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Turkey-Germany Comparison for Active Employment Policies

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Abstract:

Unemployment or the issue of employment is one of the most important problems in the world. The most important agendas of all states and governments are employment policies. Because unemployment rates are the type of data that can change the administration. Each country has its own employment policies; however, unemployment is not one of the problems that countries can solve on their own nowadays.

Active employment policies have been taking place in the agenda of G-20 countries for the last 10 years. The economies of developed countries cover 83% of the world economy. The concept of active employment policies has been used in Sweden after World War II to reduce unemployment and implement inflation control policies. After the 1960s, the Organization for Economic Co-operation and Development (OECD) considered active employment policies within labor market policies.

The aim of active or full employment policies that have become widespread in European countries in a short time is increasing labor and employment, making the concepts like supply, demand, labor, profession, sector, and workplace region compatible with each other. Although these policies did not attract the attention of politicians and economic circles in the first years, global unemployment started to increase in the 1980s and forced governments to take active employment policies into account. In this context, the role of active employment policy instruments, which are important for the solution of economic policies and problems concerning work and operation was addressed and the employment policies of Turkey and Germany were compared by addressing the German model.

Keywords: *Employment, active employment policy, Germany, turkey, unemployment*

1. Introduction

The phenomenon of unemployment is still one of the major problems in our country as in most countries. The purpose of this research is to examine what are the long-term active unemployment policies implemented in Turkey and Germany, with which strategies they are planned and how effective they are, socio-economic status of the countries, comparing the active unemployment policies of the two country by taking their employment laws and labor markets. In this study, which is named Turkey-Germany Comparison for Active Employment Policies, first books, theses, articles, presentations, internet sources, and various statistical resources of the two country were utilized.

1.1. Conceptual Framework

The concept of employment, can be defined as the strategic operation of the labor force in the society based on national economy. In addition, how much the production standards that affect the country's economy in certain periods can be used is defined by employment as well. In other words, employment encompasses the tasks undertaken by the elements such as employees, capital, labor and land in the production process and manifests itself in the simultaneous role of the labor force of workers and employers along with economic factors. It will be useful to introduce and provide information about active employment policies in this section since it has a role in directly solving the unemployment problem.

According to the OECD report, the concept of Active Employment Policy was first used in Sweden with the OECD (Organization for Economic Co-operation and Development), which adopted this concept. People have become aware of the concept of Active Employment Policy (OECD, 2012) as unemployment increased especially in the 1980s. According to Kesici and Selamoğlu, Active Employment Policy is to operate the existing economic power strategically on the basis of the country's economy. This concept focuses on issues such as fighting unemployment in the society, creating employment, spreading entrepreneurship, equality of income and tax opportunities (Kesici and Selamoğlu, 2005).

According to Biçerli, the concept of Active Employment policy; the manpower of a country capable of participating in economic activities on an annual basis; shows the strategies of working, employing and engaging in production activities. In other words, the power of an individual to participate in economic activities once a year are the activities of Usage,

operation, operation and production activities. In broad terms, it is the extent to which production factors such as labor, manpower and capital are used in certain periods of the national economy according to the technological level of the country. In this sense, it means the participation of all production factors existing in the economy of the country and the utilization of labor, capital and labor (Biçerli, 2004).

1.2. Purpose of Active Employment Policy

The main purpose of active employment policies is to facilitate the return and continuity of unemployed individuals to working life instead of providing only income opportunities to the unemployed individuals who are unable to create a field of work and to produce policies to solve the employment problem directly or indirectly by creating strategies that differ according to different types of unemployment (Karabulut, 2007).

According to the ILO, people in a certain age group who meet the following criteria on a given day or week are considered unemployed (ILO, 2003):

- Those looking for a salaried job because there is no job or their job is temporarily vacated,
- Persons who have never worked in the previous period or who are not dependent on the status quo in their previous jobs or who are retired but are eligible to work for a certain period of time,
- Those who make a written agreement to start a new job in the future but still cannot find a job,
- Those who are subject to an indefinite and temporary period without any payment.

In Savcı's opinion, the reasons for unemployment differ from those who are unable or unable to find or leave their jobs. Technology in our world is changing rapidly and continuously. In addition, working life is more common than before. Increased the risk of staying. This 'structural disorder' is the reason for not having sufficient competence over time (Savcı, 2007). The possibility of finding a job for people without any vocational training is decreasing day by day. In addition, women have a disadvantage in the labor market due to lack of education, low-skilled jobs and less mobility.

1.2.1. The Concept and Elements of Unemployment

Planning and implementing the economic policies necessary to increase the welfare level of the society are considered as the most general objective of the countries for the economy. Among these economic policies implemented by current governments, employment problem holds a special place. The most important element of employment and production factors is economic and social as well as a separate recipe for the human dimension. The country's employment policy which it carries out among unemployment and poverty reduction policies plays an important role in the work of the government. Employment policies in developed and developing countries are based on economic and social regulations. Employment policies support the balance of supply and demand in the current workforce, as well as for the growth and stability of the economy. It also includes applications to solve problems arising from the imbalance between supply and demand. Employment policy ensures economic growth and stability in a country and thus increases the welfare level of the country. In addition, it ensures equality of opportunity and social justice and distributes the income to be produced in a fair and fair way by using production factors effectively. It fights with the negative consequences of unemployment and poverty. Employment policies include principles, rules and procedures that will enable people to live in a way that will benefit human dignity. In other words, any policy that provides employment growth can be defined as an employment policy (Karabulut, 2007).

1.3. The Development Process of Unemployment and Unemployment Rates in Turkey

The structure and statistics of unemployment vary from country to country as each country's economic development strategies, political philosophies and unemployment rates are different. The common problem of the developed countries and the developing countries is the concepts of employment and unemployment. Because the most influential factor in the development level of a country is unemployment rates, but employment depends on economic rates. The fact that the characteristics of the countries such as political philosophy, economy and social structure are different from each other has caused each country to create a suitable employment policy for its own structure and caused each country to take different measures in this direction.

