human resources planning practices**

It was determined that the institution recruited personnel with the Civil Servant Examination (CSE) before the Public Personnel Selection Examination. It was stated that after these written exams, interviews were made. Thus, it has been determined that a system based on references that do not attach importance to the merit system is applied before the Public Personnel Selection Examination.

“In theory, in which unit you need personnel, what qualifications are required, who will be recruiting, they are determined, but in practice, this is not the case, especially in the public sector…. previously, the institution's staff was recruited through its exams. After the written exam, there was an oral interview. There are exceptions, of course, but before Civil Servant Examination (CSE), references were important in public sector recruitment in general”. (Respondent F)

It was noted that from 1999 to 2002, public personnel recruitment was carried out through the Civil Servant Examination (CSE).
“... since 1999, appointments have been made with CSE. However, after a few years, the examination system was changed again”. (Respondent A)

It was noted that the institution has made most appointments since 2002 through the Public Personnel Selection Examination (KPSS).

“Since 2002, the institution has been recruiting staff through the PPSE”. (Respondent A)

**Norm staff practices**

When the interview findings and secondary data sources were examined, it was determined that the Business Organization was not carried out before the Norm Staff work in the institution. Business organization means exploring the organization's organizational structure, mission, vision, policies, and goals. It is one of the rules that must be done before the Norm Staff practices.

“There is no thought that the mission, vision, and these job descriptions in the institution should be according to this vision... or they did not examine the organisation chart systematically”. (Respondent C)

Both the interview results and the information in the secondary data sources show that job analysis is applied in the institution. It was found that the job analysis was only based on Branch Managers and that there were no one-to-one interviews with the officers who did the job.

“A job analysis was conducted within the scope of the norm staff study, but I was not interviewed because I was only a civil servant at that time. The job analysis was made by meeting with the Branch Managers”. (Respondent K)

It was found that the Job Descriptions and Requirements were prepared within the framework of the Quality Management System for the Turkish Standards Institute (TSI) in 1999–2000. The statement that the Job Definitions and Requirements prepared as a result of the study cannot go beyond updating the existing ones also draws attention.

“We entered job description and requirements system in 1999 to apply to TSI in 2000. So it is more correct to say that it was an update”. (Respondent J)

There is no information about job evaluation in the secondary data sources and interview results. Moreover the 657 Civil Servants Law cannot do this.

It was determined that the Norm Personnel Guide was not prepared. This means that the Norm Staff studies have been completed, but no feedback has been given to the staff. However, Norm Staff studies are concluded with the Personnel Guide.

“No feedback was given as a result of the Norm Staff studies... I have never seen the Norm Personnel Guide”. (Respondent L)

**Theme: Human resources provision plan**

Within the scope of Human Resources Provision Planning, the findings entitled Flexible Employment Practices and Internal and Outsourcing in Personnel Procurement were taken as a basis. In this context, an attempt was made to determine whether the institution benefits from flexible forms of employment in its employment policy, whether flexible working hours are applied or applicable.
Flexible employment practices

According to the evidence obtained from the interviews and the secondary data sources, the flexible employment types used in the institution include subcontractors, temporary workers and contract workers. According to the secondary resources obtained from the Tender Office, there are 629 subcontracted workers in the institution.

“There are subcontracted workers employed in each unit”. (Respondent A)

Flexible types of employment are hired by the tendering method. The Tender office deals with all work and procedures of subcontracted workers from recruitment to termination. Other units convey their satisfaction or complaints about subcontracted workers to the relevant department.

“The Tender office conducts the service procurement. We only provide information about the service officer working with us and we do not disclose other transactions from notification of our satisfaction”. (Respondent B)

It was found that the institution can use flexible forms of employment by obtaining permission from the Higher Education Board (YOK), the Ministry of Finance, and the State Personnel Presidency.

“The State Personnel Presidency, YOK, and the Ministry of Finance must permit flexible employment types”. (Respondent A)

Based on interviews and data obtained from the secondary sources, it was found that subcontracted workers with flexible work arrangements have been doing the same job in the same place without changing for years, and that they are employed within the working hours from 7.30 am to 4.30 pm and are subjected to an entire employment system.

