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**PUBLIC ADMINISTRATION IS ONE OF
THE CENTRAL AUTHORITY PUBLIC
OFFICERS ETHICS COMMITTEE**

Doctor of Political Science Thesis

SOCIAL SCIENCES INSTITUTE

POLITICAL SCIENCE AND PUBLIC ADMINISTRATION

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ABSTRACT

PUBLIC ADMINISTRATION IS ONE OF THE CENTRAL AUTHORITY PUBLIC OFFICERS ETHICS COMMITTEE

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Thesis

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I have studied the structure and the effectiveness of the Ethics Committee of the Public Officers, which was established in order to develop ethical culture in the public place, to determine the principles of ethical behavior and to investigate and investigate contradictions to these principles. For this purpose, firstly the concept of ethics is introduced and the concepts related to ethics are addressed and the place and importance of ethics in management are examined. Later, in the public administration, the strikes and practices of the national and international ethics are examined. It is questioned that your ethics come from the perspective of public administration in Turkey. Afterwards, the structure, activity and activities of the Public Officials Ethics Committee are handled and the applications made to the Board are analyzed and criticism about the goodness is given to the structure of the Board. These criticisms are focused on how the distresses within the scope of Turkey's management influence such an important Institution. The main aim of this study is how the management approach in Turkey affects the structure and function of the Ethics Committee as well as the precepts of the Ethics Committee of the Public Officers.

Key words: Ethics, Public Administration, Ethics in Public Administration, Ethics Committee of Public Officers.

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PREFACE

I have started in the Department of Political Science and Public Administration at St Clements University. I live the happiness of completing my PhD studies. I have contributed to the happiness of this happiness and I have shared my valuable opinions with my thesis studies and have given my help to my thesis supervisor and very valuable teacher Mr. Serdar ŞEN and his colleagues who support me in all kinds of conditions while supporting me in all conditions and İzmir Governorship Directorate of State and Coordination in İzmir Governorate who contributed to my PhD dissertation which facilitated all kinds of matters in the process of preparation of dissertation and supervisor, I am thankful for my debt and offer my respects.

31/10/2017

Emine DURUKAN

TABLES and FIGURES

1. Table 1.1. Turkey Corruption Perception Index (0-10) p.99
2. Table 2.1. Distribution of applications made to KGEK in 2016 according to their subjects p.117
3. Table 2.2. Distribution of the applications made to KGEM in 2016 according to the results p.117
4. Table 2.3. Distribution of Applications Made to 2011 KGEY by Subject p.119
5. Table 2.4. Distribution of applications made to KGEK in 2016 according to the results p.120
6. Figure 1.1. Average Concluding Time for Files in 2016 KGEK p.121

SYMBOLS AND ABBREVIATIONS

A.Ü.S.B.F.	Ankara University Faculty of Political Sciences
EU	European Union
ABD (USA)	United States United States
EEC	European Economic Community
ECSC	European Coal Steel Community
APS	European Money System
ASPA	American Socket for Chicken Administration
BM (UN)	United Nations
CIME	International Investment and Multinational Enterprises Committee
CPI (YAE)	Corruption Perception Index
DPT (SPO)	State Planning Organization
ETU	Economics and Technology University
GRECO	Corruption Charge States Group
ICMA	International City Management Association
IMF	International Monetary Fund
İ.İ.B.F.	Faculty of Economics and Administrative Sciences
İLKSAN	Primary School Teachers' Health and Social Aid Fund
İSKİ	Istanbul Water and Sewerage Administration
İÜHFM	Istanbul University Faculty of Law Journal
KGEK	Ethics Committee for Public Officers
Md.	Article
NPR	National Performance Raise
OECD	Organization for Economics Co-operation and Development
OGE	(American) Government Ethics Office, Office of Government Ethics

OLAF	European Anti-Fraud Office
Pop.	(From) paye to paye
T. C.	Republic of Turkey
TBB	Turkey Bar Association
TBMM	Turkish Grand National Assembly(TGNA)
TCK	Turkish Penal Code
TDK	Turkish Language Institute
TI	Transparency International
TÜSİAD	Union of Chambers and Commodity Exchanges of Turkey
TODAİE	Turkey Middle East Public Administration Institute
TSK	Turkish Armed Forces

A – DEFINITION

The concept of ethics comes from the Greek word "ethos" and has character, habit, meaning. Ethics: The 'moral action' which analyzes the notions of 'philosophy', 'obligation', 'responsibility' and 'virtue' and deals with moral judgments about 'right' or 'wrong' who is investigating the nature and trying to explain how a good life should be.

Public; there are many meanings, but when it comes to what the public means, the first thing that comes to mind is the state organs. The public can also be used in many places in this sense as it carries the integrity, general and public meaning at the same time.

ETHIC

Ethical behavior in a modern sense. The origins of ethical debates in public administration have been intensified since the 1970s, based on ancient times. Although the different behaviors in the political bureaucratic system have long been regarded as a disease specific to the underdeveloped countries, the developments of the bureaucratic events in the 1970s in the Western countries have attracted attention of the whole nation as a corruption. All these events have increased the pressure to form good and ethical management. Thus, ethical committees, regulatory and supervisory institutions are bound to be established. From these years on, the ethical issue has attracted more attention, and many countries have been linked to take the leading role in their agenda. Turkey is also one of the countries that have received such marriages. Ethics has recently become universal. Nations and international organizations are in great agreement on the importance of ethical issues.

Along with the rapid change and transformation process experienced in today's world, the increasing demands of the societies from the administrations have more influence on the public administration field. These developments cause the ethical activities of current administrations to become more visible. It is observed that there are prejudices that ethical activities are always seen in third world countries or emerging countries, but such complaints are also in development countries. Ethical practices such as corruption, bribery and embezzlement reduce the public's confidence in the state and prevent the state from providing effective and efficient service. In all countries there is an anxiety trust problem for the homeland mountains and state institutions. It is necessary to introduce or improve ethical culture in order to remove this trust problem from the middle or reduce the worst. Improving ethical cultures means improving the sense of honesty that society looks at the state,

institutions, and public officials. This is considered as the ethical principles brought about by the new management moment; honesty, impartiality, transparency, openness, accountability, and governance. In addition, the management systems of countries are important in terms of the applicability and effectiveness of these principles. Ethical behaviors are more likely to be seen in solid, bureaucratic, decentralized management systems. Because in such governments there is privacy, closure and a heavy hierarchy. There is not much participation, accountability, openness in systems that have this management capability. The ethical system in such countries is weak. Transparent, participatory, decentralized management needs to be in place to prevent these negativities. Although the politics and bureaucrats in Turkey act with a participative and transparent management rhetoric, the transformation of the centralized management mind is painful. The Ethics Committee of Public Officials (KGEK), established with the Law no. 5176, is one of the examples. KGEK is a Council affiliated to Barbados. This Board has no administrative and financial independence and its members are elected and appointed by the Council of Ministers. However, the authorities such as the President, members of the Grand National Assembly of Turkey (TBMM) and members of the Council of Ministers, as well as universities and military institutions and institutions.

In the state, an ethical, fair democratic social prevailing, effective and clean administration is the basis. The ethical state requires the commitment of the legislative, executive and judicial bodies to the ethical behavioral principles. The ethical principles that form the hair legs of the state are tied to ethical management if they divide the ethical principles according to the characteristics of their institutions and do not implement them. Citizens want public officials to maintain their duties monopolized by ethical principles. As it is known, public officials can use their powers from time to time for their own personal interests, rather than from the interests of the community, while performing their duties. This visibly reduces the confidence in the state. It is necessary to establish an effective ethical infrastructure that can be applied in accordance with the international norms and the core values of the country in order to restore confidence in the state and to reduce ethical behavior in the public sector. There is a need for an important public reform in this regard in Turkey. Innovations to be made without infrastructure are destined to collapse at any moment like a basement-free building. The most important ethical work done recently in Turkey is the KGEK. In order for this Board to be effective, its infrastructure needs to be very good. Otherwise, an appropriate value benefit can not be obtained from this Board and its stolen as a needle.

In recent times, it has been linked to the domination of public administration; Ethical behaviors such as transparency, reduction of privacy and accountability are to be developed in many countries of the world; It also caused the Turkish public administration system to be reviewed and screened again. In recent years, the tendency to create ethical principles and institutions in many different institutions of western countries has been reflected in Turkey in recent years and it has become widespread to provide administrative ethics and professional ethics, which are also provided by ethical committees. In Turkey, the most important step taken in order to bring the ethics in the public administration was the Law on the Establishment of the Ethics Committee of the Public Officials No. 5176 and the Amendment of Some Laws in 2004.

One of the most important problems of public administration in Turkey is that the individual dimensions of ethnic mountain activities are institutionalized with weaving. The inadequacy of ethical principles in Turkey, the dysfunction of accountability mechanisms, the ineffectiveness of sanctions imposed on ethical behavior and the widespread ethical activities of the mountain pioneer Turkey in all areas, not only economic, social and cultural. The ethical codes of conduct in Turkish public administration were distributed in the legislation before Law No. 5176, which entered into force in 2004. Many other legislations on TCK, on DMK (Civil Servants Law) and bad governance have been applied such as cases of corruption, illusion and goodness, and the basic study on institutionalization related to ethical management in Turkey has been carried out according to the law of "Ethics Committee of Public Officials" The concept of "ethics" frequently mentioned by this Council, which is expected to contribute to the management structure, reflects late to the well-being of the public administration. Public administration system; transparent, high quality, efficient and efficient service instantly; decisions, actions and processes based on ethical values. Commitment to ethical values has a job that can be trusted by public institutions, politics and the judiciary. The Ethics Committee of the Public Officers was established to provide ethical principles in public administration and to contribute to a more transparent, impartial, honest, accountable and public service-based public service moment. However, it should discuss how effective this Board is. By studying the structure, functions and activities of the stolen KGEK; Development of KGEK, Law 5176 and KGEK Regulations have been examined and solutions for their deficiencies have been presented.

In this study, conceptual evaluations of ethics are made, it is an important step taken in ethics in public administration, which is an important step taken in public administration to

establish ethical principles in the public by referring to the importance of ethics in public administration, examples in the world, to establish ethical principles and to investigate contradictions with these principles. The structure, duties, projects and conclusions of the Ethics Committee of the Public Officers are reviewed with a critical view and suggestions for the solution of their deficiencies are presented. In this play, the aim of the Ethics Committee of the Public Officers is to develop academic proposals and to make practical suggestions to move away from the aims and principles that they have determined, both structurally and functionally, to such an important Institution and beyond that of an unfilled symbolic Board. It is also an issue to be wary of the extent to which this institution, which advocates inclusion, openness and transparency, is directly attached to these principles.

The purpose of this study is:

i) They question the effectiveness of these works by emphasizing ethical problems in public administration, ethical problems in public administration and solution theories.

ii) contributing to ethical management strikes by examining the ethical management and ethical practices of international organizations and consulting the ethical committee and the Ethics Committee of the Public Offices established for international organizations. iii) to prove the deficiencies of Public Officials' 5176's ethical management and to prove their deficiencies, and the main purpose of the application is the Rules of Procedure of the Prosecutor and the Regulations of the KGEK.

The data required to achieve the purpose of the thesis; The ethical culture will be taken from the international scene, works written in Europe and Turkey, the existing legal regulations and the Law on the Establishment of the Ethics Committee of the Public Officials and the Amendment of Some Laws. Ethics Committee of Public Officers and relevant public institutions (TODAIE, Prime Ministry, State Planning Organization, etc. Documents used to get necessary data, necessary data, articles, books, magazines, newspapers.

The study is more theoretical and a descriptive and legislative emphasis has been made. In theory, books, magazines, articles of association, institutional reports, legal legislation, minutes of the assembly, local and national press reports and other primary and secondary sources were searched. In this regard, the stolen, by using the sources of the authors who have field researches; ethical management, ethics committee of the Public Officials, the Regulations of the KGEK and the international works related to ethics were

examined and completed without having to search the field by using the opinions of the relevant stakeholders and to search the literature.

For this reason, this thesis, which is shaped in the mentioned frame, consists of four main parts. Firstly, in the first part, the concept of ethics is evaluated and other related concepts are discussed. In the second part, ethics in public administration are discussed, ethical necessity in public administration and ethical principles in administration are examined and ethical behavior in public administration is discussed. In the third chapter, the studies on ethics management in the world and international are examined and their importance is pointed out in terms of Turkey. In the fourth chapter, the main aim of the study is the ethical committee of the Public Officials, which is considered as a very important step in terms of ethical management, the structure, the duties and the applications and the criticisms made. Finally, a general evaluation of the study is given and various results and recommendations are given.

Although it is not known exactly when the ethics began, it is known that in many different communities in different parts of the world, ethics have existed since ancient times. History of religion, history of philosophy and anthropological and archaeological findings are evidences.

His understanding of philosophical ethics is found in the Ancient Chinese philosophy and also in the Ancient Greek philosophy. The philosophical ethics that emerged during these periods are closely related to the culture and social structure of the era and the region in which they emerge. Some of Democritus' aphorisms relate to ethical problems. Democritus' ethical view is based on the philosophy of nature; being calm in materialistic ethical sense brings peace and calmness and peacefulness is happiness and the main goal of man is happiness. Sophists have adopted a different and relative sense of ethics; there is no measure which can be accepted as the general passive meaning, it depends on the person as the scale of everything is connected to the person. The first thought that advocates relativity and subjectivity in ethics is the Sophists, which makes the Sophists' ethical thinking important. But another important point in the Sophist's ethical approach was that they did not limit the sophisticated ethical notions to free citizens, but also that slaves could have virtue and virtues. However, Socrates was not included in the ethical views of Democritus and many later famous Greek philosophers; they are people who can not evolve in terms of ethics.

Religious ethics

Religious ethics is an ethical perspective and understanding that can be studied under traditional religious ethics, both in applied ethics (general). In this attitude, the foundation of ethics is religion. Due to the diversity of the moral concept in religions and the diversity of religions, the concept of religious ethics also varies and varies in detail.

Virtue ethics

Virtue tries to tell how the ethical man should be. Virtue ethic first appeared in Ancient Greece. In the Symposium of the Plato, the four virtues that people ought to have are Dignity, Justice, Courage, and Hebrew. Aristotle has divided the virtues into two as moral and mental. At the top of the nine mental virtues is Sophia, that is, theoretical wisdom and phronesis. Aristotle also gives prudence, justice, courage and confidence as moral virtues. According to Aristotle, virtue is the average of the flaws at both ends. For example courage is in the midst of imperfections such as virtue, cowardice and mad courage.

THREE BASICS

Ethics are all ethical principles that are fundamental to one's behavior. Ethics are guidelines, principles and standards that help people "determine" how things should be done.

AIM (Intent)

Action

Result

VALUE

To attach importance or certain meaning to some of the objects or concepts we face.

Water is valuable for someone who is thirsty in the rubble, fire for someone who is in the dark in the forest.

PRINCIPLE

They are the basic ideas that direct actions. Principles are general and robust.

ETHICAL CODE

They are written rules that show how people within a particular group or country should behave.

METHODS FOR ETHICAL CODES

Rule book

Guiding Sheet (Orientation)

Mirror (see your behavior)

Magnifier (Careful thought before action)

Shield (Protection from unethical claims)

Smoke Detector (Warning)

Fire Alarm (Notification of Faults)

Sanction and compliance

RULE

It is the appropriate course of action. The rules are a road map that regulates individuals' relationships with each other and with society. Rules restrict the use of arbitrary force, collecting individuals under a single umbrella, protecting them from prejudice or unfair practices.

Rule Types

Relational rules

- Work and activity rules
- Preventive health and safety rules
- Personal rules
- Etiquette rules

STANDARD

Expectations of behavior are systems that guide the avoidance of unwanted behavior.