Although the global financial crisis in Turkey in recent years was overcome and rapid economic growth has been achieved, there is still not enough employment opportunities. The results of the IMF programs implemented through flexible labor market practices, structural reforms, reduce unemployment rate by more than 10% in the labor market, reduce real earnings and show more than 50% of informal employment. In the post-2001 recovery period, the real growth rates for the three periods 2002-2004 were 6.2%, 5.3% and 9.4%. In 2007, a 4.5% increase was achieved. Despite this high growth, unemployment rate was recorded as 10.3%, 10.5%, 10.2% and 9.9% respectively in the same period. Between 2002 and 2006, the economy grew by an average of 7.2%. In contrast, employment growth was only 0.8%. Moreover, despite the decline in real wages in the same period, no increase was observed in employment. Especially in the period between 2001 and 2006 following the crisis, high interest and low exchange rate policies based on tight monetary policies, tight fiscal policies and structural adjustment policies failed to achieve success by targeting price stability. This policy distorted the production structure and made the economy dependent on external dynamics. This policy, implemented with a high interest-low exchange rate policy, reduced the competitiveness of exports and domestic producers, encouraged imports and increased high current account deficits. The pressure of this policy on production and exports is balanced with low wages. The fact that a significant portion of the increase in exports and production was realized in low value-added sectors in the country caused a limited increase in employment. (Eyüboğlu, 2003). The policies as of 2000s will be examined and analyzed in the following section.

1.3.1. The Situation of Unemployment and Its Development Process in Turkey before 1980

Turkey is faced with an unemployment problem because it could not create employment opportunities for its rapidly growing population for years. In a detailed definition, the balance between unemployment in our country and the rapid increase in population during economic development and increase in supply and demand stemming from urbanization could not be found. According to Biçerli, unemployment in Turkey takes different forms such as poverty, low salaries, lack of minimum budget, and artificial employment policies can not contribute to national gender (Biçerli, 2004). In addition, unemployment has become structural due to the inability to achieve the targeted level of industrialization, and in some measures the weight of the agricultural community and the inability to invest to provide employment to the rapidly growing young population.

According to Güler, while Turkey is a country that has a high level of emigration and immigration due to its position, much of its manpower and trained people emigrates from the country, on the other hand, it is a country to which people from Balkans, Caucasus, Middle East and Central Asia immigrate intensively and increases in population are mostly caused by immigration (Güler, 2015). This structural unemployment situation brought about the revision of employment policies with the increasing migration element and employment opportunities.

Unemployment in Turkey may be caused by this imbalances in factors. It is also noteworthy that the unemployment rate is higher in non-agricultural areas.

According to Özpınar and Demir's point of view, sudden decreases in the production area do not affect the unemployment rate much and also increase the share of insufficient number of employees (Özpınar & Demir, 2011). It is not possible to reach definite information about the unemployment rate in Turkey. One of the main causes is that unemployment insurance applied in developed western countries is not strongly violated in Turkey. Therefore, the issue of unemployment in Turkey, does not reflect the reality frequently discussed. The unemployment rate increased in the 1990-1994 period. In this period, the average unemployment rate was 8.4%. Restricting government spending and reducing the rate of fixed capital investments in the private sector due to the economic crisis experienced in 1994 adversely affected the capacity of creating employment in Turkey. Turkey DIA 2004 IV. According to the results of the Household Labor Force Survey, the number of unemployed persons was recorded as 2,428 thousand in 2004 and the unemployment rate was 10.0%. As of 2003, while the unemployment rate in urban areas was 13.6% in 2003, it increased in rural areas from 6.6% to 5.8%. While the number of unemployed as of 2005 was 2,520,000, the unemployment rate reached 10.3% and the rates increased rapidly compared to the previous year. This level of unemployment in Turkey, compared to the average of European Union countries can be misleading. According to Karabulut, these misleading rates are due to the relatively high level of rural employment in our country and the low rate of unpaid family labor, labor force participation and low social security (Karabulut, 2007). The other indicator to be considered here is the concept of "idle labor," which is the unemployment rate and the proportion of under-employed people. The ratio of idle work force in the world increased from 13.4% in 2000 to 14.4% in 2001, to 15.7% in 2002, to 13.1% in 2004 and to 14.2% in 2005. It is not possible to interpret this positively. The unemployment dimension and composition in our country is also an alarming dimension. Unemployment, which is seen as an urban problem in our country, is among the young graduates, women and low educated people (Karabulut, 2007).

1.3.2. The Situation of Unemployment and Its Development Process in Turkey after 1980

In the post-1980 period, the import-substitution industrialization strategy, which began with the January 24 decisions, was replaced by an export-based growth model that began with the January 24 decisions. From the early 1990s to the last years, the country's economy has become an artificial growth economy. An economy has been pressured by unemployment, the widening of the foreign trade deficit, difficulties in finding foreign debt and an irreversible debt dimension. Unemployment in this economic structure took its place among Turkey's chronic problems. Due to the stability measures observed in the 1980s, the unemployment rate can be reduced to a few points below the end of the 1970s. However, as it is seen in the table, due to the crisis and the accompanying question in late 2000 and early 2001, unemployment remained at 7-8% for most of the years, especially above 10%.

As it can be seen in the table below that shows TurkStat Household Labor Force Survey and the DIE Household Labor Force Survey results of 2005, high unemployment rate and constant unemployment are characterized. The unemployment rate in Turkey in 2005 is still the same when compared to many European countries. The reason is that, in the agricultural sector in Turkey is the high share of employment in total employment. The main reason is that the average unemployment rate is generally low in economies where agriculture is widespread. In developed countries, this sector does not exceed 3-5%.

1.3.2.1. Economic Policies in Turkey after 1980

Some of the fundamental problems in the economy in the early 1980s in Turkey were inflation, rising edema balance, low capacity utilization, internal and external financing constraints and rising external debt problems. The government of that time created an orthodox stabilization program on 24 January 1980 to solve these problems. The main elements of this stabilization program were liberalization of foreign trade, real exchange rate and interest rate policies and financial liberalization. These defined policies were successful in preventing inflation in the first years. However, it was concluded that the interests were regained due to the subsequent banker crisis. The most important feature of the monetary policy implemented in this period is its dependence on fiscal policy. During this period, the CBRT provided short-term advances to the treasury as required and private sector loan demand was obtained from central bank resources (Doğan, 1995).