“The working hours are between 7:30 am and 4:30 pm. But since the same people have always been with us for years, they are like normal civil servants”. (Respondent I)

While ten years ago, flexible forms of employment were expanded in the public sector within the scope of the NPM application. It was found that work is being done to regulate the recruitment of all flexible employees in the public sector.

“Let me give you a simple example. In the early 2000s, the government sought to develop an employment policy that was in line with this New Public Management approach. They kept contracted personnel in the municipalities and the issue of service procurement started to spread. However, ten years ago, the government of the same party suddenly said that we should include contract staff in the workforce”. (Respondent G)

Flexible working hours were found to suit public officials, primarily since most transactions can be carried out over the internet. However, it was also found that the personnel were skeptical due to the risk of salary being affected.

“We work with an internet-based programme, so flexible working practices suit our job. I can access the EBYS system from home. I can see the documents received on the internet and initialise them. However, there is a problem. Nobody wants to do this because of the risk a pay cut”. (Respondent A)

Internal and external sourcing in personnel recruitment

It was observed that the institution appointed staff based on the KPSS implemented by the Student Selection and Placement Center. Based on data obtained
from the secondary sources, it was found that the administrative staff is appointed according to the rules specified in the regulation.

In the outsourcing of the institution, it was found that the transfer assignment was preferable as more information about the personnel is obtained through the interview.

‘‘Transfer assignment is preferred because it gives an opportunity to having information about the person through an interview’’. (Respondent F)

It was determined that after examining the petitions considering the reasons of priority (such as to be from the same city, to be the first degree relative in the province where the institution is located), the decision on who to transfer was made by interview.

‘‘...everybody wants that with their parents to be in the same city. Those who want to work in their hometown find references. Since they want to work here, they are called’’. (Respondent C)

It has been observed that recruiting personnel from internal resources is preferred. As the current staff know the corporate culture, they are more accessible to adaptation.

‘‘Generally, recruiting personnel from internal sources is preferred rather than outsourcing because you know the corporate culture and can quickly be investigated’’. (Respondent E)

It was found that promotion and title change were made by selecting the appointment criteria in accordance with the Regulation on Higher Education Supreme Institutions and Higher Education Institutions Personnel Promotion and Title Change.

During the establishment of the institution, applications were made for the vacant positions in the number of titles given by the State Personnel Presidency. The Application Review Board examined the applications. For those who met the conditions (for example, the service period should be eight years, the associate license should be ten years for the validity of the application), it was determined that the candidates were announced.

It was determined that those who passed the 70 thresholds in the written exam passed the exam. It has been determined that among those who pass the exam, those who get the highest score are given the right to be promoted. While the OSYM can also prepare the exam questions, the institution generally designed the questions by its academicians. If promotion to the same title is to be made within two years, it was determined that the first person to reach the 70 threshold in the previous examination and could not get a title was promoted without review.

‘‘There is a regulation called promotion, and title change, promotions are made accordingly. Exam questions are prepared in the institution. Questions on the task can be asked in the legislation. People apply with a petition, and the application review board reviews these applications. The candidates are announced. The highest-rated person is promoted in the task’’. (Respondent A)

A person who meets the conditions in all the units can apply and be appointed for the promotion examination, regardless of the department in which the position is advertised. It was determined that the assigned person is in a superior
place and does not know the unit’s jobs he was assigned to, creating a problem area. Still, it is a situation protected by the regulation.

“There is a regulation called promotion title change. Unfortunately, this also binds public institutions. For example, not everyone is assigned chief to their unit. He does not know the job as well as the staff who came as chief. The superior know the work to be done and the work done by the unit. Thus, he will know how to behave as a superior. He should not be appointed just because he was successful in the exam”. (Respondent I)

There had been no promotion and title change in the institution for about seven years. However, after the data for the study had been collected and analysed, the institution conducted the Promotion and Title Change Examination but it was not included in this study.

“…there has been no Promotion and Title Change exam for about seven years, and there is a lot of waiting”. (Respondent A)

The secondary data sources revealed that the condition of employing disabled personnel at the rate of 3% was applied in the institution and that the disabled personnel were appointed according to the KPSS results.

In addition, with the change in the examination regulations for promotion and title change, an oral interview was included in the regulations and the written examination. However, there is no data on this subject as it has not been implemented yet.