PUBLIC MEDICINE

Public administration ethics as a profession ethic also refers to the principles and standards required to achieve correct behavior in the field of management. Principles and values related to management ethics;

They guide public officials on good behavior and avoid evil behaviors, increase confidence in the State and public officials, improve the legitimacy of government and ensure state-citizen integration, raise standards of managerial behavior in public institutions, guide decision makers and practitioners in situations where values conflict, They strengthen economic development, democracy and the rule of law, reduce the cost of public services and raise the quality. Public services are carried out by taxpayers of citizens. Citizens are entrusting taxpayers to public officials with low cost and high quality services. In this sense, public service is a "trustee". Public officials should, in the consciousness of this deposit, conduct public services effectively, efficiently and honestly; must adhere to professional ethics principles and standards while performing their duties and using discretionary powers. Degeneracy in the administration removes the trust of the people from the administration. There is no place in the state administration of abuse and misconduct. Their cost is less and poor quality service. Democratic governance is based on trust between the public and the public officials.

TURKISH PUBLIC OFFICERS ETHICAL BEHAVIOR PRINCIPLES

1-Public service in the fulfillment of the duty: To fulfill the service: -The spiritual development-Participation-Transparency-Neutrality-Integrity-Public obligation Accountability-Predictability-

2-Public service consciousness: Facilitating the daily life of the people. -To meet the needs in the most effective, fast and efficient manner. -Improve the quality of service. -For the satisfaction of the public. -To focus on the needs of the beneficiaries and the services.

EXAMPLE: Sample and charitable employee of the year XXX Family Health Center A.K, who works at the information processing center, While he is gaining admiration, he receives many abundant prayers from his elders.

3-To comply with service standards: Executives and other personnel of public institutions and public services perform public services in accordance with determined standards and processes, and provide beneficiaries of the service with necessary explanatory information about work and transactions and provide them through the service process (Article 7).

EXAMPLE Mr. Selahattin has long lost the title of the house he had forcibly occupied during his lifetime, and a neighbor said he could sell the house of anyone who found the title

to him. Mr. Selahattin, who came to the head of the title deed quickly, entered the room of the deputy director directly to ask the situation. The title deputy, who has dozens of documents to examine ominous, listened to the old man and repeatedly told him that the person who found the document could not sell the house. But the old man is not convinced. This has enabled them to convince the old man to write a petition that he lost the title, to put it on file, and then to sue someone who can not sell the house.

4-Commitment to mission and mission

Public officials, - act in accordance with the objectives and mission of the institution or organization being undertaken.

- They act in the direction of society's prosperity and institution's service ideals.

5-Honesty and impartiality

-To act in line with the principles of legality, justice, equality and honesty in the conduct of transactions.

-Do not discriminate on the basis of language, religion, philosophical belief, political thought, race, gender and so on while fulfilling the functions and services.

- Not to be treated in a way that is contrary to or restrictive of human rights and freedoms and not to be found in behaviors and practices that prevent equal opportunities.

-To use public authority in accordance with the principles of impartiality, impartiality and equality from all kinds of arbitrariness in line with public service and service requirements.

- Do not treat and implement practices that are prioritized, privileged, biased and against the principle of equality in real or legal persons.

- Not to engage in behavior that targets the interests or harm of any political party, person or zeal.

- Legislative policies of the clerical authorities. to prevent decisions and actions.

EXAMPLE: The police teams are punished by drivers who do not buy chips from parkomats placed in the halls. Again, a team of three municipal police officers who came to inspect the parkomats wrote a penalty of 62 YTL on the grounds that the 38th article of the Law on Misdemeanors violated Article 1 of the Law of the Police Officer who was parked

without pocket receipt in the pocket-park. If you hesitate to write a sentence for a moment, the officers who wrote the penalty for being impartial are rewarded by the manager with special items.

6-Reputation and trust

-To behave in such a way as to provide confidence to the management of the profits, and to demonstrate the attitudes and trustworthiness that the task requires.

- Avoiding the public being vulnerable to public service, creating suspicious behavior and harming justice.

-To keep the service on all kinds of benefits.

-To act according to the service requirements.

-To behave well to the beneficiaries of the service.

- Do not apply double standards.

- No grabs.

EXAMPLE 1: Forgery of examination by faculty member

An assistant professor at the XXX University's cardiology department was investigated after another assistant professor at the ZZ language exam

EXAMPLE 2: Mayor Mr. Musa, Director Mr. has resigned and heard that he will be an opponent in the elections. He immediately initiated an inquiry about Nevzat , inspired the investigation he had commissioned and gave a report against the truth and gave Nevzat disciplinary punishment.

7-Courtesy and respect

-To behave gently and respectfully to the beneficiaries, superiors, subordinates and other staff and beneficiaries of the service, and show the necessary discretion.

- To direct the concerned authority or authority to outside the competent authorities.

8-Notification to the authorities

-To request to have illegal activities or activities that are incompatible with the principles of habitual behavior, or to inform the competent authorities of the occurrence or awareness of such action or process while the services are being carried out.

-In order to keep the identity of public officials in the public interest confidential and to take necessary precautions so that they do not cause any damage to them in terms of their standing and organization supervisors.

EXAMPLE: Officer Orhan and his colleagues went to Istanbul with a public vehicle to watch the game of the team they were holding at the weekend. Mr. Morhan went to the mornings on Monday morning with Figen and Suat , who did not come to the match on the weekend, with the same vehicle. Orhan Bey wants to add the kilometer they have made to the vehicle duty form on the weekend. Figen, who realized the situation, remained indifferent, saying that it would not interest me. Suat told Orhan that what he did was wrong and he would report to his superiors. Orhan , Suat , offered to go with the match to be played weekly, Suat Bey did not accept the offer and informed his superior.

9-Avoiding conflicts of interest

Conflict of interest; state officials must have all kinds of interests and financial or other obligations related to them, and similar personal interests, which appear to affect or affect their ability to perform their duties objectively and objectively and that are provided to them, their relatives, friends or related persons or organizations .

Public officials have personal responsibilities in conflict of interest and have to demonstrate the following behaviors as they are usually people who know the situation in which conflict of interest may arise.

- Be careful about any potential or actual conflict of interest.
- To take steps to avoid conflicts.
- To inform the superiors of the situation when they are aware of the conflict.
- Stay away from the interests that fall within the scope of the conflict.

EXAMPLE: Mr. Selçuk, who worked as a control engineer of Selçuk as a control engineer, was invited to a free holiday for his family in the company's resort village. Selçuk made a free holiday for the family for a week while he was in charge of the campaign and while he was checking the progress of the company on holiday, he determined that there was

a lack of manufacturing. When the deficiencies were reported to the company owner, Selçuk , the firm owner, sought satisfaction from the holiday. How will Selçuk behave in this situation?

10- Duties and authorities not to be used for profit

Public officers; relatives, friends and fellow citizens, political favoritism, or any other reason, by using the duties, titles and powers of the people, relatives or third persons

Public officers

- Not to sell and distribute books, magazines, cassettes, CDs and similar products of themselves or others by using the titles, titles and authorities.

- Donate to any institution, foundation, association or sports club with donations or similar qualifications.

- Not to use official or confidential information obtained during the performance of the performance or as a result of these duties to obtain an economic, political or social interest, directly or indirectly, to their relatives or third parties.

- To disclose any institution, organization or person other than the competent authorities when the official or confidential information is in office and has left the office.

- The task is obliged not to use or make use of the institution's resources directly or indirectly in election campaigns.

EXAMPLE: Parents who have received low grades from some courses are asked to visit the High School Mission and ask for an upgrade of the low grades, saying grades are important at entry to the university. The principal is interested in the parents who may be able to make a profit for himself or their relatives in the future. When the paupers are satisfied with the situation, they thank the Manager and tell them that they will help the family in giving their cards when they fall down. The manager, for example, categorizes all the business cards according to their professions. For example, when his uncle becomes uncomfortable, he searches for a suitable doctor in his business cards and asks for help with his uncle's treatment.

Man Favoring:

EXAMPLE: The Chairman of the Board of Inspectors was invited to take a written examination by winning a written examination by a public institution under the supervision of the Board. The chief of the inspection board is in charge of recruiting the nephew by calling the manager of the relevant institution.

Service Resignation

EXAMPLE: Hasan, who is in charge of coal distribution, gives priority to his fellow countrymen.

Doing Business by Using Duty, Title and Authority

EXAMPLE: Inspector Bey prepared a clarified legislative book on supervision duty and distributed it to relevant public institutions for the purpose of purchasing the book

Aid, Foundation, Association or Sports Club Help and Donation

EXAMPLE: Businessman Hüseyin is unable to get his entitlements even though he has completed the works related to the tender he has received. Subject has learned that if he will donate part of the money to the sports club of the city when he sees the manager, he will be paid immediately.

Explanation of Information Obtained During the Task

EXAMPLE: The municipal zoning director informed his friend contractor İrfan that a zoning change to be made and a previously determined area of residential area would be transformed into a trade area, and İrfan purchased the area in question without losing time.

Using Public Facilities in Elections

EXAMPLE: The mayor has been re-elected in the local elections to be held. He instructed to hang banners and flags to be used in the election campaign with fire trucks.

11-Prohibition of receiving gifts and providing benefits

All kinds of goods and benefits that are directly or indirectly accepted, with or without economic value, that affect or influence the impartiality, performance, decision or duty of the public official are included in the gift.

"No gifts at all. The gift blinds you and prevents you from seeing the truth. "

Lord God

Which gifts can be taken and what can not be taken?

- In order to be eligible for public service, to be registered on the list of the institution's fixtures and to be known to the public (except for the authority and the other gifts taken to be allocated to the service of a certain public worker) and to the institutions and organizations which will not affect the lawful service of the development services, donations

- Not to receive gifts from public officials, • not to give gifts to public officials, • not to be profitable due to the mission, the basic principle. The public officials shall not receive any benefit or benefit from the real or legal persons related to their duties in relation to a job, service or interest related to their duties, directly or indirectly for themselves, their relatives or third persons or organizations.

- The public officials can not send gifts or wreaths except official days, ceremonies and holidays.

- In the international relations, the gifts given by foreign persons and organizations in accordance with the courtesy and protocol rules shall also be declared under the provisions of Article 3 of Law No. 3628, but also those below the limit stated in the said article (At least general manager, to the Board at the end of January every year, without any warning, for the list of gifts received in the previous year).

Outside Restrictions

a) A person who is subject to duty and which does not affect the legitimate conduct of the services of the institution and is allocated to the public service, recorded on the list of the institution's fixtures and disclosed to the public (excluding the authority means and other gifts received to be allocated to the service of a public official) donations made to institutions and organizations. (Again at least the general manager, the equal and above public officials shall notify the Board of the list of their previous year's receipt of the gifts deemed to be included in this scope at the end of January every year without any warning).

b) Books, journals, articles, cassettes, calendars, CDs, etc.

c) Awards or gifts that are won in public races, campaigns or events.

d) Everyone is open conference, symposium, forum, panel, dinner, reception etc. souvenir gifts given at events.

e) Advertising and handicraft products for promotional purposes, distributed and symbolic.

f) Loans obtained from financial institutions according to market conditions.

Gifts covered by the prohibition

Welcoming, farewell and celebration gifts, scholarships, travel, free accommodation and gift certificates from business, service or interest relationship with the institution in which the mission is conducted.

Transactions carried out on unreasonable value at market price when purchasing, selling or renting movable or immovable goods or services.

All kinds of goods, clothes, jewelry or food-like gifts that the beneficiary of the service may give.

Debts and credits received from business or service relationships with the entity in which the assignment is made.

CORRECT EXAMPLE: The benevolent Sıdıka donated 20 computers for use in classrooms in elementary school. Fixtures of computers were recorded and announced on the website of the school.

WRONG EXAMPLE: Selim gave a notebook computer for the use of his mother, a school manager, a hardware store, and then allocated a math teacher, Semra, to his daughter's lessons.

When the public official accepts the gift, he should ask the following question:

- If I had not been a public servant or had not been in the position or office I occupied, would this gift still be given to me?

- If the answer is "absolutely yes", a gift can be obtained.

- If the answer is "no" or "hesitation", the gift should be rejected.

12-Use of public goods and resources

-The buildings and vehicles and other public goods and resources shall not be used or used except for public purpose and service requirements.

- It is necessary to take necessary precautions to protect them and to keep them ready for service.

EXAMPLE: The Branch Manager moved his house with the truck of the institution.

Public officials avoid wastage and extravagance in the use of public buildings and vehicles and other public goods and resources; actively, productively and frugally when using public sector goods, resources, workforce and facilities.

13-Avoiding splurge

Public officials: - Avoid waste and extravagance in the use of public buildings and vehicles and other public goods and resources. - Work efficiently, productively and frugally when using overtime, public goods, resources, labor and facilities.

EXAMPLE: Officer Sila is chatting and playing games with her friends during working hours.

14-Binding disclosures and untrue statements

- No explanations, commitments, promises or initiatives can be made to the institution that has been overcome by overcoming the authorities in fulfilling the task.

- No alien or unrealistic statements.

EXAMPLE: In the newborn part of a hospital, three infants died because the hospital environment was not hygienic. The chief physician tells the press that the deaths are due to illness.

15-Information, transparency and participation

-Help the person to use his right to information.

-If genuine or legal persons demand, the requested information or documents shall be issued in accordance with the procedure except the exceptions stated in the Law No. 4982.

-The bidding processes, activity and audit reports of the institutions are presented to the public with appropriate means by the supervisors, within the frame allowed by the relevant legislation.

- It shall be ensured that those who are directly or indirectly affected by that decision shall contribute to one, several, or all of the stages of preparation, maturation, retrieval and implementation of basic decisions on the services of the water,

-The officials help the people to exercise their right to information. If requested by real or legal persons, the required information or documents,

Acquire Information in accordance with the procedure except the exceptions specified in the Law on the Acquisition of Information No. 4982

EXAMPLE: The principal is trying to pass on the applications made by various people without being warm to the requests of the information and documents from the institution by using the citizens' right to obtain information.

16-Accountability of managers

- Accountability of responsibilities and obligations during the implementation of the public services and public evaluation and denial are always open and ready.

Executive public officials;

They take the precautions required by their duties and authorities in order to prevent actions or actions that are inappropriate for the purposes and policies of their institutions.

They take the necessary precautions to prevent corruption of personnel within the authority.

These measures include;

- Applying legal and administrative regulations,
- To make appropriate studies about education and information,
- Be cautious about the financial and other difficulties facing the staff,
- Personal behaviors include being an example to staff.

-Government public officials are obliged to provide appropriate training on staff ethical behavior principles, to monitor compliance with these principles, to monitor incompatible experiences and to guide ethical behavior.

17- Relations with former public officials

- Public officials can not be benefited from public services and privileged treatment can not be exercised.

- Without prejudice to the terms and conditions of the laws of the Republic of Turkey, no contracting, brokerage, representation, expertise, brokerage or similar duties and work can be given directly or indirectly from the institutions and institutions they have previously served.

EXAMPLE: The retired hospital director, Ömer, came to the hospital where he served, E exam. Instead of getting an appointment or a sequence number, the hospital staff visited and was primarily examined.

Relations with former public officials: In the state, "work", in holding "work again"

EXAMPLE: High-ranking bureaucrats, especially those of the Central Bank, Treasury, Foreign Trade, Capital Markets Board, public banks, finance, are at the top of the economy bureaucracy.

Law No 2531 dated 2.10.1981 "Law on the Works which can not be done by the Public Departments".

Article 2 of the Law on states: "... for any reason whatsoever, the departments for the period of three years from the date of their departure against the departments, administrations, institutions and institutions they serve in the previous two years from the date of their departure, they can not directly or indirectly take duties and jobs in matters related to their duties and fields of activity, they can not enter into contracts and can not perform brokerage and representation. "

EXAMPLE: Retired Deed Director İlhami is real estate agent on the spot where his last title deed is located. When he comes to the circus to follow up the works of those who are the agent, Director visits the Burhan, and his work is primarily performed when he is involved in his work.

Work in A Second Place

"Officials can not engage in activities that require the merchants or trades according to the Turkish Commercial Code, work in commercial and industrial establishments, become commercial associates in commercial or commercial proxy or collective companies. (except for the duties they will represent on their subsidiaries in their affiliated institutions) ... "

EXAMPLE: Mr Muhittin, who works in the accounting department of a state-owned enterprise, holds books of a private company outside working hours. However, from time to time, the company officials are interviewing Muhittin during working hours.