The implementation of expansionary monetary and fiscal policies led to an increase in budget deficits and inflation in the late 1980s, especially due to the elections held in 1987. Due to political and economic uncertainties, the escape from the Turkish Lira began and thus the Turkish Lira began to depreciate. Central Bank of the Republic of Turkey has allowed the Turkish lira to remain on the market to prevent its depreciation and foreign currency deposits has increased the rate applied to the provision and demand deposits. As a result of this restrictive monetary policy, the foreign exchange market has stabilized but inflation has not been reduced. The decisions taken during the stabilization program implemented on January 24, 1980 addressed macroeconomic targets such as reducing inflation, achieving high economic growth, lowering the Turkish lira, increasing export incentives, determining the industrialization strategy and reducing the budget deficit. The reserve requirement ratio, which was 25% in 1985, was gradually reduced to 15% at the beginning of 1986 (Doğan, 1995). This change increased the bank's liquidity and credit volume.

The period after 1989 can be defined as the period during which financial liberalization took place. During this period, the aim of ensuring internal financial liberalization was abandoned and the supervision and suppression of the public authority was abolished and the required exchange rate regime was liberalized, the establishment of the ISE, CBRT open Market transactions, and the decisions and regulatory changes regulating the liberalization of the financial system were made at the international level. This has been proved by the fact that TL is accepted as a convertible currency in international markets. According to the opinion of Aktaş, Turkey has become one of the world's most liberal countries since 1989 (Aktaş, 2014). However, the silence in the labor market ended during this period. This was a time when silences were abandoning their places. In this period, the unrest due to decreasing real wages began to be expressed by unions. In this period of relatively more populist policies than in the past, real wages have risen with the increase in strikes and financial liberalizations and hot money inflows have begun in the country. Moreover, this period has entered a period when public deficits have become increasingly chronic (DEU FEB, 2008).

In the five-year period between 1989 and 1994, the average growth rate was 3.2%, while the unemployment rate remained at 8.4%. In this period, high standard deviation and fluctuations in growth rates were observed, while the change in unemployment rate remained low. In 1990, 1992 and 1993, the unemployment rate was 7.4%, 8.4% and 9.2%, respectively, in countries where growth rates increased. Unemployment figures for 1989 and the lower levels of growth in 1991 has not changed much compared to other years, and while in a difficult situation because of the crisis in 1994, Turkey's economy growth rate was negative. This period can be defined as a period in which the relationship between economic growth and employment disappears. The invoice for the economic crisis in 1994 was also reduced to the labor market. In 1989, relatively rising real wages were suppressed. After the 1994 real estate crisis, wages reached an overall pace, and in 1997 the trend value of real wages was only able to maintain the 1980 level. Thus, after 1980, the development of wages was separated from the expansion of labor productivity (Yeldan, 2009). While the average growth rate in the period between 1995 and 2001 was approximately 2.5%, the unemployment rate was 7.1% in the same period. In this sub-period, the uncertainty between growth and employment increased. The unemployment rate, which was not affected by the fluctuations in growth rates, was only 8.4% and exceeded 7% following the serious crisis in 2001 (DEU FEB, 2008).

The years that the global economic trends affected Turkey's economy and monetary policy took place in the 2000s. As a result of the research conducted by Ay and Karaçor, open market operations were affected by foreign exchange-efficient market and gold market (Ay and Karaçor, 2006). These emerging markets are the steps taken to increase financial depth and to attract savings to the financial system.

When Turkey's economy between the years 2002 and 2017 is examined closely, it is seen that there is turnover of the salient features of the increasing integration in the international financial system, variable growth rates, undisciplined public deficits and high inflation. In this period, the devaluation expectations made money substitution and foreign exchange demand increased. In the same period, monetary policy aims to reduce inflation. Until 2015, monetary aggregates were selected without reducing the inflation rate. After 2015, interest rates were used as instruments to combat inflation.

2. Purpose and Method of the Research

Due to factors such as economic crises, migration and population increases since 1980s, many sectors of our country's economy and high employment creation were adversely affected. Successful policies have been necessary to minimize the negative effects of these cases. While starting the research, it was determined that active employment policies have an important function especially in reducing unemployment, however, it is seen that the unemployment problem is not sufficient against the results of periodic and economic fluctuations. At the same time, when unemployment rates are considered, the problem and necessity of re-examining and restructuring active employment policies come to the forefront as even today in developed countries, it is still in a long-term and increasing situation. Is there any advantage in terms of active employment policies in Germany compared to Turkey? This question is the main problem of this research. Unemployment and employment have become one of the most important problems of in country like western countries. With the development and implementation of employment policies, policies that have lasted for years are inadequate and new solutions are needed. As regards the economic situation of the country and active employment policies constitute an important pillar of employment policies shaped by the labor force has a problematic structure of Turkey. In particular, the inability to create a solution to the search for employment that will arise with the policies aimed at population growth driven by the ministry of family and social policies will become one of the most important problems of our country. In this sense, the analysis of employment policies in Germany, which is one of the developed countries in terms of industry and labor force, and its comparison with the models in our country are important in terms of providing a reference for the

strategies to be driven in the coming periods. It is thought that my study can provide benefit to the active employment policies for the long-term unemployed at today's institutions.

2.1. The Impact of Turkey's Economic Policies on the Development of Active Employment Policies

The period starting from 2001 to today has been defined as growth with unemployment in Turkey. Experience in other countries shows that the unemployment concept is not unique to Turkey, but the concept of growth is an integral part of "hot money" flows and the speculative growth that is funded by external debt (Ay ve Karaçor, 2006).

After 2001, one of the most important features of Turkey's economy is "deficit" rate. Regardless of how the current account deficit is financed, it essentially contributes to the deepening of the unemployment problem. Because the current account deficit ultimately damages local production and reduces employment. The concepts of current account deficit and unemployment are two complementary elements that complement each other.

In Turkey, the current account are given in increasing amounts from 2002 until today. The current account deficit of Turkey, is based on high real interest rates later brought to the outside world. The high volume of foreign exchange inflow, which is triggered in this way, makes the exchange rate cheaper and attracts the demand for imports. Turkey has become a haven for speculative gain and imports in this environment, domestic production and employment are not supported; but it contributes to the production and employment of the outside world. Cheap imports, on the other hand, lower the profits of domestic suppliers, domestic intermediate goods and input producers. Cheap imports also expel domestic industries from the market. Turkey's dependence on foreign brokerage and investment goods, which increases the supply industry and medium and small-sized enterprises are vertically linked with the result that it is withdrawn from the individual production. Turkey's final result is investigating the main sources of unemployment and "jobless growth" issues while applying "macroeconomic policies" and "external industrialization strategy" (Çeçen, Doğruel, 1996).