**Theme: Human resources placement plan**

With the effect of the NPM, an attempt was made to determine whether rotation and job enrichment are applied in the Human Resources Placement Plan, which is one of the HRP practices in public institutions.

Based on Branch Managers in the institution, a 3-month rotation was made to the stationary periods of the units, but it was not efficient.

“Over a period of 3 months, a rotation was done at the Branch Manager level. We did not see much benefit from it. Nothing can be learned in 3 months”. (Respondent F)

“It has been done in the past. It was thought of as unit rotation, but everyone continued to do their jobs. The rotation should be out of the unit and must be changed literally. The application should not become a transformation of names. Its duration should not be too short, the work of that unit should be done, and those things should be learned. In other words, the previous application was an application made to show that rotation was done.” (Respondent I)

The institution usually makes appointments instead of rotations.

“... rotation is not required actually because we have assignments”. (Respondent C)

Job enrichment was not applied in the institution. Nevertheless, mutual assistance was used under the name of job enrichment to alleviate someone else's workload or to finish the job.

“There is no formal job enrichment. But in an informal sense, it is done in the context of increasing the workload of people who have a high ability for the person's motivation”. (Respondent C)
Theme: Human resources development plan

The Human Resources Development Plan, sought to determine whether in-service training was carried out to increase the efficiency of the institution’s human resources and how the process was working.

Secondary sources data indicated that in-service training is described in the institution’s human resources policy as follows:

“Training needs are determined, plans and programmes are prepared and implemented. Whether it has achieved its purpose is evaluated. Annual training plans are determined according to the training needs analysis”.

The training subjects were determined by the Personnel Department in-Service Training Branch Directorate. After the compulsory training was written on the in-service training request form and six other trainings were added, the annual training program was created. An average of 10–15 trainings are conducted annually.

“A form is sent to the units to get information about the training they need, such as September-October each year. The form already includes certain trainings. If training other than this is required, additions are made to the form. However, this added training is given if the demand is high”. (Respondent F)

According to the interview data, the analysis of training needs is not carried out systematically, training is provided to facilitate routine work, and training is not provided within the scope of career planning.

“We demand training because we think it will help the staff do their jobs”. (Respondent K)

Based on the data obtained from the interview, it was found that the number of people trained is essential, while meeting the needs is not.

“The number of people attending the training is essential, and it is stated in a report”. (Respondent J)

After the training, it was not determined whether the training was useful or not by analysing efficiency and benefits.

“Nobody looks. One year, two years, or three years after the training, it is necessary to measure whether the training is successful or not. However, there is no such thing in the institution. I don’t think it was done in any public institution”. (Respondent G)

A new staff were not assigned to replace any person who participated in in-service training. Instead, they applied for a twin assignments. The application is called a twin assignment. It was determined that the personnel to be assigned to replace each personnel is determined, and it is a system that requires to learn each other’s duties. It was also stated that the rotation is not deemed necessary because the training is carried out in the institution, the duration of the training is short, the colleagues help, and the twin assignments are applied in the institution.

“There is a twin assignment. Personnel are not assigned to replace the personnel who attend in-service training. I don’t think it’s essential because the training is held in the institution and it is carried out quickly”. (Respondent I)

Theme: Human resources reduction plan

Based on the results of the norm staff studies implemented in the institution within the scope of the Human Resources Reduction Plan, an attempt was made
to determine whether there is the effect of the HRP practices on the performance, whether the staff were dismissed or relocated in the determination of redundant staff as a result of job analysis. The principles of dismissal of personnel were clear and defined in advance.

It was stated that a civil servant is a safe job. Besides, it was also stated that dismissal was only possible for offences specified in the legislation. In addition, it was also stated that the investigation of the crime was conducted by the Higher Education Council (YOK).

“Our work is under state guarantee. In 657, it is clear that we will be punished for what we do. An investigation is made to those who do one of these behaviors and sent to YOK. If YOK approves, their job is terminated”. (Respondent A)

Within the scope of the Norm Staff studies conducted in the institution, it was found that the decisions such as relocation, merging of units, closure of units stated, according to the Norm Staff guidelines, were not implemented. It was found that the Norm Staff work is not effective in terms of performance.