18-Notification of goods

- The officers of the Board of Directors shall notify the competent authorities of property and movable property, receivables and debts of their spouses and their children under their custody. The goods declaration forms are filled in time, complete and correct.

- The Board has the authority to examine the declarations of goods issued to the competent authorities, if it deems it necessary. The persons and organizations concerned are obliged to submit the requested information to the Board within 30 days at the latest, in order to check the accuracy of the declaration of goods.

EXAMPLE: Commodity declaration 2 trillion police A policeman arrested in an operation related to a gang withdrawal weapons license turned out to be a fortune exceeding 2 trillion liras. Police said, "My money brothers sent my expatriates."

It has been learned that the more interesting M.D. announces them in the mandatory declaration of property each year.

PEOPLE IN PUBLIC ETHICS

The ethical dilemma is that two or more competing values are in conflict.

If one of these conflicting values is preserved, the other is not protected or there is a need to ignore the others to protect one or more of these values.

There are many ethical dilemmas that public officials often encounter or encounter in their daily lives. It is possible to consider them in 4 groups:

1-The choices in the front are not satisfactory in the full sense of one, the least of them is bad, or the choice is better than the others.

EXAMPLE: None of the companies that apply for participation in the tender for the purpose of renewing a collapsed bridge do not have sufficient conditions in full. However, there is no time to open a new tender and the decision must be given as soon as possible. In this case, the public officer has to choose the best one among the companies that do not have sufficient conditions.

2. The second dilemma is a situation in which more than one of the options or the whole is good on its own, and one is to be abandoned if one is chosen. Here the public official has to choose between the "best" ones.

EXAMPLE: The choice of one of the two candidates who have graduated from the same school and graduated from the same school with the same performance in the examinations required requires such a difficult choice

3. The third type of dilemma is to make a possible decision to have different impacts and consequences on different people and groups. Here, a decision should be made that will please most people.

EXAMPLE: Free land allocation of a public land for the purpose of incentive for private sector investment could disturb some local community members in the face of environmental pollution and provide some new business opportunities. Some may qualify as positive for economic growth and others as corruption.

4. The final type of dilemma that public officials may face is that they or their relatives are positively or negatively and / or indirectly or directly affected by the possible consequences of their decision. In such a case, there is a "conflict of interest". In other words, the public interests of the decision maker are in conflict with the individual interests of the decision maker in general. It is extremely difficult for anyone to make a decision against their own interests. In such cases, public officials who, in principle, may be affected positively or negatively and / or indirectly or directly from the decision, should not participate in the decision-making process.

To take place in a board where an administrator will decide to expropriate a place where his uncle is located.

ETHICAL LEGISLATION

2004 is a milestone in the establishment of a ethical management system in our country.

The Law on the Establishment of the Ethics Committee of the Public Officials and the Amendment of Some Laws "number 5176 issued on this date and the Ethics Committee of the Public Officers were established. The "Code of Ethics for Public Officials and the Regulation on the Procedures and Principles for Application" prepared by the Ethics Committee of the Public Officers is important in terms of publicly disclosing the general ethical principles and standards that public officials should comply with when fulfilling their duties.

Purpose of the regulation

To establish an ethical culture in public service, to set ethical codes of conduct that public officials should follow in fulfilling their duties, to assist them to act in accordance with these principles, and to increase public confidence in public administration.

Ethics

There are two basic organizations related to ethics in our country.

The Ethics Committee of the Public Officers: It is located within the Prime Ministry to determine and implement ethical codes of conduct that public officials should obey.

The important functions of the 11-member Board are

To undertake or to conduct studies to place ethical cults in the public and to support the work to be done in this regard,

To determine the scope of the gift-taking ban and to monitor its implementation,

To provide opinions on the problems faced by institutions and organizations in practice regarding ethical behavior principles.

Ethical commissions: Established in institutions and organizations. Ethical commissions consist of at least three people within the institution.

The members of the ethics commission are determined by how long their members will serve and the top managers of other entities, institutions and organizations.

The curriculum vitae and communication information of members of the ethics committee shall be notified to the Ethics Committee of the Public Officers within three months. The ethics committee works in cooperation with the Board.

The functions of the Ethics Commissions are:

To place and develop ethical culture in institutions and organizations, To make recommendations and guidance on problems encountered in the principles of ethical behavior of personnel, To evaluate ethical practices, To organize the principles of institutional and institutional ethical behavior according to the nature of services and duties, to present it for review and approval.

Legislation on Public Ethics Institutions in Turkey

Prime Ministry Public Service Ethics Board

Prime Ministry Inspection Board

Financial Crimes Investigation Board (MASAK)

Finance Inspection Board

Prime Ministry Human Rights Council

Presidential Supervisory Board

Prime Supreme Board of Supervision

Supreme Election Board

Public procurement institution

Competition Authority

INGO / International Civil Society Organizations:

Transparency International

Global Integrity

National Civil Society Organizations & Think Tanks

Transparency Association

TESEV

Turkish Economic Policy Research Foundation

Community Ethics Association

Court of Auditors Association

Corruption Society

Corporate Governance Association of Turkey

Turkish Ethics and Reputation Association

CHAPTER ONE CONCEPTS ABOUT ETHICAL AND ETHICS

In this study, some concepts and definitions which are useful in explaining are given, and the explanations of these concepts and definitions are taken seriously. From this point of view, concepts related to "ethics" and "individual ethics", "professional ethics", ethics related approaches and "managerial ethics" are examined.

1.1. Ethic

Ethics, a discipline of philosophy, defines itself as the consciousness of moral action and explores human behaviors in terms of existing moral values. Ethics, which is the name of a philosophical discipline since Aristotle, is derived from the familiar word of *ethos* in Yun'an and has two different uses. In its first use, it recognizes the habit, tradition, and tradition and is deemed to have behaved in accordance with the ethical norms of the ancient city. In the narrower and second usage, the ethic acts appropriately, transforming it into a habit in order to realize the good by understanding the transferred values and rules. Thus, habit, tradition or tradition also takes the meaning of character and is the basic attitude of the ethical, virtuous.

The concept of ethics is more ethically internalized attitude, behavioral activity. It is the whole of values and rules that deal with individual and social morality like right-wrong, good-bad. The values of every society are not the same. It is necessary to pay attention to this point. The concept of ethics, often called moral philosophy; In recent times, politics, management, business life has become more intense.

Ethics are all ethical principles that are fundamental to the behavior of the thinker. In a nutshell, ethics is guide values, principles and standards that help people to "determine how things should be done". Ethics is a process at the same time. In this process, while making the decision and applying, it is acted according to certain values.

On the other hand, ethics is also called the branch of philosophy that deals with ethics. This aspect of the Philosophy is based on the values, norms, rules, right-wing or good wicked, which form the basis of the individual and social religions that people build. The goal to be achieved or attained by ethical behavioral principles is to prevent corruption and corruption in the state and society in general and to dominate honesty.

Ethics is the link between the values that must be respected in today's various professions. Politics, ethics, values and values are at the forefront in the fields of administration, judiciary, trade, envy, education, science, art and media. Ethics is the second aspect of an individual who has a particular ethical element, a wedding style that criticizes or even condemns the membership of the society in which the members are members and thus analyzes the language of morality and the moral concepts and judgments of the judge in terms of a philosopher, instead of the existing values being a series of alternative values, , the theory of moral principles, or a philosophical discipline

It includes ethics, normative ethics, and moral theory. Normative ethics; good, bad, useful etc. examines the problems, shows a moral behavior, shows what you need to do, what you are good at, what you add to your life. Morality theory deals with the laws that determine the nature, origins and progression of morals, their standards and the historical characteristics of these standards. Normative ethics and morality theory can not be separated.

Ethics is a set of values that suggest what to do or not do to a person. It is possible to study these values in four clusters in the interests of assignments, virtues, principles and society. Homework is the expected behavior of the role occupied by your child. Virtue is all the characteristics that define a good person. The country is the basic truth that shapes the actions. The society is the result of all kinds of actions that are in the best interest of the society as a whole. The general framework for looking at all these things can be seen, but the definition of ethics has not yet been defined in common and has been associated with many concepts.

1.1.1. Ethics and Ethics

The moral term derives from Hulki, which means Greek meat, Greek wolf, and Latin word, and Arabic, which means "temperament" and "character." The norm is the norm, principle and rule that regulates and comprehends the actions of humans in the context of certain norms. and values refer to the whole. According to this, in moral culture, the rules that define acceptance, the set of defined values, and the ways in which these values are to be lavished, how they are to be lent to the purposes, are regulated by beliefs, orders, prohibitions, norms and values and are customized in accordance with this arrangement, can be defined as a form (Cevizci, 2002: 3). To be

able to decide on the training of ethical character and practice; morality more generally refers to practices that a society regards as righteous or just.

The moral values, however, are to the crime, the societies, the regional, the national values and the bond. It may vary depending on factors such as economic, cultural education level and religion, as well as etiquette. Ethical values are more universally accepted. Even if I accept this distinction, it is accepted that, even among philosophers, ethics and ethics coincide at many points (Yüksel, 2016: 172).

The ethics used in the Turkish public language in the same sense as "morality" is defined as "ethics, ethics" (TDK, 1983: 387) in the Turkish dictionary of the Turkish Language Association (TDK) is introduced. In the same vernacular moral subject, the science that examines problems such as "good, bad", develops a law of behavior of a kind, develops what is worth fighting for, what makes you feel worthy, what you are good at and what is bad; ethics "(TDK, 1983: 24). These two words, which seem to mean close to each other, are actually used to express concepts that are not much different among them. In short, "morality" means "morality" and "ethics" means "moral philosophy". In a nutshell, "ethics and morality are different from each other, as the former is the philosophy of the latter" (Nam, 2016).

There are differences in the concept of ethics, meaning and content. Horny is sometimes used in the same sense as morality. Morality is based on more abstract concepts, how to be treated, which covers non-written standards, and ethics, and what to do with these concepts. (Pehlivan Aydin, 2016: 9). Ethics is the theory of right and wrong behavior, and morality is its practice. From ethical principles, not from morality; it is better to speak of ethical behavior rather than moral behavior. Ethics refers to the values that an ethical clerk wants to express in a certain situation, and morality refers to the way in which these values are passed on to life and expresses ethical integrity (Sayın, 2016: 8). Ethics is weighed, in whatever form it is, in a very general, primal, and therefore abstract plane, all the problems associated with the moral, by establishing the totally formal pathway that must be fulfilled in order for an action to be properly defined as moral. Therefore, it is not possible to determine which concrete objectives are good individually, worthy of access for all; by determining more criteria, it is first of all possible to show that what purpose is accepted as a good goal may be binding according to these criteria. In short, ethics tells how a brain is good, not a good one. The distinction between ethics and morality is that there is a

desire for human attitudes and behaviors in a societal society. It is a subdivision of a horny, ethical, academic field or philosophy.

1.1.2. Relationship between Ethics and Culture

Culture is a mental program that separates a group of people from others. In this sense, it is possible to say that the sources for the mental programs at the individual level lie in the social environments in which the child is raised and experiences the experiences of the spoilage. Programming continues in the family, in school, in groups, in organizations, and in the oiled society. Culture; learning is at the end and is based not on the genes of the person but on the social environment (Ay, 2015: 32). When the culture is considered to be of value to the formation of the human race or of its moral infrastructure, the influence of the individual on the working discipline arises spontaneously. The definition of "ethical habits of giving birth" (Fukarama, 2000: 50), which encompasses culture and social construction, seems to be one of the most useful in the definition of many of the cultural constructs. Ethically, culture is a lie. Culture is the whole of the values adopted in a society, the society is a form of pillage. Culture affects individuals' wedding, falling, behavior processes. Ethical values are also under the influence of culture.

1.1.3. Ethics and Values

The concept of value is a moral dimension for the clique because it encompasses ideas about what is good and what is right. All societies try to define what is evil and what is good, what is beautiful and ugly, what it should be for what it is, and how it can be abandoned even for its prejudices. The individual embraces them consciously or unwittingly during the process of socialization. Ethics in an individual sense is a collective of both subjective and social values. These values appear as concrete social customs to the confusion of the individual. Among these, good and bad, discrimination of responsibility, sense of responsibility, conscience, values of moral values can be considered as values in the subjective sense Gere, justice, human value and social quality. (Yazıcı, 1999: 132-133). The concept of ethics is closely linked to the concept of values that affect our choice of current situations. The critical link between ethics and values is that ethical standards and principles guide the solution of conflicts and dilemmas related to values (Karahana, 2016: 16).

No political system can be good in an environment without values. It is also very difficult to establish a system of values that will satisfy all interest groups in society. It is the state that can establish the connection between state, political, bureaucratic and judicial values and ethical principles in the present age and pass it on. The identification of values in all the disciplines of ethical dilemmas such as personal, institutional, social and political dilemmas and in all the disputes surrounding them is the most critical link connecting the process of establishing and enforcing good governance public policy to ensure the continuation of activities.

1.1.4. Relationship between Ethics and Law

When we look at the relation between law and ethics, it is said that the aim of both is to establish justice and morality to be good and to provide elite. Both are trying to reach the good, but in different Sings they do it with different names, different methods. We should clearly state the day, although these are similar, it is not the same. Most movements that are biased in terms of ethics can also be criminalized in terms of law. However, in law criminal punishment, the amount of material sanctioned by the law, and in terms of ethics, there is no material sanction and sanction of this is conscience. Your goal is to reach good cause; but most of the ethical values are legal.

For practitioners, there are three approaches to asking why ethics is still needed when there are regulations such as laws, regulations and regulations: The first reason is that the ethical principles and ethical sensitivity make up the judgments not only for citizens and law enforcement, but also for legislators. The second main reason is that the legal regulations are updated taking into consideration the goodness of each occupation and related past experiences and the problems encountered. However, it is not possible to define and limit every possible situation that can be met, especially when the criminal justice system is considered. Ethical values are intended to fill these hoarseness. Third, there is a profession subculture that is common to all stakeholder groups. Often, there are types of occupations in occupational subcultures, and types of occupations that are created for professional stolen. This reliance subculture and occupational typologies can be either positive or negative. It can be seen that the most prominent value system in this thin line is ethical principles. Similarities between ethics and law are common (Aktan, 2016: 27):

- Law rules regulate people's actions and actions and bring some limitations to them. Ethical rules also limit human behavior and actions; but unlike the rules of law, there may not be a formal sanction of ethical rules. But in recent times various sanctions have emerged about ethical principles.
- The code of conduct is written, and the code of ethics is not generally written. This distinction is diminishing day by day, and ethical behavior principles are becoming written.
- The purpose of the rules of law is to prevent people from being harmed as a result of human actions and behaviors. In ethical rules, in general, the club and its members are self-controlled. Automobile control mechanisms are increasingly turning to institutional control mechanisms.
- The rules of law are created by the state. Ethical rules can also be created by other organizations (such as non-governmental organizations) besides the state.
- Legal rules can also be considered official ethical rules. Ethics are usually informal rules. Law is formal and ethical is the whole unofficial rules.

Legal norms take the legitimacy of socially accepted moral norms. It is unlikely that a morally normative norm or value that has become sociable can be put into practice as a law. If it is put in place, it is not accepted by the society, it is not accepted and there is a crack. The legal rules can not be described as moral rules, but a democratic norm of law, values accepted by all, it is based on elitism.

1.2. INDIVIDUAL ETHICS

The concept of individual ethics includes the basic values of moral provisions, the principles of behavior, the nature of human weddings and actions. There are three individual ethical theories. These are the purpose ethics, the principle ethics and the result ethics. (Kileli, 2016: 47).