The objectives of economic policies are to contribute to the effective and complete provision of employment. It is also necessary to consider the effects of globalization on the labor market and its consequences. Unemployment has become a problem due to new economic policies that have come to life with globalization, the decrease in the function of trade unions and privatization policy, and the fact that companies seek cheap labor to reduce costs after 1980 (Çondur and Bölükbaş, 2014).

When Turkey's economic transformation starting from 1980s to today is examined, it can be said that this transformation developed a competitive system and a market-oriented economy structure. The labor market is also affected by these developments (Ay, 2012).

3. Development Process of Active Employment Policies in Germany

3.1. Importance and Function of the German Employment Agency in Terms of Active Employment Policies In Germany

The Federal Employment Agency, which is structured in Germany at the headquarters of the Federal Employment Agency, carries out in-house training activities at the Management Academy of the Federal Employment Agency. It carries out tasks related to strategy consultancy, institutional competence, training and development of the service units and guiding the qualifications of the board members. Overseas Labor Markets and Professions Intermediation Center, which provides consultancy and mediation services for workers and employers in the country, contributes to employment by mediating to bring people from European Union countries to employers.

Germany's Institute for Labor Market and Occupational Research provides consultancy services to companies by conducting labor market and occupational analysis studies on active employment policies.

The Information Technologies-System Center of the Federal Employment Agency, which provides coordination of technological developments in the field of employment, is responsible for carrying out the processes for the integration of the local and central business units with the information technologies.

3.2. Development Process of Active Employment Policies in Germany

Today, various ways (in-service training, training and retraining measures, recruitment measures, etc.) are followed for the evaluation of measures taken within the scope of "Active Labor Market Policy," implemented to increase employment and reduce unemployment. Neoliberal thought and ideology, trade unions, some social democratic sectors and left-wing audiences criticize the "new" working economy of international politics and the approach and consequences of this reform. The consequences of such economic factors caused by social payments in case of unemployment play an important role in Germany. This role is probably due to the fact that the population has not yet been adequately educated at the economic level and is also linked to the rapidly increasing and hardening unemployment in Germany and that the processes of globalization have not been adequately analyzed. During the period led by Prime Minister Gerhard Schröder between 1998 and 2005, the Red-Green coalition government established by the Social Democrats and the Greens in Germany introduced economic findings in the labor market reforms, as well as the econometric analysis of the factors determining the duration of unemployment. While it is not possible to describe the social state reform in Germany as purely scientific, according to the period of Prime Minister Schröder's 2010 calendar, it can be described as a scientifically based reform in many respects beyond all political categories. In addition to the Hartz Commission, the work of the Federal Labor Agency's Labor Market, IES, the Institute for Professional Research or the General Commission for Evaluation of Economic Development and the leading economic research institutes is seen as an important step in implementation. In order to examine the important reforms in the field of unemployment insurance and labor market policy, it is necessary to consider some important connections regarding the developments in the labor market. In Germany, political decisions on workers' protection norms and the goal of achieving wider adaptation flexibility in the

labor market were implemented precisely in 1911. However, it was not possible to maintain similar policies due to limited majority rates and changes in government resulting from internal programs in this area. Since there was no further structuring, there was no deregulation in this area. Today, the widely-discussed minimum wage scale is actually a concept that is left behind by collective bargaining policy and is not suitable for the market in legal insurance sector and needs a very radical regulation (Nigel, 1996).

3.3. *The Impact of Economic Policies in Germany on the Development of Active Employment Policies*

In this section, the free market economy, which maintains a competition economy and aims at securing the market economy through supervised free ventures, is important in analyzing the situation of job market in Germany. When the effects of growth and employment rates on the economy are examined in Germany, it is clear that there is a high unemployment rate starting from the 2000s. This can be explained by the relevant regulations of each country, in other words by its institutional placement in the labor market. Social policies in Germany started with the introduction of Pension insurance in 1911 and Unemployment insurance in 1927. Social rights have been expanded and the working class has come closer to welfare. Weekly holidays were organized and social security reforms such as accident and health insurances and working hours were introduced. Thus, before the First World War, Germany's economy became Europe's fastest-accelerating and most important economic power. (Aslan, 2010: 17).

According to Aslan, the Federal German government has been organizing a social budget from 1968 to the present. At the same time, the Federal Ministry of Labor and Social Affairs of Germany shares a extensive and detailed report on social security research every year. In social budget arrangements, improvement operations were implemented by applying statism policy in areas where private sector was inadequate in structuring active employment policy tools such as encouraging entrepreneurship and increasing employment (Aslan, 2010: 17).

3.3.1. "Hartz-Reform Laws" in Labor Market Policy in Germany

IV. Hartz Reform is known as an important milestone in Germany's labor market and was implemented with bold decisions. The bold decisions taken and the steps taken were not partly proposed by the Hartz Commission itself, but were in the scientific debate and the opinions of the Hartz Commission report. The Hartz Reforms are described as encouraging efforts to eliminate possible false incentives and to mobilize people's own interests in order to adapt to a regular job as soon as possible. Thus, the reforms draw on conclusions from economic hypotheses, which have been confirmed by positive experiences and aimed at reshaping the intervention of the social state in the event of unemployment. With the increase in the number of unemployed in recent years, the German Government has worked and demonstrated a detailed labor market reform between 2003 and 2005. The mentioned Hartz Reform laws has gone into a detailed regulation within the scope of the employment policies of the reform package. The steps taken can generally be described as follows. These definitions cover both active and passive employment policies.