“Let’s not say that the norm staff was applied. Let’s say the norm staff work was done. There was no result. Because there was no harmony between the goals of the norm staff and the expectations of the current working style in public institutions, it isn’t easy to implement this in public institutions. The current legal system does not allow this”. (Respondent G)

Conclusion and discussion

This study was conducted in an institution that declared that it accepted the concept of NPM. To avoid deviating from the subject, the effect of NPM on HRM is mentioned here. It was found that the institution-specific practices to HRP are in the form of Norm Staff. Even the Norm Staff practices seem to have deficiencies. However, it is expected that the features that NPM should bring from a theoretical point of view have changed the HRP in the institution. The result of the research demonstrates that planning is done with the Norm Staff, which is a traditional public management tool. On the other hand, Norm Staff is not suitable for the flexibility and merits of the NPM understanding.

As a result, in response to the research question of the study specific to the institution, which declared that they accept the understanding of NPM, it was found that the changes in theory were not reflected in the practice of public institutions. Briefly, NPM remains in theory within the scope of personnel planning and is not reflected in the practice of HRP. It was found that the Norm Staff practices, which are the planning tools of traditional public administration, do not coincide with the understanding that NPM brings to public institutions, such as merit, flexibility, and performance, and that the Norm Staff practices are lacking in terms of today’s HRP. To meet the requirements of our age, such as human-priority perspective, flexibility, management of public institutions with business logic, and a strategic view, the processes under the HRP should be put into action. In terms of NPM, it was stated that the public sector should be shaped according to the process of the HRP.

In the light of all these results, it is seen that the changes in theory caused by NPM in the public sector are not reflected in practice within the scope of per-
sonnel planning. Besides, it is observed that current practices for the HRP are insufficient due to the effect of NPM. To bring flexibility, a human-priority perspective, and business logic to public institutions, the HRP approach should be made following its scope to meet the characteristics and expectations of the new understanding. Since the Norm Staff planning process ignores the scope of the HRP, it faces limitations in practice. It is suggested that the HRP process in the public sector with the effect of NPM, should consist of the following stages:

*Human Resources Needs Plan.* It consists of organisational analysis, job analysis, job descriptions and requirements, job evaluation, and determination of the norm staff number. While ensuring that the institution does not have more or less personnel than necessary, it aimed at recruiting a sufficient and qualified personnel in the required time.

*Human Resources Provisioning Plan.* This is the process of setting the employment policy to ensure that human resources are able to meet the needs of the organisation. It is determined whether the procurement of human resources will be done with internal or external resources. If internal resources are to be used, it is determined whether a horizontal or vertical allocation will be made. In outsourcing, it is determined whether or not it will use resources such as subcontracting. At this stage, it is aimed to supply a sufficient number of personnel with suitable qualifications for the job.

*Human Resources Placement Plan:* It is the process of designing the job to increase the morale, motivation, and productivity of the staff. It consists of determining whether rotation and job enrichment will be applied. It consists of the stages of deciding how the application will be made. Business and human resources harmony is aimed.

*Human Resources Development Plan.* It includes all the procedures to increase the performance of human resources from the moment they enter the institution until they leave. It consists of an in-service training phases. It aims to increase the efficiency of human resources in the process.

*Human Resources Reduction Plan.* It consists of the stage of dismissing excesses or relocation in determining a large number of human resources based on the human resources requirement plan. It aims to minimise the dismissal damages for the employee and the institution by making planned dismissals of staff.

In addition, Civil Servants Law No. 657 should be amended or even reformed to establish an HRP that meets the requirements of the NPM in public. In this context, in the Law No. 657 there should be planned changes such as flexible working hours, performance payments can be reflected on the implementation, the cumbersome, bureaucratic, over-centralised structure of the civil service can evolve into a flexible, operational logic and strategic structure that is in line with the understanding of NPM, and an environment that will allow the implementation of the changes in HRP.

In conclusion, considering the flaws and weaknesses of the current system applied in public administration, a new system should be adopted, and the public institutions that have adopted the understanding of NPM in the discourse should pass the reflection of the latest theoretical findings. Especially this reflection should start in the field of HRP.
REFERENCES


The article was submitted: 16.01.02021; approved after reviewing: 01.06.2022; accepted for publication: 20.08.2022.