The Greek philosopher Aristotle explains that the ethics are based on truth, that man has a good conception of nature. According to Aristotle, it does not matter what the action is, the goal is to get a good result. The goal is to be based on ethics, both the

instruments used and the results of the fissions are "good". According to Kant, the principle of human activity is based on "cause". Every man has good or evil in his nature. Individuals' good or bad behaviors are determined by rules and principles that guide us in our actions with each other. Kant strives to explain the causes of human behavior by saying, "If you believe that every human being is worthy, you will understand how to behave" (Kireli, 2000: 48). Millîni stolen is about utilitarianism. According to Milse, the outcome is very important from purpose or primacy. If it acts on the principle of pluralism and makes more people happy than it hurt, it is true. According to Milse, if it hurts little, it should be avoided. When a moral decision is to be made in the long term, the rights of minority in society must be taken into account. If the minority is harmed, the interests of the majority may be threatened (Kireli, 2017: 48,)

Individual ethical values are very important in public administration. Because they are public officials who use public power on behalf of the public and who have important authorities in important places. For this reason, their personal behavior and ethics are important. The ethical behavior of public officials should be superior to their interactions. In this case, however, the public administration and the state together with the general improvement may be in harmony as ethics.

Basic individual ethical values that public officials should possess; integrity, fundamental homeland rights, human rights and leadership. "Integrity" in terms of individual ethical values of public officials is one of the qualities of the public officer, all of the basic ethical values accepted as outgoing.

Individual ethical values are important, it is essential for individuals to think about their interests while considering their own interests. Because it affects the whole society where the individual behaves ethically. Particularly public officials should pay attention to their actions and should think about the interests of the community and the community, not their individual interests, and ethical culture should be brought to the public in this context.

1.3. PROFESSIONAL ETHICS

If you need to define the concept of occupation before going to professional ethics;

The profession is "an arena for engaging in a compulsory division of labor and basic needs for individual and social plunder" (Alkan, 2017: 197). Professional ethics is; (Pehlivan Aydin, 2017: 2017) is a whole that constitutes and protects a certain group of professions, which is created and protected by the profession, which mandates the members of the profession, forcing them to act in a certain way, limiting their personal tendencies, inadequate and unqualified members from the profession, 105).

Professionalism is of paramount importance to the professional ethics of public officials. Professionalism, an assembly in the contemporary world, provides for more wealth (Voller and Mille, 2017: 2). The same profession is expected to comply with certain ethical rules in the people who are stolen, as well as in the people they serve and the people they serve. The basis of the profession is human religions. It is necessary for the individuals in the same profession to obey certain patterns of behavior with each other and with the kiwi they serve with their relatives, according to professional ethics (Aydin, 1986: 72). Occupation ethics also brings the probation responsibilities together. The attitudes of those staff in the profession, the stolen, the level of organizational culture, the credibility of that profession, the prestige. In order to preserve the reputation, future, and respect of that profession, various sanctions and sanctions should be used for ethical behavior. The sanctions to be imposed must be effective, deterrent.

Professional ethics principles should show a higher ideal than ordinary moral principles. Professional ethics do not have criminal sanctions such as principles, law rules, but rather the conscience of professional owners. However, in case of deviations from the principles, penalties such as men may be the subject. For this reason, a professional ethic principle is always a personal *prima facie*. But at the same time, this personal principle is shared among the same professions. Hence, the principles of professional ethics are the principles laid down by a professional organization, not by the clergy (Aslan, 2001: 82-83). In short, professional ethics are the rules of the professions and the principles that are required by public officials when they fulfill their duties.

1.4. ABOUT ETHICS

Ethics is a systematic question about human behavior. The purpose of this questioning is to find the principles that will frame the movement and purpose of the human being. One of the ways in which systematic interrogation of human actions is known is deontology, which emphasizes people and their responsibilities. Given this framework, people are responsible for doing the right thing; they should also avoid from the side. For example, people should love their neighbors and respect their ties. Because people are rational, self-determining and free. Kant consists of these universal principles that must be adopted by humans (Moon, 2015: 39). In addition, Plato and Aristotle, the first two important names in the history of philosophy, are philosophers whose ideas and works continue and continue to be influential to this day. These two famous thinkers are addressing their ethical conception and explaining deontology and utilitarian approaches that are important in terms of ethics.

1.4.1. Plato

Most of the work of Plato, a student of Socrates and a teacher of Aristotle, is devoted to ethical ideals. Plato is an ethical character, an eudaimonist character. "Highest is good" is happiness. There are three important aspects of Plato's ethics: 1) the last provision of our moral actions, or the highest good; 2) Put on one person Good is the realization or virtue; 3) Wearing the community is either in the Gama or the state. In Plato, ethics and politics are confused, according to Plato, happiness is "the highest good," because man tries to reach happiness. For this reason, Plato is looking for a form of plunder that will provide virtue and happiness. Happiness, according to Plato, is to have "good". Good is a bee that everyone wants. According to Plato, everyone constantly strives to keep the good. Plato, however, takes the society rather than the individual into account when dealing with the problem. According to Plato, the highest is good, the combination of knowledge and pleasure is the unity of measure, beauty and righteousness.

Plato's ethic aims to achieve goodness and moral perfection.

Plato's ethical sense is also idealistic at the same time. The reason is that the ideas of justice and virtue express the perfection that people seek. To understand these ideas better, first of all, one has to understand the purpose of existence. The most respectful and noble wedding is the thought of your well-being, as it has been pointed

out in his "State" study of justice thought. The aim of being just, is actually aiming to be good. This is the most important purpose of human life. The existence of the gables does not depend on whether we think of them or how we make sense of them. According to Plato, ideals exist independently of our soul and our logic. Ideals such as justice are universal, and definitions are always the same everywhere that the Outgoing does not belong to us or in time (Yüksel, 2005: 52). According to Plato, the highest science is science, which is the subject of goodness, the idea. Truth and all other values can be useful if they lead to good man. Gates should know what this good is, unless it is known, there is no point in knowing who the gentlemen are)

1.4.2. Aristotle

First of all, it should be noted that Aristotle's ethics is an eudaimonist ethic as it is in Plato. According to Aristotle, science is the theory when it is searched for itself; It is practice when we are searched to put rules for our actions; PO is ethical when it is sought to create useful or good, good sirs. The highest practical science is the politics that all others depend on. Political science is divided into two parts in its entirety: ethics and politics Aristotle is ethical politics, and politics is a moral character.

Aristotle's ethics is the main idea of the beginning of Nikomakhos morality.

He finds the expression in his cliché. In this expression, Aristotle says that every art and every research, every action and choice tries to achieve any good; therefore, the good speaks of rightly being defined as each one of whom the Bra is aiming for (Aristotle, 1998: 1). In the book "Ethics in Eudaimos", Aristotle links a happy eruption to three forms of dehydration (which are the highest forms of dehydration). These are: Politics

Propagation, the spread of philosopher and pleasure is Gam. The philosopher's era is directed at research towards the truth, politicians act upon actions, and pleasure puts into consideration the physical pleasures.

Happiness is the best of the best of human beings. Plato stated that "good ideas are the source of all goodness. Aristotle is also good, its vineyard for man. He must be a target, not a vehicle for reaching an elective, other head for him. Plato and Aristotle are rationalist philosophers who have adopted the basic principle of their minds. Both philosophers are displaying an eudaimonist character in their ethics. Their

understanding of ethics is intertwined. Aristotle was influenced by his teacher Plato's ethical considerations and broadened and broadened these considerations. The differences between Plato and Aristotle are based on the idea that Aristotle emphasizes that Plato does not accept the theory of ideals and that ideals are not in another world but in the world we are living. The reflection of this thought in the ethical field led Aristotle to take into account the sensory world as well as the intelligible world (Eren, 2016: 59-145).

1.4.3. Utilitarianism

Utilitarianism is the doctrine that determines the good and evil by looking at the consequences of actions. There are two important types of utility. Actual utilitarianism, which is related to these, determines the actions by looking at whether each individual action maximizes the amount of happiness. For example, if lying in a particular situation brings more happiness than pain, a utilitarian lie is a morally appropriate act of lying. Rule utilitarianism is the rule utility. According to the rule utilitarianism, the general rules to be followed must be determined, and people who obey the rule will receive less happiness but obey these rules. The rules developed by rule utilitarianism aim to provide the greatest satisfaction for everyone. One of the greatest criticisms of this doctrine is the ignorance of justice. A situation that will benefit the vast majority of society can be a great social value for the minority (Yüksel, 2015: 167-212).

It seeks to evaluate the effects of one's behavior, without deciding whether or not someone is behaving ethically in the spirit of guideline guidelines. A behavior, if it is above the net benefit of your actions, is morally right. Utility theory assumes that one knows and knows all the benefits and benefits of behaviors. The coverage of all future net benefits includes any significant indirect effects. It is true that it is when a person gives the greatest benefit to everyone affected by it, including the one who makes it. Utilitarianism forces you to pay attention to the effects that many people will have on behalf of an actor (Kireli, 2017: 32). The ethical decision should maximize utility while minimizing losses (Turevin and Nelson, 2017: 80).

1.4.4. Deontology

Deontology "is a science that examines the moral values and ethics that must be observed when applying a profession. It is based on moral teachings, which

assumes that people have certain assignments, and examines the concrete manifestations of the duties and principles that arise from them in various professions.

The most well-known deontological theory was put forward by Kant. Kant (1724-1804) is a moral theoretician known for seeing solid deontology. Kant's ethical focus is on obligations regardless of the consequences. Kant,

Being conscious of creating privileges, he says that all people should be approached with respect. The only thing that deserves moral praise is the activities we do on our mission. It argues that morality does not concern happiness or compliance with God's commands, but must be based on reason. Kant deals with ethics, pre-determined rules, principles. According to Kant's "Categorical command," the basic card of the ethical characterization of an act is that it can become a universal principle. According to Kant,

(i) a human being should obey as much as possible, and this rule should become a universal rule; (ii) a human being should not use a person as a means to reach a conclusion only.

For an action to be moral, it must have the potential to become a universal law that is consistently applied to action. This action must be respectful to the existence and rationality of all people, and they must give up their gentlemen whom they can not make to their ties. It is not possible to apply an exemption for yourself if you are willing to accept a principle. According to Kant, everyone deserves respect because of being a person, a soda, a person. It is unacceptable that even a person is sacrificed for the sake of society (Handels, 20015: 179-183). Deontological theories are based on the principle of "Treat yourself to the sea when you want your ties to treat you like Kargi". Correct action is possible by choosing the right tools and possibilities, by following the right principles and rules (Usta, 2010: 168).

The theory of deontology, which comes from the Greek word deficit or duty and obligation; It is based on the idea that all people are educated and respected. Despite the fact that the followers of deontology maximize utility, some behaviors say that they should not be done (Fraedrich and Verel, 2015: 57). Utilitarianism accepts ethically correct if an action of the victim, even with death, creates more benefit than the other alternatives. Deontology, on the other hand, states that such an action is not right because it is contrary to individual rights and that adherence is not appropriate.

That is to say, in this approach, respect for individual rights accurately evaluates actions in accordance with the principle of justice.

1.5. MANAGEMENT ETHICS

Managerial ethics is an increasingly popular concept in our day. Those who voiced democratic society aspirations in Turkey, those who want the rule of law to be put to death, or even those who advocate for total quality management, emphasize the importance given to ethical principles in management. The management process is constantly taking decisions that are closely related to and affecting their ties; decision-making and politics will benefit everyone; the confusion of organizational and individual needs; the solving of the invasions on the Tekilde, where the interests of the organization and the individual will be observed; the value of your effort; the evaluation of those who see spindles as unbiased; the organization's resources are used to achieve organizational goals, not for a club or group; rights and responsibilities must be shared fairly. The functions that must be fulfilled in this process, whether single-level or rarely occurring, require creativity in solving problems and require some general rules to be taken as a guide. Gates sees a crucial element in the ethical principles that govern the behavior of viewers and that the good-bad, right-side differentiation is judged according to the very universally accepted criteria in terms of personality. Public officials are also in a position of justice, effective, efficient, timely, honest service and protecting the personality rights of patriotic mountains.

Managerial ethics is a culture of good and evil. From a positive standpoint, managerial ethics is the image of an honest individual joining together and becoming a part of the whole. Public stolen tasks can be evaluated as effective and timely tasks, on-the-job recruitment for which they are paid, and responsible behavior on their subordinates and superiors. Your managerial ethics also has a negative direction. The negative image of the managerial environment in the organizational setting is that public stakeholders must disrupt their duties as a standard in order to provide personal benefit or status. Examples of administrative corruption that can appear in different societies in different societies are in the form of many negative examples in the Turkish legal system such as bribery, corruption, corruption, revolt, embezzlement and official evasion. (Sağlam, 2017: 37). Managerial ethics can be examined and examined in three parts (Pehlivan Aydın, 2017: 18-25)

Personal Practices and Moral Issues: The ethical issues within this framework include ethical choices that managers do not have but that result in personal satisfaction and gain. Side-by-side use of resources, exploitation and sexual harassment are examples of this group.

Vocational Actions: This group includes ethical choices made by managers related to professional issues. Examples of favoritism and thrown stolen can be given as examples.

Diary of the Day Management: In this section, the use of power, the organization of individuals and individuals, the determination of correct values, whether the power is used fairly, and the justification of the applied elections can be considered.

In the definition of management concept, there is not a complete consensus like the concept of ethics. There is general acceptance that the management is a group of activities that emerged only with the presence of more than one person and that separated from economic activity in this respect. Management is used in a more efficient, more economical and better manner in order to achieve a predetermined and stated purpose. GÜ's principles should be taken into consideration in creating the moment of management ethics. (Ethical standards in public services must be clear and explained,

- Ethical rules should not be in conflict with legal regulations,
- Ethical guidance and counseling mechanisms should be established for public officials,
- Public officials should be aware of the rights and obligations of Kargı to unjust actions made to them,
- The contribution of politics to ethics and infrastructure should be towards strengthening ethical management of public officials,
- Decision-making processes should be transparent and publicly informed,
- The management system must be able to combat corruption,
- Management decisions and policies should be directed at improving ethical behavior.

SECOND CHAPTER ETHICS IN PUBLIC ADMINISTRATION

"If you rule only men with punishment, they will not do anything wrong; but they also have no sense of honor and shame. If you manage people with virtue and ethical rules, then they will have the feeling of honor and shame, and try to do right and good. "

Confucius

2.1. PUBLIC ADMINISTRATION AND ETHICS

Public administration is an objective law of law, with assumptions that actions are predetermined and rational; guided by legal and ethical concerns; the administrators do what is said to them. Management is the art of finding targets, managing people, adapting between goals and resources, searching for the future, reacting to the fluctuating and fluctuating environment of the market, and searching for "profit" opportunities (Yüksel, 2015: 195). Public administration is a managerial field of action in a way that realizes the public interest; on the other hand it is a scientific discipline that makes an object of examination of this field of action itself. (Walton, 2016: 3, Dencent, 2017: 360). The public administration area which is seen as essential to the executive branch of the state has a centralist and bureaucratic structure. Traditional public administration is structured according to bureaucratic, strict, specialist, written rule, official, division of labor and command unity.

The reason for the existence of the public administration is to realize "public interest". Public benefit is defined as any kind of public activity conducted in the field of administrative law, with the aim of confronting the daily needs of the society and ensuring the continuation of daily or daily life (Günday, 2015: 14). Public officials are also called for the human element that fulfills the production and services in the administration. Public officials fulfill these tasks by adhering to some principles. These principles define the responsibilities, authorities and codes of conduct of the personnel. It classified public officials' responsibilities as areas of ethical, professional, financial, legal and public responsibility. The focus of ethical debates in public administration constitutes these areas of responsibility surrounding the behavior of public officials.

When the basic principles of classical public administration are examined, there are regulations aimed at the same aim as those existing in ethical legislation. In a nutshell, honesty, impartiality and the prevention of illiteracy are fundamental principles for classical public administration. In this sense, it is not possible to say that the regulations established for

the Ethics Committee create a line of principles that does not exist. But it is also a fact that there are important changes that require the formation of ethical legislation and new concepts produced by this. Economic restructuring, with a series of technological, political-social restructuring, is affecting each other and affecting each other, revealing my intense interest. This has affected the organization and improvement of public administration as both discipline and application area. I have been concerned with organizing and redefining the values systems and principles that affect and direct the good. This is my whole affair with the state structure, the field of activity, society, , a comprehensive and radical "restructuring" of the methods of service, the roles and stakes of stolen persons. (Eryılmaz, 2014: 55).