- Lowering the payments of unemployment insurance implemented as a passive employment policy, also named I. Unemployment Benefit, to a maximum of twelve months
- Introducing II. Unemployment Benefit, which is dependent on minimum needs, instead of the income-related unemployment benefit for "long-term premium payers" and for those who are able to work but receive social assistance, which is considered a "justice problem" in these reforms that are implemented as a passive employment policy
- Combining the offers to encourage and find employment for people who have been unemployed for a long time and who have a normal work history with various government-paid benefits paid to employees.
- The steps taken in relation to the steps that can be taken in social insurance and foreseen for the future (especially in the "IV. Hartz Law").
- For workers whose social policy of the German Government is obliged to pay insurance premiums, these steps can be considered as a basic guarantee policy rather than a standard of living. The minimum subsistence costs, which are mandatory, financed through taxes and provided by the government, are only available in the event of unemployment and general need in the case of unemployment, which continues after the twelve-month period. Maintaining the standard of living achieved in previous times is no longer possible in long-term unemployment. However, according to Kleihenz, it is necessary to point out that the minimum living expenses in Germany are determined in a very luxurious way when an international reasoning is made (Kleinhenz, 2007).

Germany was also supported for employment and growth capacity by the European Social Fund (ASF / ESF) and the European Regional Development Fund (ABKF / ERDF) during the 2007-2013 grant period.

Considering the details of the reforms and taking into account the economic dimension of active employment policies, it is thought that the infrastructure and measures that encourage employment and enable employment may have a negative impact on the employment situation in a short time due to the neglect of workers who are looking for work and ready for post-unemployment adaptation.

4. Comparison of Active Employment Policies of Turkey and Germany

4.1. *Comparison in Terms of Vocational Education*

Vocational education is one of the most important activities to prevent unemployment, especially in G-20 countries. According to the reports of the European Commission, the lack of investment in vocational training is one of the leading causes of unemployment. Vocational education, which is one of the most commonly used instruments in active

employment policies, aims to provide people with professional skills and develop professional skills on the basis of "applied learning." These programs are a long-term measure to combat unemployment (Ayan, 2014).

The counterpart of Turkish Employment Organization (TEO), which conducts training activities, is the Federal Employment Agency (FEA) in Germany. These two institutions have different vocational training practices according to the economic structure of the countries (Gediz and Yalçinkaya, 2000).

Individuals who want to improve their professional skills are given vocational training and consulting services at TEO in Turkey. Vocational training courses opened in the branches of the organization are the courses that provide training in demanded occupations to TEO-registered and unemployed people who do not have a valid job in the job market.

The courses aim to improve the vocational skills and qualifications of the unemployed and to have a profession and a job. These courses are a maximum of 160 days. These courses also offer job-guaranteed training for self-employment. Employment-guaranteed vocational training courses are aimed at qualifying and to acquiring a profession (Özpinar & Demir, 2011).

In every province within TEO, there is an institutional structure under the name of "Provincial Employment and Vocational Education Board". The functions of this organization are:

- Carrying out vocational training activities for the unemployed in provinces,
- Determining the vocational training needs in the provinces where the institution is located,
- Organizing vocational training activities in schools and institutions providing vocational training,
- Organizing activities to increase the efficiency of vocational training in provinces,
- Establishing vocational training policies, making plans and making decisions,
- Providing opinions and suggestions to related institutions and organizations.

In the FEA, there are units in Germany that act as intermediaries for vocational training and vacancies. The institution conducting vocational training positions mediates individuals in finding vocational training places. Activities such as vocational training consultancy, promotion and development of vocational training are carried out within the organization. The promotion of vocational training forms the basis of the institution's active employment policies.

The institution, which gives individual incentives for a certain period of time, acts as an intermediary for the individual to start a new job or to receive vocational training in a short time. The FEA provides intermediary and consultancy services to those who want to start a new business or obtain a profession, and provides training for high school and university students on the labor market in their departments. In addition, it provides exam preparation to students who have difficulty in getting a graduation diploma from a professional department. The "vocational education pact" (Ausbildungspakt), implemented in Germany since 2004, includes measures to facilitate vocational qualification for new graduates and young people (Gürsel and Kolaşin, 2010).

The institution provides the following services to employers in the context of vocational training (Becerem & Kasalak, 2010):

- Advising and mediating the developments in the labor market and occupational market to fill vacant vocational training positions,
- Assisting in the regulation of job positions and working conditions,
- Helping in the regulation of business hours,
- Consultancy on topics such as workplace vocational training and vocational development training.
- In addition, the institution
- mediates between employers, managers and artists on vocational training practices in other countries.
- It provides vocational training for people who have learning difficulties or have been discriminated against in business life.
- It provides financial assistance to those receiving vocational training in order to eliminate the difficulties that prevent professional qualifications.
- Various payments are made according to the distance of the residence or transportation difficulties to the participants.
- It provides training for the unemployed or those at risk of losing their jobs to improve their professional qualifications.

4.1.1. Evaluation in Terms of Vocational Education

The vocational training programs implemented in Germany and Turkey are a long-term measure to fight unemployment. Due to the difference in the labor market between the two countries, there are also differences in vocational training practices. While vocational training activities focus on certain branches in Turkey, there is a vocational training in Germany for almost every area. In Germany, it is possible to say that the financial support for unemployed people for vocational education is more diverse and more common in contrast to Turkey. In addition, it should be noted that the FEA's vocational training practices are more institutional and productive than TEO.

4.2. Comparison in Terms Of Encouragement of Entrepreneurship and Opening of New Business Areas

In Turkey and Germany, various incentives and applications to support entrepreneurship, especially for young people in order to prevent long-term unemployment were implemented. In this context, it is useful to summarize the incentives and entrepreneurship applications that the countries give for entrepreneurship and opening new business areas.

4.2.1. Entrepreneurship Practices in Turkey

Entrepreneurship practices supported by the government are ongoing within Turkish Employment Organization (TEO) and Small and Medium Enterprises Development and Support Administration (SMEDSA).

Within this scope, TEO provides the following incentives for entrepreneurs and those who want to open new business areas (www.kosgeb.gov.tr Date of Access: 25.03.2018):

- Entrepreneurship training programs are implemented for entrepreneurs who want to start their own business or improve their existing business.
- Entrepreneurship training lasts at least 32 hours and consists of classroom training and workshops.
- In order to benefit from entrepreneurship training programs, it is required to have benefited from job and vocational counseling services beforehand.
- The institution covers the essential expenses of the participants in entrepreneurship trainings.
- In addition, it covers the expenses of Occupational Accident and Occupational Disease Insurance Premium and General Health Insurance Premium.
- The entrepreneurship incentives provided by SMEDSA are as follows; (Şahin and Cüte, 2013)
- Entrepreneurship program aims to support entrepreneurship, promote and establish successful enterprises.
- The entity provides no-repay support of 2000 Turkish Lira for the expenses.
- The institution provides a no-repay support of up to 50,000 Turkish Lira and a loan of up to 100,000 Turkish Lira to entrepreneurs who meet certain criteria.
- Collateral expenses are covered by SMEDSA.

4.2.2. Entrepreneurship Practices in Germany

The Federal Employment Agency of Germany is an organization that stands out with its practices supporting entrepreneurship. People who utilize unemployment benefits can utilize entrepreneurship supports, which are generally used to reduce the effects of the economic crisis (Martin, 1998).

The following conditions are taken into consideration in the support given to the promotion of entrepreneurship in Germany and the opening of new business areas:

- The person who will receive an entrepreneurship allowance must be benefiting from unemployment benefit.
- There must be a need for the entrepreneurship in the region where it will operate.
- The applicant must have worked sufficiently to receive 150 days of unemployment benefit.
- The field of entrepreneurship must require at least 15 hours per week of work.
- The competence of the entrepreneur in this field should be sufficient. (The FEA performs the competence assessment.)
- A certificate of conformity regarding the activity of the enterprise must be obtained from the relevant chambers of commerce and trade and credit institutions.

The FEA makes certain commitments for persons who fulfill the above-mentioned requirements:

- 300 Euros social protection allowance for 6 months,
- If the entrepreneurship activity is found to be sustainable, an additional allowance of 300 Euros for 9 months
- No-repay grant allowance up to 7,000 Euros for the entrepreneur who opens a new business field,
- Consultancy services for entrepreneurs to improve their activities,
- Referral to appropriate credit institutions for new business areas (Martin, 1998).

4.2.3. Evaluation in Terms of Entrepreneurship Applications

While TEO's entrepreneurial activities in Turkey are at a more superficial level, SMEDSA's encouragements are more attractive in terms of financial support. However, it is very difficult to meet the conditions of benefiting from the support of SMEDSA. For example, in order to receive SMEDSA's financial support, it is required to spend almost as much as the amount given. In other words, SMEDSA undertakes to cover the expenses of entrepreneurs who develop and establish their business in general (Gök, 2004).

In Germany, it is aimed to standardize entrepreneurship activities with entrepreneurship support. Announcing their activities to support entrepreneurs, including encouraging articles in the journals operating in the relevant business line, and more practical and non-bureaucracy consultancy services attract attention in terms of encouraging entrepreneurs. It includes measures to minimize the risk of failure for conscious and planned entrepreneurship activities throughout the country.

4.3. Comparison of Job and Vocational Counseling

With the job and occupational counseling services evaluated within the scope of active employment policies, highly productive results were obtained in Germany. In Turkey, more positive developments in recent years, though, the obtained results are too meager compared to Germany (Aktaş, 2017).

4.3.1. Job and Career Counseling in Turkey

"Job and career counseling, which is among the active employment policies in Turkey, are provided by SMEDSA free of charge. Individual interviews are conducted within the framework of the job and vocational counseling program known as "career counseling" or "job coaching" (Karabulut, 2007).

In this regard;

- Information is provided on vocational counseling, career development counseling, workplace and training opportunities.
- In addition, unemployed participants or those who wish to change jobs are provided with training to improve their job search skills.
- The institution also provides services for schools within the framework of job and vocational counseling services. Accordingly, job and vocational counselors visit schools to discuss cooperation with school administrators and guidance counselors to enable students to benefit from these services.
- TEO helps individuals who want to choose a profession to make decisions with options such as recognizing oneself, recognizing professions and places of education and comparing qualifications and conditions required by occupations.
- Within the framework of job and vocational counseling services, individuals are not told which profession they are suitable for; it is ensured that they make their own decisions during the career selection.

4.3.2. Job and Vocational Counseling in Germany

In Germany, employment and occupational counseling services, which are implemented under active employment policies, are provided by the Federal Employment Agency. In Germany, the "Occupational Advisory Center" (Beruf Information Zentrum / BITZ) has been established for the implementation of these activities.

In this context (Çapar, 2010):

- BITZ's consulting services are available in almost every part of the country.
- People who wish to receive professional advice can receive free service at any time during the day.
- Students are also advised in vocational selection.
- By giving information about the occupations that they don't know much about, students can be directed to different occupations that may be of interest.
- In addition to the students who receive vocational education, they also provide counseling services to those who graduate from general education schools.
- Activities are organized for the parents of the students to help them choose their profession.
- Employees from different professions share their professional experiences in the activities organized under the name of "Vocational Introduction Seminars."
- In the "Project Days" event, students and their parents are informed about various projects.

4.3.3. Evaluation of Job and Vocational Counseling

In Turkey "job and vocational counseling" concept has taken part in active employment policies in the last 15 years. Increasingly, this counseling service has become an alternative for the unemployed or those who want to change their jobs. The number of beneficiaries of this service is increasing day by day.

Job and occupational counseling in Germany, on the other hand, is fully institutionalized. Besides the youth who want to choose a profession, it aims to make a contribution to the parents as well. Thus, it is prevented that young people lose their time and motivation by choosing a wrong profession. In addition, their parents are also encouraged to participate in this process.

4.4. Comparison of Employment-Enhancing Subsidies

Subsidy, also called "support," is unrequited support provided to individuals or companies by the state in the form of money, goods or services. In particular, it needs to be stated that there are different practices in Germany and Turkey in terms of subsidies provided to entrepreneurs who will establish a new business.

Countries' perspectives on subsidies depend on economic and regional conditions. For example, in some countries, employment subsidies given to reduce the number of young unemployed people did not prevent youth unemployment. In some countries, employment subsidies have had positive effects on long-term unemployed and women working in the labor sector. In this regard, subsidies that hold an important place in Germany's active employment policies are also included in active employment policies in Turkey (Uşen, 2007).

Employment subsidies that are given in order to encourage the private sector also allow the unemployed to start their own businesses. The type of subsidies, the structure and conditions of the occupational field to which it will be applied are effective in increasing employment. Subsidies shorten the period of unemployed period rather than reducing unemployment.