It is a fact known that the classical public administration can not meet the needs and the days are getting harder to fulfill the basic principles and values. It is not possible to say that society's needs and the public interest in this context are completely confounded in classical public administration. There are swans and distrust of public administration in society. Critics of classical public administration are not new. Weberian bureaucracy, which is a form of classical public administration organization and bureaucracy, has been screened for the reasons that it develops discipline, pressure and control culture in organizations, lacks flexibility, attaches importance to the results, and prevents entrepreneurship, creativity and participation (Eryılmaz, 2004: 55).

Especially after the economic crisis that took place in the 1970s, in the 1980s, public administration was suggested to be restructured,

It has been linked to gestures. In line with this vision, "new public administration management" was born and implemented. New public administration means the implementation of private sector management practices and techniques in the public sector and the formation of a public culture based on private sector culture (Çökün, 2003: 40). This is the agglomeration; efficient, transparent, transparent, flexible management that focuses on performance, output, market-based, customer-focused, flexible, local governance. Ethical leverage in management is also a product of this new public administration moment model. With the new public administration moment and postmodern postmodernism, many new concepts have been used; I am directing, the network, the concepts of decentralization and ethics.

The necessity of Ethical Management: It is seen that the reason for the collapse of political, social and economic structures that fed global crises is degeneracy seen in the

adoption and application of universal moral values. For this reason, the development of a healthy state structure; political, social and economic building of universal moral values to feed each other at the point of transmitting these values. The impact of corruption on the world-wide scale, and thus the deterioration of trust in public administration, allows for the search for ethical management in the management of public service delivery (Long, 2011: 36-37). The fact that ethical consciousness exists in all areas of the state administration is one of the best manifestations of this management system, and this consciousness has settled in the countries of origin. There is a consensus that in developing countries, ethical consciousness should be placed in order to ensure that I come to the political, social and economic field.

The inefficiency and inefficiency of public administration reduces the motivation of public officials, the public's confidence in the state, and the quality of public service. One of the most important conditions of effective management is to provide ethical management; thereby ensuring efficiency, efficiency and quality in government administration. This legitimizes the purpose of the state to exist, a more reliable state emerges. When the public morality collapses, or when the homeland is in a position to think of it, the weighing in this regard is suppressing the political agenda. A high level of morality in democracies allows the weighing of the content of public policy to be carried out safely. Ethics in the public are very important. It is in this sense that Baka is more important than any subject (Trompsan, 2015: 256).

Factors such as growing demands on democracy and the demands of democracy, the speed with which we are in the technology and transmission sector and their influences on the influences of public service production, the expectations of those who benefit from public services, and the demand for participation in management and decision-making processes play an important role in shaping the new public administration. From this point of view, public administrations must be transparent, open-minded, share-laden, process-oriented and focused on outcomes, who form policies in cooperation with different social actors, focus on locally governed, participative and accountable, sensitive to ethical and corruption issues, have flexible and dynamic organizational structures (Nohutçu ve Balcı, 2013: 18), which takes into account performance, sensitivity to citizen wishes and expectations, and uses information-transmitting technologies to the utmost in service planning and presentation.

The new public management moment is an expected management approach. Such a management is open, transparent and participatory, and at the same time is an administration required by the society because the accountability mechanism is active. In such a management

system, the Ethical Mountain Acts leave the Circuit Mountain, the Ethical Mountain acts at a lower level. However, although the moment of new public administration has been mentioned, this management moment has not yet been filled in and has not been made effective. It is not easy to give up the bureaucracy, the paperwork, the status quo. For this reason, there is a need for a mechanism and a system to provide ethical management.

Today, the Ethical Mountain, which emerges in any organization or organization, can share with the public very quickly thanks to technology, action, and technology.

This will cause considerable damage to the public or the organization concerned. From this point of view, both the managers and the stolen people have responsibilities such as "keeping it clean" in their corporate name Kargi. The fulfillment of these responsibilities necessitates an ethical management infrastructure that will enable individual behavioral diversity to be transformed into the Dedication required by the performance of the institution and at the same time to ensure the preservation of corporate reputation (Long, 2011: 38).

On the other hand, the ethical acts / situations that are stolen in the workplace are becoming a source of stress for them. It has been argued that the manager is not responsible for the unfair sharing of the burden among the employees, the psychological violence application to the employees, the application of the policies or processes which should be applied throughout the institution in relation to some units or other kiwis, the taking of bribery, the use of intimacy, It raises. An ethical management system, established in organizations, will also provide guidance for managers and stakeholders in how they should behave, thus providing a platform for the elimination of possible "sources of ethical stress" at workplaces (Long, 2011: 38). As a result, effective, efficient, fair, open, participatory, performance-based and result-oriented ethical management is a must.

"Economics, efficiency and effectiveness" remain important as the so-called "3E", regardless of the position of a country in the public administration and managerialism. However, it is clear that countries have given more and more priority to the "ethics" issue, which is the fourth "E". Proper behavior has always been prerequisite to good governance. OECD (Organizer for Economics Co-operation and

Development countries are becoming more and more important, because of their well-behaved and ethical behavior. This point will be the culmination of public administration reforms and indeed the confidence in the state. This requires the establishment of an effective ethical infrastructure (OECD, 2003: 13).

2.2. THE ESTABLISHMENT OF ETHICAL AND ETHICAL PRINCIPLES IN PUBLIC ADMINISTRATION

Today, concepts of public administration ethics and management ethics are used synonymously with the concept of "administrative ethics" in English. Public administration ethics expressed in terms of concepts such as "business ethics", "organizational culture", "public administration ethics", "administrative ethics" in the public administration literature is a form of morality which is nurtured by a certain public organization, (Bilgin, 1997: 2).

The concept of ethics in public administration is made up of the principles and rules of the state of government. Ethics in public administration examines the ethical problems encountered in the presentation of public services, in the behavior of public personnel, and in the use of public resources. Ethical management; effective, efficient, reliable management. Ethical values and principles are very important in the effective use of public resources and in the realization of public interest. As is known, ethical behaviors in management, behaviors impair the trust in the state, governance, and legal order. This, in turn, lifts strong, credible state beliefs. For this reason, ethical principles in public administration are very important, and this importance is becoming more and more active, and national and international field ethics work is accelerated.

Ethics in public administration is not just about how the constitutional structure of the state should be, or about the quality of service that public officials give to fulfill their obligations arising from the law. Of course it deals with the elements of institutional structures in order to be able to decide the acceptability of the quality and standards of the institutions, but more generally examines the quality of the government and the administrative organization. It therefore makes inferences about the professional standards of all institutions and bodies of the mind (Çapman, 2013: 1). These deductions are spread throughout the whole collection.

Ultimately, public service is carried out by public officials who reflect the value proposition of the community. Ethics in public administration is one of the most important topics covered by political science (Cooper, 2016: 1-3).

It is not an ethical situation in public administration but an activity. It is not only the support of ethical behavior, the list of rules that must be followed, or the determination of a status to be reached. It is a governance process that is at the heart of the good of the state and is always ongoing; It is very important in the grief and evolution of the administration. Two

main factors play a role in the behavior of public officials. One of them is laws, and the other is ethical values. Legislation externally identifies and supervises the behavior of public officials, while ethical values govern internally and supervise what they behave. In addition, laws and regulations that play a role in the determination of the conducts force public officials to act in the public good direction. From this viewpoint, it is possible to define the public administration ethic as the conduct of all kinds of public stolen acts according to the law, ethical codes and various rules. When the behavior of the public officials is considered as the internal determiner, public administration ethics means the actions of public officials by taking reference to individual moral values It comes. What is important in this perspective is the level of moral progression of public officials. (If the attitudes and behaviors of the public officer are not connected with ethical principles, these behaviors will only become difficult if they remain in the moral and conscientious dimensions. In such a situation, ethical management will not be expected, and principles like justice, elitism and responsibility will cease.

The state is composed of legislative, executive, judicial organs, these bodies fulfill their duties through public personnel. For this reason, the duty of public personnel is very important. Public staff should act responsibly towards collecting. The public person holds many powers on behalf of the state, so he must use that power in the best manner on behalf of the state in the name of society. The public must fulfill its duty in the best and fairest manner as it carries the responsibility of the community. Otherwise, state administration will suffer from foundation and the efficiency and authority of the home state will be damaged.

In order for public services to be more effective, to provide better quality services, corruption in public administration, bribery and individual interest were influential factors. Increasing ethical behaviors, especially bribery, corruption, favoritism, and embezzlement have brought the issue of ethics in management into the agenda and promptly sought to take measures. The level of development of the countries, the quality of the services is primarily an ethical management. Ethics will prevent the use of your public power in the form of pleasure. Ethics provides trust to the state, institutions and public personnel only when practiced effectively.

The 20th century, characterized as the age of functional growth of states, has been the scene of extensive, rapid and global changes. The mentioned transformation is not limited to technology alone; social structures and institutions, human behaviors, and values that determine their attitudes, have undergone a fundamental change and are in transition. This

transformation, also referred to as the "capitalist restructuring process," has led to the need for a universal state reform and has become a priority everywhere, including corruption-free, transparent state, the most developmental and democratic societies. The need for restructuring of the state; one is to give full effect to the rule of law; In addition, unethical behaviors experienced in public administrations were defined and socioeconomic factors that pushed the public manager to this behavior were determined and solutions were suggested to be proposed.

- For example, many suggestions have been made in this sense.
- New laws have been put in place to control ethical imperative behavior,
- Establishing an effective control system by establishing a research and investigation system,
- The reduction of the existing pathological practices in the bureaucracy,
- The establishment of a fair rewarding scheme by resolving the wage imbalances,
- In accordance with the placement of the opening principle in managerial actions and actions,

The creation of an environment of condemnation and oppression in the social sense and the struggle with the media, especially the media, with unethical behaviors and corrupt practices.

Ethics in public administration; the use of certain methods such as the behavioral rules, processes, and the form conditions that public administrators should set forth are antagonistic. "Administrative ethics or public administration ethics consist of a set of principles and standards that include both positive actions that should be both avoided and encouraged in all kinds of actions and transactions of administrative institutions and organizations. It is necessary for ethical public administrators in public administration to comply with decisions while conducting public services, moral principles and values such as impartiality, honesty, social justice, transparency, accountability, and public interest are all related to this. The governance that embraces these principles and values and applies them in their decisions and processes is called "ethical management".

External factors affecting the formation of ethical principles; general ethical principles, social factors and legal structure. General ethical behaviors that are accepted by the community include: being honest, not stealing, and not acting contrary to the right. These

behaviors are generally seen by society as ethics and behavior. On the other hand, the culture structure of the society has a very important place in the formation of ethical principles. It is already difficult for the society to adopt that collective ethics that is contrary to the cultural structure. But ethical principles that are compatible with the culture structure of the society become more effective and applicable. Law codes are a source of ethical values, reveal ethical values, and set ethical principles from ethical values.

Ethical rules are traditionally spontaneous; but then the law becomes a rule. The code of ethics is now written and systematized in the name of ethical codes of behavior (the ethics of KontosTa). Various international bodies are working to systematize and document ethical values in politics. For example, the OECD, GRECO, Transparency International, the United Nations (UN) are conducting research and publishing reports on ethics. (Yuksel, 2016: 619).

Internal factors affecting the formation of ethical principles are organizational structure and characteristics of employees. Organizational structure leads to non-ethical behaviors such as centralization in an organization, red tape at an extreme level, lack of duty, lack of transparency, pre-screening of confidentiality and excessive bureaucratic structure. However, it is a management body where functions and authorities are clearly defined and defined, that transparency exists, and that central and remote bureaucratic governance is subject to ethical principles. Employee attributes also influence the formation and applicability of ethical principles. First of all, the manager has to comply with ethical rules. In this case, however, employees may be expected to comply with these rules.

2.3. ETHICAL PRINCIPLES IN PUBLIC ADMINISTRATION

Ethical principles in management have a wide range of qualities that affect the development of high standards of behavior, bringing peace of mind, confidence, prevention of conflicts of interest, impartiality, and justice. It is a general expectation that public officials internalize some ethical values regarding their areas of responsibility and act accordingly. In this context, certain ethical principles that should be dominated by public administration can be listed as follows:

- i) Public officials must be legally responsible and accountable for their mission.
- ii) Public officials must be in attitudes and behaviors to ensure public interest, and therefore, some powers they possess should not work for their own benefit.

iii) Public servants must be dedicated to the realization of the public good and be fair, honest, open and tolerant in doing so.

iv) Public officials should be able to take responsibility for their actions and respect for democratic values.

v) Public officials should make ethical values prevail over organizational prejudice and make decisions based on ethical values (Suvana, 2017: 155).

Ethical principles are elements of complex human and social relations that distinguish good and bad from each other (Baydar, 1995: 449). Principles that are in public administration and that must be followed:

- Justice, - Elitism, - Honesty,
- Impartiality, - Responsibility, - Human rights,
- Humanism, - Commitment, - Supremacy of law,
- Love, - Tolerance, - Secularism,
- Respect, - Commitment, - Democracy,
- Positive human, - Openness, - Rights and freedoms,
- Do not give your right to labor, - Resist the illegal order

Equality and Justice: Equality recognizes the nature of benefits as a principle integrated with the concepts of honesty and justice, including the determination of the limits to be applied in the distribution of services (Pehlivan Aydin, 2017: 48). Equality provides an integrity through the concept of justice.

Justice, on the basis of equal social conditions and possibilities, is defined as an ethical and legal principle which envisages the development of all people freely and versatily, the recognition of all basic fundamental rights and duties, and the security of one's virtues in society and in all members of the society. Aristotle that is, the property that allows people to be or to do justice and to justify things. "However, the hue that makes people want injustice or desperate things is" injustice ". An unjust person is a person who does not respect equality, does not obey equality, observes equality, which is in conformity with the law and justice law. Justice is the virtue that carries most of its own purpose. In this context, personnel working on the management device should behave fairly while serving and managers and managers must

equally distribute the duties, authorities and responsibilities in management and behave in accordance with the law (Pehlivan Aydın, 2016: 58).

Impartiality or objectivity: Impartiality or objectivity is the ability to see things as if they are individuals or objects, and to distinguish them from the images they create with their individual desires and fears. Hence, it requires the use of the mind, not the feelings. Public officials should act in accordance with this purpose and mission for the purposes of their institution for the interests of the institution in which they work, the peace and well-being of the society. When doing so, they must act within the framework of impartial and honest rules. When public officials perform their duties, they must fulfill their duties within the principles of justice and equality without regard to religion, language, race, sect, gender, political opinion.

As a public official, managers have an obligation to act in an impartial manner and to provide impartial service in their relations with citizens or subordinates. The fact that the managers act side-by-side with their subordinates, even more importantly, for the employees to take a closed attitude in their relations with the manager, causes the feelings of justice and trust to be damaged (Pehlivan Aydın, 2017: 51). In legislation, the way in which some services are to be provided is specified in detail, while in others, only the general principles are specified and the regulation of the details is left to the management. In this case, public officials are authorized to choose between certain options. It is necessary for public officials to use this appreciation authority known to them in accordance with the principles of impartiality, impartiality and equality, in the direction of public good and service requirements (SEN, 2015: 38-39).

The KGEK Regulation for ethical management in Turkey has regulated this issue. Article 9 of the Regulation states: "Public officials; they act in accordance with the principles of legality, justice, equality and honesty in all their actions and transactions and they can not discriminate on the basis of their language, religion, philosophical beliefs, political opinion, race, sex and so on while performing their duties and services and are in contravention of the human rights and freedoms and prevent equality of opportunity and can not be found in practice. Public officials use discretionary powers in accordance with the principles of impartiality, impartiality and equality, in the direction of public good and service requirements ".