In terms of subsidies enhancing employment, the following can be said about their implementation in Germany and Turkey:

4.4.1. Subsidies That Increase Employment in Germany

- Subsidies, which are among the active labor market measures, are the second most active type of investment among European countries.
- In Germany, subsidies made under the name of "direct employment incentives" are among the first unemployment measures taken.
- In Germany, low-income workers receive subsidies for social security contributions.
- Young unemployed are subsidized to prepare for up to 1 year vocational preparation courses.

- Subsidy and investment and employment incentive systems have been established with priority on employment (Aydın, 2012).

4.4.2. Turkey's Employment Enhancing Subsidies

Employment-enhancing subsidies in Turkey are (Ay, 2012):

- The subsidies within the scope of employment and investment incentives applied in Turkey have been stint.
- There are significant limitations on the criteria and duration of subsidy benefits.
- In the subsidy and investment and employment incentive systems, the interests of the state are prioritized.
- The demand for tax and wage subsidies for investors or those who create additional employment is not adequately met

4.4.3. Assessment of Employment-Enhancing Subsidies

Turkey has a young population more active in terms of participation in the labor market. Even though this seems to be an advantage for employers, increased number of young unemployed people is inevitable due to insufficient subsidies.

In Germany, subsidies are provided to prevent youth unemployment and long-term unemployment. Germany, which prioritizes employment, gets such positive results in terms of subsidies that it cannot be compared with Turkey.

4.5. Comparison in Terms of Public Benefit Work

Public benefit work is a requirement of being a social state. In these programs, it is aimed to employ long-term unemployed, disabled and female population, who are difficult to employ, in non-profit jobs where public interest is taken into consideration. To this end, they aim to reduce unemployment and related social and humanitarian problems.

In terms of contribution to economy, applications of "public benefit work" in Germany and Turkey can be compared as follows:

4.5.1. Public Benefit Work in Germany

- In Germany, applications of "working in the public interest" aim new areas of employment opened by the public.
- Within the scope of non-profit works such as protection of public buildings, custodian services and monitoring the traffic during the entrance and exit hours of the students are considered within this scope.
- The Federal Voluntary Service Program (Bundes freiwilligen dienst / BFD) also offers foreign students the opportunity to work in the public interest.
- It is possible to benefit from the support of the European Union (EU) Commission for voluntary service in organizations working for public interest.
- Various non-governmental organizations also carry out public benefit work programs with state support (Ekici, 2014).

4.5.2. Public Benefit Work in Turkey

- In this application, it is aimed primarily to employ the people who receive unemployment benefit at jobs which are in the public interest in the administrations of local or public institutions.
- With job sharing programs, support can be obtained from workplaces that provide employment support.
- In general, employment of vulnerable segments of the society through public benefit programs is aimed.
- More than 250,000 households are expected to benefit from public benefit programs per year.
- Within the scope of the service, maintenance and repair works may be done in order to maintain public services.
- Various supports and incentives are provided by the state to non-governmental organizations such as associations and foundations that work in the public interest (Becerem and Kaşalak, 2010).

4.5.3. Evaluation in terms of Public Benefit Work

Even though there are different applications in terms of public benefit work in Germany and Turkey, same goals are pursued. Factors such as the socio-economic conditions of the countries and the fact that Germany can benefit more from the incentives of the public benefit applications of the European Union cause different practices to emerge. Germany is ahead in terms of state support to civil society organizations.

4.6. Comparison in Terms of Early Retirement

Early retirement, which is a measure to reduce unemployment, is evaluated within the framework of passive employment policies. This practice, which has been actively used in many countries in the past, is not common today. Early retirement, which is defined as early retirement of elderly individuals who are still working in the labor market and whose productivity is declining or has already declined, aims to take the old manpower out of employment. It also aims to protect the employment of young labor force, which is likely to face the threat of being fired.

4.6.1. Early Retirement in Turkey

- Early retirement policies implemented in the 1990s in Turkey have led to some negative consequences in social security and working life. The budget balance deteriorated with the increase in public consumption expenditures.
- Early retirement has often been an arrangement that encourages the early departure of women from the labor market.
- Early retirement of women encourages early separation of them from the labor force.
- Early retirement of women has become a topic of debate among experts.
- The average retirement age in Turkey is 52.
- The retirement age of those who started to work after 1 January 2009 is 60 years (Ekici, 2014).

4.6.2. Early Retirement in Germany

- The retirement age in Germany is 67 years.
- In Germany, one out of every two people who retired in 2010 was early retirees with less salary.
- There is no need for early retirement measures in Germany where the young population is gradually decreasing and youth unemployment is the lowest in Europe (Ayan, 2014).

4.6.3. Evaluation in Terms of Early Retirement

Among the "early retirement" practices in Turkey and Germany, some differences are noticeable according to employment and social security data. Although early retirement of the elderly provides employment opportunities for the young unemployed, early retirees can be re-employed in similar sectors with their knowledge, skills and experience. Thus, employment opportunities of young people is indirectly limited.

Early retirement is a measure of "structural adjustment" in terms of employment. It is usually applied during periods of economic deterioration. It is a cost-effective method applied during the transition period to the market economy and in periods of high losses. From this perspective, early retirement is not used widely in Germany and Turkey.

4.7. Comparison of Turkey and Germany in Terms of Active Employment Policies and Information

- According to the data from the first months of 2018, the unemployment rate in Germany is 5.5, while it's 10.3 in Turkey.
- More than 220,000 people attended TEO's job and vocational counseling programs during 1991-2011.
- The labor migration from Turkey to Germany that started in 1961 has contributed to the economic power Germany has today.
- The youth unemployment rate in Germany is around 6.8%. This rate is the lowest among other European Union countries.
- Youth unemployment rate in Turkey is around 21 percent.
- In Germany, financing problems can be solved with the contributions of workers and employers while it is tackled by taxation in Turkey.
- Turkey is not in a good situation in terms of labor productivity. Germany is in a better position in this respect. Accordingly, a person working in Germany contributes to production 7 times more than a person working in Turkey.
- Labor productivity in Germany also increases the standard of living for employees. Labor's living standards in Turkey is much lower than in Germany.
- In Germany, an employer must employ disabled staff in 15 percent of vacant positions. This figure is 3 percent in Turkey.
- People who receive unemployment benefits in Germany will continue to receive benefits if they cannot find a job within this period. Unemployment benefits in Turkey depend on the duration of working time and they can be received for a maximum of 12 months.
- There are a number of job and vocational counseling centers in Germany and they are located within easy reach. In Turkey, these services can be provided only to a limited degree at TEO buildings.
- In Germany, one in 25 people is attempting to start a business. This figure is much lower in Turkey.