Responsibility for accountability or accountability: Although this concept is more financially prominent, it has a self-contained content. Australia, the United Kingdom, Canada, and so on. The principle of accountability in the Law on the Establishment of the Ethics Committee of the Public Officials in Turkey is as follows: Responsibility of the administrators of the Public Employees Ethical Behavior Principles (Sector, 2016: 269-270). Accountability is a relationship based on the obligation to undertake and disclose a specific performance within the framework of agreed objectives (Aktan, Vecakaya ve Dilyici, 2016: 169). Being able to respond to the person concerned about the use of authority and responsibilities of an institution's officers can be explained as the need to act on that side and to take responsibility in case of irregularity, failure, inadequacy or irregularity (Arcagök and Erüz, 2016: 39). In order to be able to talk about accountability, the following conditions are required: First, accountability is external, against an external authority. Secondly, it involves social interaction and reciprocity, one of the parties responds and corrects the other, the other responds and accepts sanctions. The third means the adoption of the rights of the authority, including the rights of the superior authorities on their subordinates (Balci, 2016: 116).

It is defined as the obligation of public officials and bureaucrats to account for top management in administrative administration (Aktan, Aghcakaya and Dileyici, 2017: 171), as far as the concept of managerial accountability is concerned. The most effective method of supervision of administrative actions and transactions in terms of conformity, regularity and purposes with the law is to control these institutions and organizations by their own structures. Through this audit, the public accountability mechanism is operated by asking about the actions and operations of public officials using public power and authorities (Gül, 2017: 78). Managers must take precautions in a timely manner that their duties and authorities require to prevent transactions or actions that are inappropriate for the purposes and policies of their institution. Administrative public officials must take the necessary precautions to prevent corruption of personnel under their command. These measures include; applying legal and administrative regulations, conducting appropriate training and information, being careful about the financial and other difficulties faced by the staff, and being an example to their staff through personal behavior. Administrative public officials are obliged to provide appropriate training on staff ethical behavior principles, to monitor compliance with these principles, to monitor incompatible experiences and to guide ethical behavior (SEN, 2016: 79-80).

In the most general sense, the responsibility defined as the fulfillment of a specific task in terms of quality and quantity is perceived as a person charged from the outside

(Pehlivan Aydin, 2016: 51). In other words, professional and ethical criteria and the creation of these criteria is a concept that can also be required. Responsibility is also the fulfillment of a specific task.

Openness: In the old expression, "publicity", "publicity" and "obviousness" mean that a thing is not hidden, but is considered. Openness, at the same time, means clarity, strength, uncovered and smoothness, not being closed, being understandable. The concept of openness is expressed in terms of "administrative openness", "transparency in management", "daylight management", "open management", "administrative democracy" in management science. Openness in management also implies participatory management. In open governments, the public may have a say in taking decisions that concern him / herself. Openness in management, trust in management, safety, honesty, even a statement of success. On the other hand, it means that the management is open to accountability, criticism and debate about the actions taken by the managers. It is generally accepted that the most effective control in the supervision of the public administration can be done by the governed. Methods and practices such as openness in management, participation in governance, improvement of the representative nature of public administration constitute the contemporary tools of such supervision.

It is accepted that there are three main elements of openness in management (Özay, 2016: 25): The first is that the management's decision-making mechanism is connected to a certain "procedural" in advance. It is imperative for administrative clearance that this procedure is not a "general administrative procedure" that applies only to certain types of transactions but to all administrative transactions. In terms of certain transactions and decisions such as expropriation, bidding and taxation in Turkey, such a procedure is foreseen in special laws, but the general regulatory processes and decisions of the management and the procedures to be followed when doing individual transactions are not certain. Therefore, the rules of procedure that the management shall have to obey when carrying out all the transactions are to be determined by a general and single law and must be known by all. As a matter of fact, such a law was made in Austria in 1925 and set an example for many Western countries. The second element of openness in management is "freedom of information". The general administrative procedure law may not make much sense in places where there is no possibility of reaching the information in public administration. However, "freedom of information" must also be provided. Although there is a legal arrangement on the right to information in Turkey, a general "administrative procedure" law has yet to be found. The

third and final element of openness in management is that the meetings the council makes to take decisions are made "open" or open. The United States of America (USA) issued the "Law on Daylight Management", which gave the system a name from 1974 to 1976. Today, there is not only the possibility of reaching information and documents in the American management system with only predetermined "procedures" but also the ability to observe the opinions of the collective decision-making bodies of the people and to explain their opinions. The superiority of the American management system lies here.

It is known that one of the traditional features of public administration is reluctance to share privacy and information. They are obliged to comply with the rule in the case where decisions are made in a secret environment where the government does not see governance and sharing, the state determines everything. Information is not shared with the public, the public is not conscious, and things are carried out behind closed doors. The times when the secrets in the administration were experienced intensely, the opinion that the administration could work more efficiently in the legitimation of the confidentiality was suggested, the state was superior and the understanding of the protection of the state was dominant.

It is assumed that managers can perform their work better and more efficiently if they do not intervene. However, the development of technology, especially communication and communication, the importance of information in today's information society, the increase of the level of education and knowledge of the people, the increase of the press and broadcasting organs, the pressure groups have become more effective and Weberian bureaucracy has been removed from the center. Closed, hierarchical management has left its place to a more participative, clear, understandable management. When there is clarity in a management, it shows confidence, belief, reality in that management.

From the second half of the 20th century, the concept of openness in management has begun to mature in parallel with the increase in the socio-cultural field intervention of the state, the unethical situations encountered in management and the level of education, and the technological environment. Thus, the public administration is responsible for it and accountability becomes inevitable. This has led to a shift from the notion of secrecy, seen as a need for both public and individual security, to the right to obtain clarity and intelligence as a means of controlling and accountability by the public

Truthfulness: In the delivery of public services and activities, officials who provide services and events must act with integrity, honesty and service in a clear and open manner.

At the same time a personality, Truth, means to be honest with Aristotle, and both express virtue. According to Aristotle, although the law is unsatisfactory, it may be a person who does not fulfill his letters in contradiction, if he helps him. (Thus, it is stated that this right is a virtue that is not linked to objective situations or is accessible and valued by the individual, but the laws or codes describing moral behavior are the means that can be used to guarantee and guarantee correctness.) Honesty (Steinbeng and Austern, 1995: 119).

Effective use of resources: Public resources are not in their interest, but require "effective resource use" in terms of corporate objectives and public benefit. In order for the institution to be most effective, human and material resources must be used in the most effective manner. Efficient resource utilization; in place, at a sufficient level, without exaggerating and thus without waste. In short, it is the minimum cost to provide maximum efficiency with scarce resources.

It is recommended that the money, items, materials, equipment, human resources allocated for knitting and timely use in accordance with the time required and the public interest in this way not be overlooked. In addition, the ethical qualities of governance; Entrepreneurship that combines courage, honesty and objectivity (Morcher, Nemer and Simmons, 1998: 168) with primary, compassionate, sympathetic, just blending the spirit of the people and ensuring continuity in the face of danger. Effective use of resources increases the prosperity of the country, positively affects the development level of the effective quality production country at low cost. That means raising the standard of living for people. The use of public goods and resources in accordance with the KGEK directives in Turkey has been expressed as follows: "Public officials, public buildings and vehicles and other public goods and resources can not be used or used outside of public purposes and service conditions. These statements in the KGEK Regulation are not clear enough, clear and comprehensive.

2.4. ETHICAL BEHAVIORS SEEN IN PUBLIC ADMINISTRATION

In addition to the determination of universal ethical principles in administration and their applicability, the implementation of established principles can be troublesome. Indifference is the factor in determining the principles. At this point, these troubles are considered as unethical behaviors, and the question of what they might be is also important for all administrations and organizations. It is an important source of distress, which continues to exist, as long as there are unethical behaviors, governments and organizations, and the daylight from the past, especially in proportion to the level of development of the countries. In

developed countries, unethical behaviors are less common than in backward countries. In countries with high levels of unethical behavior, this is an important barrier to development and development.

Just like people, institutions benefit from their values. They are the values that are expected to direct or direct the actions and practices of public officials, who are actors of institutional behavior in the public sector. In order to reflect these values into practical use, it is necessary to establish a healthy "ethical management" system. Ethical management; an understanding that keeps the basic universal values such as righteousness, honesty and respect for the rights at the center and works to shape the future with this view. Efforts and efforts to approach the behaviors of the people employed in the administrations to the behaviors expected towards the institutional targets and to interact with the actors constituting the external environment with a primitive and trusting attitude make it mandatory to take the ethical management studies in the administrations at strategic level (Uzun, 2011: 34) . Conformity of public administration with ethical understanding damages the confidence in the state in the society. It causes public institutions to lose trust in the law, democracy and managers. Unethical behavior; poverty, unfairness, costly production, inflation and budget deficits, in short, depriving public officials of the state and all public institutions and entities with it, to lose their legitimacy.

Non-ethical behaviors may mainly include the following activities (Rosamund, 1996: 342): i) Activities that are against the legal norms of an ethnic country and which are therefore subject to punishment by law. ii) Activities that conflict with the basic moral norms on which society is based.

(Aktan, 1993: 429) defined as the actors (voters, politicians, bureaucrats, oppressed and interest groups) who take part in political decision-making mechanisms to engage in behaviors and actions that violate the existing legal, religious, moral and cultural norms in order to provide " "Political corruption" is expressed as an umbrella term that includes corruption (Aktan, 1997: 1064). The basic characteristics of the concept emerging in the political decision-making process (Aktan, 1993: 430) are:

- The emergence in the political process,
- The emergence of political exchange (the actors involved in the political process in relation to each other)
- The use of public authority and power, contrary to norms and rules of morality,

- The inclusion of the same and / or a cash benefit, that is, the actions and behaviors of providing special benefits to the public interest,
- The fact that it is often confidential, but in an environment of tolerance,
- Over time, it has spread to all segments of the society,
- To cause democratic institutions to lose their function over time,
- It can exist in different sizes and types in all state systems.

The centralization of the political-managerial system limits the functioning of governments, as Turkey or elsewhere, too, is a decentralized, unidirectional management system. Rigid, centralized bureaucratic structures bring with it the growing of organizations, and as the organization grows, the burden of duty and duty brought by paperwork and bureaucracy increases. Public officials in key positions do not want to share their authority, and all authorities demand their own collection. This results in a management system that is far from efficient and efficient, which is difficult to control. All this invites the administrators to see unethical behavior. In order to prevent unethical behavior, an "ethical institution" should be established, with important and effective sanctions, which will contribute to the improvement of the management structure. The "Ethics Committee of Public Officials" established by Law No. 5176 dated May 25, 2004 is an important step. However, making the Institution an effective authority to enforce sanctions may enable it to serve the purposes of establishing the Institution.

Many areas of activity and topics that are not known at all are becoming areas that the state is interested in, conducts or intensively organizes. Socioeconomic development, technical innovations, social needs, ideological and political pressures have widened the mandate of the state and caused it to grow structurally. With the growth of the state and the increase of the burden, public administration has come to the forefront.

As a citizen, the public has become a bureaucratic structure in which public administration is a powerful and troubling organization and as a customer it functions inefficiently. (Eryılmaz, 2017: 92).

Unethical behavior is often confused with corruption, which can only be perceived as corruption. According to Yuksel (2017: 72), ethical violation is a far more comprehensive concept than corruption. As is known, corruption of any kind is an ethical violation. However, every ethical violation can not be regarded as corruption. Nonetheless, corruption is often understood when it comes to unethical activities in the public domain. For example, it is

arguable that the appointment of an imam, a provincial civil servant in the mufti as tourism provincial director, should be considered as corruption, but it is clear that there is an ethical violation here. Indeed, the emergence of corruption is related to not complying with ethical values.

Unethical behavior is an important problem area in public organizations and organizations that must be taken precautions in all organizations. However, to prevent such behavior, it is not enough to set up committees, to set principles. It is also necessary to support their effectiveness with sanction. The education of the public officials and the thought structure are also influential in the formation of these behaviors.

Frequently encountered unethical behaviors in public administration can be described as: bribery, extortion, illegal acquisition, smuggling, abuse, embezzlement, misappropriation, abuse of authority, favoritism and discrimination, negligence, patronage, , bad habits, actions such as gossip and practices.

2.4.1. Bribe

Bribery is the benefit of public officials in the supply of public goods and services, in the form of money or other forms of benefit, by privileged work or transactions to the persons or institutions they are dealing with by abusing their duties and powers (Aktan, 1997: 25). Bribery can also be referred to as "the type of corruption" (TODAIE, 1998: 214), in which people with the power to make decisions or to trade, in particular, take advantage of the advantages they provide to citizens, or sometimes receive money or gifts or prompts for expediting or simply refusing to process. It is the people who are considered civil servants and civil servants of bribery and bribery offenses. For this reason, crimes of bribery are crimes committed against the state administration, "the state has made a commitment to fulfill public services and has paid a salary against it. The officer has abused this assignment first of all by taking bribes. "The placement of such a thinker in a citizen raises a distrust of the state administration. It hurts public interest because the state is bad for its reputation. Since the state system is democratic or totalitarian, the attitude towards the memorandum has not been changed in this respect (Mumcu, 1985: 16).

There is a perception in the society that public officials in many institutions are not performing their duties without bribes. It is also common that public officials do not do the bribery of the normal course of action. The reason for this is again the general tendency of the society. Because the increasingly unethical processes continue to arise from the fact that the

society is looking at it. Everybody's thinking about their own interests causes social corruption. As a society and an individual, some unfavorable behaviors are not silent, and unethical behaviors have the ability to close. In this way, the system will disable the negative behaviors on its own.

The concept of bribery refers to the use of public officials to abuse their duties and powers in the supply of public goods and services, to give preferential treatment to persons and institutions to whom they are addressed and to obtain a benefit in this form of money and / or other forms. A shorter description, bribery; the abuse of authority and duty for personal benefit. (Aktan, 1991: 53-54): i) Mission and authority can be abused as quicker and faster fulfillment of public transactions in accordance with the law. It is clear that some people here are privileged actions against others. It is an example of this subject that a person who is entitled to a driver's license is provided with a benefit in monetary or other forms and his driver's license is given in a shorter period. ii) In case of non-compliance with the law, in other words, if a public transaction forbidden by law is made for a benefit, the duty and authority shall be abused. For example, it may be possible to provide a driver's license for someone who is not legally entitled to obtain a driver's license, or who has not even been given a trial for it.

Above is the "first bribe" (light bribe) and the second "defective bribe" (heavy bribe) in order to provide a benefit as a result of abuse of the first type of duty and competence. Without demanding bribery, the public official is in "active surveillance". This situation, which can be called "active bribery", can also be regarded as a kind of "tribute". However, the distinction between bribery and tribute is not always clear. For example, it is possible for a public official to refer a bribe proposal to someone who is obviously without money or other interest. For example, paying bribes (bribing bribes) for someone to take goods from duty and finish someone before the normal time of the transactions; (Berkman, 2013: 23-24), if the customs officer is intentionally slowing down the proceedings or is clearly asking for money in the face of the threat that it will create a problem.

There are two types of bribery in terms of economic dimension. , the demand for a service is increasing if the demand is large. The bureaucrat who distributes part of the increased rent to the service and the rest is the user. the second, the bureaucrat, who has the power to make decisions despite the fact that it is bigger than the supply, does not offer the whole of the supply but uses it to make profit for itself. Bribery is a political and administrative exchange with the participation of the two sides. However, this is a type of

exchange that is illegal, at least not allowed in terms of "public conscience" and social norms. In this exchange there is a act and a counter-act that produce a result in favor of both sides. This is the bribery market with the tendency to act and counter-act and the confrontation of its behavior. However, the exchange tendency here does not occur in visible market economy. For this reason, both the market created in violation of laws and norms and the price formed in this market are illegitimate. In addition, bribery can also be carried out through some specialized business followers, business bureaus, some traveling politicians and bureaucrats. In this case, a certain part of the bribe is paid to the persons and institutions that have the means. In short, in the case of corruption, which is expressed as "expensive administration" for the country, it can be expressed as a managerial string where things are not seen without bribery, the meaning of the citizen paid by the citizen is lost and the bribery given is a second payment for public services.