5. Conclusion

Unemployment or the issue of employment is one of the most important problems in the world. The most important agendas of all states and governments are employment policies. Because unemployment rates are the type of data that can change the administration. Each country has its own employment policies; however, unemployment is not one of the problems that countries can solve on their own nowadays. Although the free market and competition environment lead to positive data on employment, there is generally a fluctuating course of employment.

Active employment policies have been taking more place in the agenda of G-20 countries for the last 10 years. The economies of developed countries cover 83% of the world economy. Germany ranked second among the G-20 countries with 46,974 US dollars of Gross Domestic Product (GDP); Turkey ranks 17th with 20.420 US dollars GDP. There are outstanding differences in active employment policies in Turkey and Germany. In terms of unemployment rates, Germany has a better position than Turkey. While youth unemployment rises steadily in Turkey, it continuously declines in Germany.

Germany, among other G-20 countries, shows a good resistance to the negativity in economic indicators. While unemployment rates increased significantly in all countries during periods of global economic crisis, it increased very little in Germany.

Germany is one of the few countries that achieved the lowest unemployment rate among G-20 countries in 2013 with an unemployment rate of 5.2%. This rate was 9.1 percent in Turkey. Long-term unemployment rates in Germany are higher than in other countries. In Turkey on the other hand, it can be said that long-term unemployment rates are at a better position than other European Union (EU) countries. While the long-term unemployment rate in Germany is at the average level of 35 percent, it is at 20 percent in Turkey.

This perspective has brought new approaches to the fight against unemployment. In this sense, macroeconomic policies implemented in a country should be policies that will prevent economic injustices, reduce poverty, eliminate injustice in income distribution and increase prosperity. It is the most effective way to mobilize unused capacity in the struggle against unemployment, taking into account the structural characteristics of the labor market and living unemployment. In parallel to this, it is necessary to prevent rapid population growth in the long term and to increase the number of trained teachers. Considering that unemployment emerged as structural unemployment independent of economic growth and development, it is necessary to encourage private entrepreneurship and to take measures to increase labor productivity in order to increase employability. In the long run, adopting the principle of lifelong education in the fight against unemployment is a necessity to try to harmonize the workforce with the qualities required by today's standards. One of the most important solutions developed against unemployment in recent years is flexibility. Flexibility requires tightening the strict rules of business to give more freedom to working time, laws and obligations related to employment contracts. Flexibility and elimination of unnecessary controls in the labor market will strengthen the market and create flexibility and new employment areas. On the other hand, the institutional structure that will narrow the demand for labor is weak and it is emphasized how important it is to make the labor market for flexible in order to increase the labor demand of the labor market.

Germany's employment policy is different. Although Germany's employment policy is based on many years of experience, measures taken especially in the socio-economic field stand out. Germany had its first policy of fighting against unemployment after the Second World War. To this end, revitalizing the economy, restructuring of the superstructures and infrastructures necessary to replace the destroyed factories with new ones were given priority. The second step of the struggle against unemployment in Germany was manifested by the reform of money in 1948. With this step, the number of hidden unemployed in the country was revealed. In 1949, the number of unemployed persons identified by surveys was more than one million, while this number increased by more than two million in 1950. In 1946, a sharp decline in the unemployment rate of the Federal Republic of Germany was observed as a result of measures such as the introduction of monetary reform and the introduction of a free economic policy led by Economy Minister Ludwig Erhard. The economic stability policy developed by Keynes after 1960 was adopted as the employment policy in the country and new education-related policies were developed in line with the demands of the labor market; Some practical and passive measures have been taken to compensate the financial losses of the unemployed.

With the reform of the Hartz Commission, there has been a major change in the dry legal framework that determined the rights and duties of the unemployed. Reforms include improving employment services and policy measures, general occupation services, training measures and public employment opportunities. Other jobs under the reform include reducing unemployment, employer wage incentives, initiation subsidies, wage protection for the elderly, and social security contributions to mini- and midi-earners. Liberalization of the labor market and employment promotion are provided by the liberalization of temporary workers and the establishment of fixed-term contracts for the elderly. The reforms that introduced new regulations in Germany's policy against unemployment were made in order to improve the general employment conditions and social books were revised to make the social markets more flexible. According to the reforms, the Hartz I reform will eliminate temporary labor practices and short-term jobs will be created for the employment of the elderly. Vocational training will be encouraged by the employment office and training vouchers will be introduced. Employment agency provided subsistence support and employment for employment agencies. With the Agenda 2010 reform, the flexibility of termination of the employment contract was solved and conditions were developed for the provision of new employment areas.

Active employment policies implemented in Germany and Turkey are implemented as a long term measure to fight unemployment. For example, there are differences in vocational training practices due to the different labor markets of the two countries. While vocational training activities focus on certain branches in Turkey, there is a vocational training in Germany for almost every area. In Germany, it is possible to say that the financial support for unemployed people for vocational education is more diverse and more common in contrast to Turkey. In addition, it should be noted that the FEA's vocational training practices are more institutional and productive than TEO's.

There are outstanding differences in active employment policies in Turkey and Germany. In terms of unemployment rates, Germany has a better position than Turkey. While youth unemployment rises steadily in Turkey, it continuously declines in Germany. Germany, among other G-20 countries, shows a good resistance to the negativity in economic indicators. While unemployment rates increased significantly in all countries during periods of global economic crisis, it increased very little in Germany. Germany is one of the few countries that achieved the lowest unemployment rate among G-20 countries in 2017 with an unemployment rate of 5.2%. This rate was 9.1 percent in Turkey. Long-term unemployment rates in Germany are higher than in other countries. In Turkey on the other hand, it can be said that long-term unemployment rates are at a better position than other European Union (EU) countries. While the long-term unemployment rate in Germany is at the average level of 35 percent, it is at 20 percent in Turkey.

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