Causes of bribery: The factors that play a role in the emergence of bribery are socio-economic structure and level of development. Economic resources

The shortage of opportunities to use encourages bribery. The scarcity of opportunities and inadequate economic development encourage bribery of people to take advantage of scarce opportunities, while encouraging public officials to bribe them for better opportunities. Along with the change in socio-economic structure and the acceleration of the economic development process, potential resources and opportunities increase, thus creating a suitable environment for the processing of the bribe mechanism. However, one of the points that should be emphasized here is whether competition exists in the sharing of potential resources and opportunities. If competition exists, it can be considered that the subject and scope of bribery may be narrower. Competition can provide mechanisms such as press, public opinion, and legislative control to become operative. The second reason for bribery is the reasons for the cultural structure. Cultural production supports bribery in two ways. First, at the end of the above-described historical formation, our cultures have included "sayings" such as "the fish that holds the honey", "the sea of the state, the pig that does not eat it". These "sayings" were joined by people who came to the highest authorities of the Republic of Turkey a few more years ago, with the words "my memorandum knows how". Thus, our "social values" have almost been promoting bribery. Secondly, the cultural structure is not functional in the prevention of bribery. This reflection is that the concept of "public benefit" has not developed in the form of a "citizen consciousness". People who left the concept of "public benefit" to the "big" with the concept of "servant" in the Ottoman period were able to reach only the

consciousness of "their individual interests" while promoting "citizen of the civil servant" in the Republican era but also the source of the infrastructure needed for individual interests to make sense (Kongar, www.kongar.org).

The third reason for bribery is administrative reasons. It can be said that the bureaucracy is seen more in the countries like Turkey where the central government is the judge, the local governments are on the back, the bureaucracy and the paperwork brought by it is intense. In countries where centralism is dominant, everything is left to the hands of public officials, senior executives, and transactions are out of the knowledge of the governed ones. Because the system is self-controlled and can not be supervised. Sometimes this is done under the name of democracy.

Although some countries seem to be governed by democracy, the true face of the system is different. However, if democracy is supervised by the administration, bribery incidents and other unethical behaviors are less common. In addition, status quoism is one of the most important and effective reasons for the emergence of bribery and confidentiality and closure in government. Although centralized administrations and countries where the status quo is intensive have established control mechanisms for unethical behaviors, they will not be able to establish an independent control, and the system will again function in favor of the central rulers.

Bureaucratic structure is also a title among the causes of bribery. The bureaucratic structure causes bribery and corruption to spread in four different ways. First, this structure has been abandoned "directly to the public" because of the lack of public inspection, that is, the citizen initiative. secondly, as stated in the section of the legal structure, the whole system is prohibited, as the state is based on the insecurity of the citizens. There is need for assistance and support even if it can be carried out "normally". Third, the standard of living of civil servants is very low. In addition, real wages tend to fall over time, not increase. Because the implementation of the inflationist development model chosen by Turkey is destroying the burden of development on the citizens with a fixed income. Fourth, both cultural and political structures encourage officials to bribery and corruption, which makes the bureaucracy entirely dependent on bribery (Kongar, www.kongar.org). Increasing the development of countries, saving them from backwardness, it is necessary to remove the causes of the corruption in order to increase the utility and justify the rule of the rulers. In order to prevent bribery, the understanding of society should be changed first, citizens should be informed about democracy and citizenship rights should be grasped as individual. Citizenship consciousness

should therefore be improved in public supervision and in public awareness. An open and transparent state must be ensured in an efficient manner.

2.4.2. Receiving Gifts

We will discuss here the purpose of the subject, public officials on the road (SEN, 2015: 361) to investigate donations made for the purpose of personal use and gifts assessed in conflicts of interest, which can lead to corruption, which can lead to corruption. Donations made for gifts and personal use are not coincidental to the "booby trap". As it is known, traps that are prepared subtly, are not suspicious, are thought to be dangerous, and are attractively used to attract victims, are called "booby trap". manufactured, or adapted for unexpectedly passing, killing, and injuring a person in an apparently harmless way or touching an apparently harmless object or performing an apparently safe action, according to (SEN 2015: 361) It also comes in the meaning of various devices or materials. A public official who cares about ethical values does not take bribes or provide any personal benefit. Conversely, he or she may accept donations made to him or her for personal use or gifts that can be regarded as innocent, harmless and non-threatening at first. Already in terms of traditional values, it is not welcomed that a person refuses a gift given to him. However, since the true intentions of the gift giver or donor are unclear, such gifts or donations may turn into a trap that will damage the "impartiality" of the public official in the future and cause it to face an "ethical dilemma" (SIE, 2015: 361). Almost in all societies, receiving and giving gifts as a necessity of traditions and relations is seen as a natural behavior. In most societies, turning the gift back is not considered pleasant and is perceived as a misconduct. However, public officials should pay attention to "receiving gifts". Because the gift given under the given gift can be a special interest expectation or a trap.

The Law on the Establishment of the Ethics Committee of the Public Officials No. 5176 and the Amendment of Some Laws has been issued by the "Ethics Committee of the Public Officials is authorized to determine the scope of the prohibition of gifts". Article 15 of the Code of Ethical Behavior Principles and Procedures and Principles of Public Servants issued in accordance with Law No. 5176 provides that "the direct or indirect effect of the public servant, whether or not economic value, affecting or affecting the impartiality, performance, any object or benefit which is indirectly considered as a gift shall be defined as a gift and shall not be given to the public officer as a gift and not to be given as a gift to the public official and not to be made profitable due to the duty and the real or legal entity which is a business, they will not be able to receive any gifts or benefit directly from the persons,

their relatives or third persons or organizations by direct or intermediary means. At this Regulation, the scope of the prohibition to receive gifts should be rearranged. Because there are many gaps and they are open to abuse.

It is possible to divide the gifts given to the public officials into two in terms of the intention of the gift giving. In the first place, there is no interest expectant for the gift giving person. For example, a fountain pen given at Teacher's Day "taught", a calendar and other gifts given at the beginning of the year can be evaluated in this context. Such gifts are more symbolic. The second is that the gift holder has an expectation of getting a benefit or seeing the service easily and quickly. In this case, the gift maker is going to provide pre-legitimate interests to the public officer who is expecting to perform the privileged transaction, thereby trying to minimize the risks of direct bribery. Allocating a car or a house, offering free meals and accommodation are some of the benefits provided to public officials. Another application that can be assessed in this context is that the public officer is pre-shared with the work that is expected to be privileged. For example, a bureaucrat with a joint venture in the establishment phase is expected to help in the future by influencing the bureaucracy in person or in the face of the difficulties that the enterprise may face in the bureaucracy.

The gifts given to public officials lead to ethical debate among the public, causing corruption in the public, criticizing public officials, increasing perceptions about corruption, and shaking the reputation and trust of public administrators and managers. There is a need for multi-dimensional collaborations for ethical cultures in the community. On one side of the hedge is the public sector, on the other the private sector and non-governmental organizations are included (KGEK, Circular no 2011/1).

2.4.3. Misappropriation-embezzlement

Zimmet (Misappropriation) is a word derived from Arabic meaning "to surrender from what is entrusted", "to use things entrusted to him as his own property". In terms of political terminology, embezzlement can be defined as the expenditure or use of public resources for personal use contrary to the law of a public source of money and / or property. For example, the assignment of a public official to a state-owned typewriter or computer for his or her private use can be given as an example of embezzlement. It may also be possible for a public official to receive gasoline consumption of his private car with the state channel by making use of his authority. Zimmet is synonymous with "theft from this point of view". (Actor, 2016: 57).

The embezzlement offense is regulated in Article 247 of the Turkish Penal Code No. 5237. According to this article; the public officer who has been transferred to the possession of him due to his / her duty or who is under his protection or supervision and who is under his / her own embezzlement shall be punished by imprisonment of five to twelve years. If the offense is committed with fraudulent conduct aimed at preventing the embezzlement, the penalty will be increased by half. If the embezzlement is processed to be returned after the goods have been temporarily used, the penalty may be reduced to half. In this matter; simple embezzlement, qualified embezzlement and embezzlement were arranged (Kharaca, 2015: 29).

The public officer may only be found on the property for which his possession has been transferred to him or for which he is obliged by his protection and supervision, as required by his duty. It is aimed to ensure that the assets belonging to the organization are appropriately used in accordance with the honesty principle and the values belonging to the organization are appropriately used when the embezzlement is regarded as a crime and its enforcement is carried out by the organizational officials. It is possible that the establishment is fully accessible for its intended purpose, but that the officers use all of their proprietary assets for this purpose. For this reason, embezzlement has been committed as a criminal offense in order to prevent the state administrations from going through harm (Aydemir, 2016).

2.4.4. Extortion

Extortion is not a verbal contract between the recipient and the recipient, but it is also called as an euthanasia in the form of this suicide and unethical behavior in which a person is forced to be forced without a contract and is unilateral. İrtikâp (Extortion) is regulated in Article 250 of the Turkish Criminal Code numbered 5237 as follows:

(1) A public officer who has been charged with the misuse of the influence of his / her officer and who has made a promise to him or another for his / her benefit or promise in this way shall be punished by imprisonment of five years to ten years. In the event that the public official has provided benefits to the public official or the person he or she will be guilty to, in the face of unfair attitudes and behaviors, feeling compelled to worry that he will not be at all or at least on time, as is the case with a righteous affair.

(2) A public official convicts a person for the benefit of, or promises of, him or herself, through fraudulent conduct by abusing the trust provided by the officer, shall be punished by imprisonment of three years to five years.

(3) If the offense described in the second paragraph has been committed by taking advantage of the fault of a person, a sentence of up to three years shall be imposed for one year.

(4) The punishment to be imposed according to the above paragraphs can be reduced to half by taking into consideration the value of the victim and the economic situation of the victim.

The difference between bribery and extortion in a decision that the Court of Appeals has received is stated as follows: "A bribery is a matter of which the officer is entitled to obtain an interest in the matter that he is entitled to as a result of a mutually agreed upon agreement (bribery agreement) with the other party. It knows that it is not legal that its action is criminal offenders and that the interests it provides are illegal and are on the illegal grounds. A criminal offense is a criminal offense that occurs when a member of a civil servant is unable or unwilling to appeal to an individual who is able to prevent the unfair operation he may suffer as a result of individual coercion by abusing his or her position as a civil servant. Fert is guilty of a crime because he feels the necessity of preventing the unfair transaction of the officer and is under the moral pressure when he knows that the promised promise is illegal "(Malkoç and Malkoç, 1988: 364).

2.4.5. Corruption

Until today, many different scientific definitions have been made about corruption. Corruption, according to the most widespread and generally accepted recognition accepted by relevant institutions, and even academic circles, is "abuse of public power for private interests". In addition, the definition of wider corruption is "abuse of any particular duty for private interests, not limited to public power". This definition includes not only those who use corruption public power, but also those who are monopolized in the use of resources, those who have the power to make decisions on their own, or those who are able to escape from the responsibility of accountability for various reasons. It is directly related to the human factor of corruption. Public officials constitute a human element in management, and they are given many powers and duties. If this authority and duty abuse, corruption comes to mind if they consider personal interests instead of public benefits. Corruption is more frequent in the case

of centralized management, since it can not be fully monitored and supervision is not fully achieved and performance is not fully measurable. In Turkey, especially corruption can not be avoided in some institutions. Some public officials are opposed to unethical behaviors when they are pushed out of the system, deactivated, or actively involved in such a way that they can be silently quarantined if they are not included.

According to Kilinc, Özgür and Young (2017: 73), a significant part of the Turkish society is not strongly opposed to corruption. On the other hand, corruption has been found in proverbs and idioms in Turkish culture and has been accepted to some extent as a relatively naturalized thing. Even if there is a forty-year remembrance of a captain, it can be seen as a reflection of this metamorphosis in a certain measure.

Management systems must comply with the rules of the rule of law and be a reliable tool by democratically elected governments. Effective implementation of public policies can only be achieved by a non-politicized bureaucracy. For this reason, it is inevitable to corrupt the system by carrying out a borrowing which is taken against a self-favored opinion or a person by a political intervention (Gültekin, 1989: 91). The corruption term includes acts and actions involving the illegal use of public authority for material gain or for non-monetary special purposes and interests (Berkman, 2016: 19). It is understood from the perspective that one of the parties to the corruption must be "competent". The public authority is used by political administrators in relation to political functions as well as public administrators in relation to administrative functions. On the other hand, it is necessary for the public officer to be in a behavior contrary to the legal regulations that must be followed, and finally to obtain material or special purposes for the contrary behavior of the rules. The material gain mentioned here is money, goods, gifts and so on. When expressing; while the intangible interest can be clearly seen in various forms of favor (Berkman, 2017: 10-16).

The concept of corruption or corruption in general refers to the disturbance in the state, to the benefits of public officials, to the privilege of some persons and groups in service provision, and to all kinds of enthusiasm for civil servant appointments (Eken and Şen, 1997: 1077). The concept of "corruption" is used in English to express the deterioration of politics and administration, and the abuse of authority by politicians and public officials to provide a material or non-material special interest. While the actions and behaviors aimed at providing benefits such as bribery, extortion, mediation and favoritism are called corruption, the term corruption is used in order to meet the negative consequences of bureaucratic functioning, such as slowing down of jobs, escaping responsibility, inefficiency, red tape. The word

corruption is not only used as a term that characterizes certain types of behavior and actions of politicians. It is understood in a way that includes the attitudes and attitudes of the members of the administrative staff or public bureaucracy. In other words, the meaning of the word corruption is much more commonly used for people in management positions (Şaylan, 1975: 91). From this point of view, the use of public authority in relation to administrative functions in contravention of legal regulations in the public administration or political process is defined as administrative corruption.

The universal disease, called corruption, is damaging both morally and economically. For this reason, corruption should be avoided all over the world. However, since every society has its own social and cultural background, economic and political development level, and bureaucratic tradition and politics, solutions must be specific to that collecting (Yüksel, 2015: 74). Corruption;

- Corrupts the moral system in society,
- It violates the economic and social rights of the poor and needy groups,
- Democracy is shaken from its foundation,
- It overthrows the principle of supremacy of the law, which is the basis of the civilized society,
- Delay development,
- It deprives communities of the benefits of free and open competition.

Corruption is a more common occurrence in underdeveloped countries. But that does not mean it is not in developed countries. The functioning and independence of the control mechanisms in the developed countries increases the deterrence feature. This reduces corruption incidents in developed countries. It also raises the level of income in developed countries and allows people to earn in a satisfactory manner. This is one of the causes of corruption. Developing countries have problems of rigid bureaucracy and red tape. It is known that Turkey is also developing and has these problems. In Turkey, there is a system established under the name of the Ethics Committee, which is considered as an inspection mechanism against unethical behavior, but which is not recognized as a space of independence and movement and therefore can not serve its purpose. In order to solve unethical behaviors, it is necessary to get rid of the centralized management mentality. It is then necessary for the ruling mindset to be based on a clear, participative, open, egalitarian, just and honest basis - from the top executive to the lowest status.

The most general and negative effect of corruption is the shaking of the political system, the legality and dignity of the state and administration, in other words, the foundation of society and the state. This reduces the confidence of the citizen in the state and in the administration. The diversion of politics for the sake of the public for the sake of private interests results in the removal of the public interest from the principles of equality and equity. Such negativities can create a suitable environment for political crises and confusion.

On the other hand, corruption and diversion of public policies make it difficult for management to work rationally and efficiently, as it will prevent the administration's plans and programs to be implemented. This situation is transformed into an obstacle from the effective means of bureaucracy development. In addition, corruption also causes public administration to become expensive, the citizen to lose the meaning of the donation paid by the citizen, or, in other words, the "public money" such as the conversion of an illegal scheme that distributes

The state budget is badly damaged by corruption and public resources are being robbed in this way. Corruption emerges as a major threat to the rule of law, democracy and human rights. It is undermining the foundations of good and fair management, that is, social justice. The free market economy and its competitive landscape are suffering from corruption incidents. Competition, which is a requirement of the free market economy, leaves its place unfairly. As a result, social wealth can change hands in favor of those who bribe or provide areas of such benefits. As a result, the free market structure deteriorates and economic development is prevented (Yüksel, 2015: 73).

In setting up the problem of corruption, the contributions of international organizations to the identification and implementation of action plans can not be ignored. International organizations play a pivotal role in the fight against corruption, both with the contracts they publish, with the notifications and strategy plans, or with the new organizations they create or contribute to the formation. Behind few examples of successful countries with serious attempts in the last 15-20 years to escape corruption phenomenon in the world, the influence of international institutions besides national endeavors is indisputable reality (Özbaran, 2014: 18-19).

Organizations such as GRECO, the International Transparency Organization, the European Anti-Fraud Office, the Financial Action Task Force, the International Center for Crime Prevention, the Anti-Corruption Network, the Asian Development Unit's Anti-

Corruption Unit, the World Bank Anti-Corruption Information Center, and so on are important examples of corruption.

2.4.6. Nepotism

Nepotism is that public officials favor their relatives, unfamiliar and unconstitutional. In Turkish, "iltimas", "torpil" concepts are used in favor of favoritism. Favorability is more common in countries where merit merit is not emphasized. In Turkey, the principle of merit in public institutions is becoming less and less important and leaving its place in favor. This is a dangerous situation that must be taken immediately.

Nepotism is far from objective (objective) criteria for entry into public service; relativistic, relational, friendly, political consensus, such as familiarity, relatives, co-friends, and political opinions, is the relinquishment of the merit system. Today, torpil is often used instead of Nepotism. This kind of unethical behavior leads to poor quality of management and to a loss of confidence in the state.

The increase in behavior pushes people to search for a companion (torpil), not to increase the level of knowledge, but to bring the relative. Whether or not everyone does not want to include that wheel. There are different types of entrepreneurship; (nepotism), co-friendliness (chronism) and political favoritism (political patronage).

Relative favoritism, which is expressed in the concept of nepotism in English, refers to the affinity and favoritism that is made in relation to the point of benefiting from public services. For example, in the public sense, the employment, appointment, or the promotion of public awareness can only be assessed in terms of the proximity of an authorized public employee or an active politician to a competent public employee, ignoring factors such as skill, ability, achievement, level of education. (actors, 2013: 57), which is common in societies where there is a high level of intimacy (commitment and obligation). In the underdeveloped country bureaucracies, where the primary cluster relations are relatively stronger than those of the developed countries, their loyalty and obligations are relatively stronger, the "chronism", which is confused as one of the most common forms of the depositor, may not appear as relatives, friends or just a citizen in the face of public officials; they want to be privileged in public affairs by taking advantage of social relations with the civilian family or emotional nature.

The difference between religiosity and friendship, As you can see from the names of the friendship is not a relative, friend, friend, fellow, etc. They are the individuals of the genetic relations network.

Political parties are called "political benevolence" to provide unfair advantage to the voters by performing privileged transactions in various ways to groups of voters who support themselves after they have come to power. In short, in political favoritism, political parties reward their political supporters (parties) for a meaning in the election period. Political favoritism can also be called "political affiliation" or "partisanship". Political support leads to the waste of public resources at the lower level as well as at the higher level of the bureaucracy. Extreme partisanship (zealotry) is a common phenomenon especially in service units that carry out local public services. The party that comes to power in political favoritism can change the vast majority of public servants or have the right to appoint their supporters in public affairs during new purchases.

In this case, the loyal and talented public officials in the institutions are replaced by those who are loyal and unfairly favored. This situation also damages political morality.

While there are many reasons for the emergence of political corruption, it is possible to reduce the main source to two factors; the fact that the powers and authorities of the rulers of the state are not limited, in other words, the understanding of unlimited political power and unlimited democracy. Another factor is that actors (politicians, bureaucrats, interest and pressure groups and voters) who take part in the political process keep their private interests in front of the interests of the country, the "public interest". The limitation of the political power, the role of the state and the expansion of its functions together with the increase of the interests of the persons taking part in the political decision making process and the social cost of the overgrowing state are manifesting in the form of political and economic degenerations. it is one of the problems. Favorability is accompanied by many corruption. Institutions are filled with unqualified people, qualified and loyal persons are denied access to public services if they are able to bring the country to good places by working efficiently, efficiently and in a sophisticated way.

Politically or socially influential people can also seek a privileged public transaction from the public official, using their power as an influence. In other words, instead of using an economic power such as money or goods to influence the civil servant and hence the public transaction, a non-material means of action is used, ie the public official must avoid the

possible negative reactions of the person who promised, having the right to request help from a person who is in need of help such as transferring or bringing into close proximity) can obtain a favorable treatment of favorable public treatment and favoritism.

Another type of political corruption that emerged in the political process is service favoritism. Favoritism is the allocation of budget allocations to electoral districts in a way that will maximize their votes in order to remain in power again in future elections, and thus loot budgetary resources.

Indeed, the political party that won and won the power among the political parties tends to allocate more money to the settlement areas that receive the most votes. It is a very common type of political corruption, especially when the president (prime minister) and its members (ministers) are allocating funds for further investment in order to ensure that they can be re-elected to their electoral districts. To sum up, with such corruption, the settlement areas and needs are not taken into account in the distribution of public resources, and services are taken to the electoral districts of political power.

Favoritism is a form of unethical behavior that continues its activity intensively today and needs to be terminated as soon as possible. It is seen that society is more conscious than in the past, and in the present conditions where technology has reached an important level, favoritism is seen intensely. This contradiction is a major problem. As noted in the fourth part of this study, the most important place in the application made to the Public Service Ethics Committee is favoritism. This situation is so common that society is so uncomfortable. The "reference", the other "torpil", has become important, not merit but the introduction of public professions and the rise of these professions.

2.4.7. Patronage

It is called patronage in terms of the fact that political parties take senior bureaucrats to work in public institutions and organizations after political parties have come to power, and they assign these missions politically to their side mountains or ideologically close (Aktan, 1994: 169). The "spoils system" applied in the 19th century in USA is a fine example of "patronage". In this system, every election result leaves the civil servants to the officials of the political party that won the election. In this system, which could be called "the booty system", civilization was considered as a loot which political power handed out to its political entities. In 1831, New York Senator William C. Marcy, in the United States, put forward the essence of the spoken word system in the Senate: "The defeats in the political war must be withdrawn

from their posts; booty, war is the right of the winner "(Guran, 1980: 86). The booty system is a system in which officers are distributed as a reward to the person providing the political power and who is not based on the principles of merit and equality. Since he had worked hard for the winning party in 1881, a man who believed that he had the right to be rewarded for the trophy system, and thus awaiting a good administrative duties, but who could not obtain it, angrily killed the US President. After this, in the US, over time, the absolute booty system has left its place to a merit system and a merit system after the transition.

2.4.8. Lobbying

It is lobbying that the interests and pressure groups in the political decision-making process direct the power parties, the opposition parties, the bureaucrats in their own interests. Lobbying activities prevent optimal decision making in the public sector. Lobbying activities include helping a political party in financial or other forms during the election phase, enabling parliamentarians to act in their own interests in parliament by influencing parliamentarians in various ways after the election,

(Özsemerci, 2014: 31). The interests and pressure groups are becoming increasingly influential nowadays, and it is known that the role of the parties that come to power or come to power is great. It is not expected that the press will be able to easily come to power in a party that the pressure groups do not support. Even if it does come, it can not be expected to remain in power long after the support of the pressure groups is behind it. Pressure groups and supporters of these groups constitute a large part of the society. Therefore it is inevitable to establish relations with the pressure groups of the parties who want to take the support of the majority behind and hold the power for a long time.

Even the nature of this relationship can be "pre-fighting". This is the art of reconciling opposing groups together.

2.4.9. Logrolling

Logrolling is a type of political corruption, especially in the legislative phase. In the parliament, the legislative body, they can mutually support the laws that they offer to the parliament in the interests of political parties in taking political decisions. In this sense, it is a mutual vote-buying or trading. Voting trading can be useful in some cases to facilitate the decision-making process. However, in some cases voting can lead to political corruption and political moral degeneration. Common interests within the business "as political parties can

support each other. For example, MPs can vote in the common interests of MPs in situations such as increasing salaries, increasing retirement benefits, and reducing deputy retirement age. Briefly, in the provision of "mutual interest", the voting trade is possible. For example, Party A may agree that it will vote affirmatively for the enactment of the Y project, which the B Party offers if it agrees with the B Party for the enactment of the X project, which it offers, and supports the X project it offers. In this case, both projects may be legalized, although perhaps not suitable for the interests of the country (Aktan, 2015: 59-60).

2.5. THE REASONS OF NON-ETHICAL BEHAVIOR

There are many reasons for unethical behavior in public administration. At the beginning of these, the income level of employees is low. This leads to unethical behavior when there is an opportunity. If the institution the person works with is inconvenient, the person also includes that wheel. The centralized and bureaucratic structure of the management system can lead to unethical behavior. Because such administrations have paperwork, confidentiality and closeness. In addition, there are numerous obstacles in front of the control mechanisms.

The organization of public administration is based on a model of legal-rational bureaucracy put forward by Weber in a considerable degree, and in this mode of use bureaucracy evokes four different uses. It is meant as a social category in the second use, when it is expressed as a management apparatus that uses the public power in accordance with the first use of the bureaucracy and regulates, directs, and controls certain segments of the society's life based on the rules set by the legislator. In its third use, the bureaucracy is a formal organizational method, a formal one, and with its final use, red tape, unnecessary formalities. In Weber's analytical approach, the bureaucracy is the pure type of legal-rational domination and a decision that employs a set of rules based on pre-determined rules, employs a set of personnel whose jurisdictions are determined by law, who work in the hierarchy, acquire certain skills through training, and action (Bozkurt, Ergun and Sezen, 1998: 43-44). This form of government, which is dominated by solid bureaucratic structure, leads to the efforts of individuals to provide individual benefits. As such, personal values are blurred and employees' entrepreneurial spirit and sense of responsibility are weakening. Because employees can not see their successes and their labor compensation, or if they want to do a task successfully, obstacles can be put in front of them. These can also cause reluctance to work (lack of motivation).

One of the most important reasons for the spread of unethical behaviors in public administration is the failure of the state to produce public service in the new period that connects with the end of the cold war. The politics of privatization and deregulation (liberalization) that emerged as a judge in this period revealed some problems with it. At the beginning of these problems is increasing corruption cases. Because some of the services previously produced by public organizations have been linked to the transfer of the private sector before the infrastructure is well prepared. In other words, the state has not made the legal framework which regulates the functioning of the new system based on the market mechanism while narrowing public service areas to the private sector on the one hand; moreover, it has not strengthened the public institutions to regulate and regulate the new order. (Johnson, 2016: 3).

The level of development of countries is also an important factor in the formation of unethical behaviors. Causes such as low levels of wages, widespread poverty, inadequate and incompatible laws and regulations, lack of education, lack of technology and lack of legal norms in developing countries accelerate deterioration and cause unethical behavior to be more frequent. According to Berkman (1999: 84-86), as the developing countries move towards the modernization process, the bureaucracy's role in politics is diminishing. However, this level, where traditional ties and relationships are strong and widespread, is under strong pressure from public officials. It is the continuation of the social norms and conception of the community, which are much older and established than the bureaucratic rules, which are expected from the public employees to look after or help the family, the congregation. Hence, friends and relatives around the bureaucrats do not distinguish between bureaucratic and individual roles, so nepotism is not seen as a behavioral maladministration or non-ethical behavior, but rather as a principle of loyalty. Moreover, a bureaucrat who does not favor a relative is excluded from society for a while. In developed countries, such dilemmas are less common, and even rarely encountered.

Another cause of unethical behavior is the well-being of public officials. Public officials can, in some cases, apply laws flexibly to protect the interests of the state, according to their own beliefs. This, in turn, jeopardizes the rule of law. It is also important that public officials do not know the rules well. Because public officials are under the law, regulations, directives and various regulatory procedures. This situation can sometimes push public officials to act out of legislation (Ergun, 2004: 360). Another known cause is "Self-power show" From time to time, public officials believe that the best way to know what they are

saying is in terms of concepts such as the state, nation and home, and they can turn into illegal ways. It is also important that public officials are "greedy". In other words, some public officials may take some unethical actions to become rich on the short side. Apart from these, some public officials have agreed not to leave the road where their superiors go and to act with it. Another reason for pushing public officials to be unethical is that they must enter into all kinds of immoral attitudes and behaviors in order to maintain their managerial positions at any cost (Ergun, 2004: 360).

The possible causes of unethical situations in Turkey's public administration can be categorized as follows with the main lines / reasons:

- i) The fact that the rule of law principle has not been established in the public,
- ii) the fact that ethical cultures are not settled in the public,
- iii) bureaucratic causes (decentralization and status quo structure, control problems in local governments, effects of politics on the system, arbitrary use of discretionary authority, quality of bureaucratic services, deprivation of public service commitment to public service,
- iv) administrative procedural failure,
- v) public employment problems,
- vi) insufficient control in public administration,
- vii) economic reasons,
- viii) inadequate education, inadequate media and civil society effectiveness) bureaucratic privileges,
- ix) social structure (TOBB-ETÜ, 2005: 70-72)

PART THREE WORLD PRACTICES AND INTERNATIONAL WORK AS A RELATIONSHIP BETWEEN ETHICAL ADMINISTRATION

In many countries, trust in the state is diminishing. This is the reason for the loss of confidence, especially in public institutions, corruption in countries. Public officials are thinking of their own interests and abusing their duties, and citizens are victims in this case. The interests of the country, for the benefit of the individual or for a particular endeavor. Living, unethical behavior reveals the legitimacy of the state and the executives. Citizens want public officials to perform their duties in accordance with ethical principles. They also want the state and managers to take action and prevent unethical behaviors. For these reasons, countries and even international organizations have begun to take serious initiatives to prevent unethical behavior and corruption.

While corruption and unethical behavior are generally perceived as a disease of a less developed country, there are great scandals and corruption in developed countries, especially in the 1970s, a global character and local and global public dimension. In this context, the ethical problem is in the center of the discussion center. After 1980, the political and administrative institutions became more intensified in order to gain the sense of confidence they had in the field of ethics, creating principles, regulations and institutions related to public administration, politics and justice (Eryilmaz, 2017: 1-2). Understanding the morality of management, which corresponds to the same turn as the emergence of the phenomenon of globalization, has also become the focal point of global organizations. This phenomenon is defined as a unified world market, a manifestation of the actors of the civil society actors in the new world order, or an unlimited world.

When we look at the existence of ethics boards in terms of historical development, very similar situations emerge in almost every country of the antisemitic world: an ethical problem and one or more responses to it; it means a dilemma, a setback, a search, a series of indecision. For example, in America Americans do not want to look at families with disabled children, while health workers need to get collectors from such disabled babies, taking laws and creating a potential force behind them, they have exacerbated the idea of establishing an ethics committee in that country. Most of the countries now form ethical committees for the administration of public administration ethical codes of conduct and for their implementation. These boards are obliged to ensure the implementation of the ethical principles and to make the society aware of this issue as well as to provide educational services to public officials.

Today, many countries manage the ethical behavior of public officials through a series of systems and processes based on a mixture of rules and management incentives. These are within the scope of the ethical infrastructure. Clear rules against illegal behavior and open sanctions in case of violations are necessary, but the main issue is what is to be achieved rather than what the behavior should be avoided. This includes u elements (Yüksel, 2015: 222):

- The definition of "highest values" (sometimes complemented by decentralized codes of conduct that reflect the respective agencies' own missions), which are sought in the public sector in general,
- Rather than focusing on how something is accomplished, focusing on what has been accomplished,
- It emphasizes encouraging good behavior rather than preventing and punishing mistakes or bad behavior.

Some countries prefer an ethical system based on principles, while others accept a rule-based system. Despite the differences between the systems, the focal points of the ethical systems are similar among the factors listed above.

In recent times, unethical situations have taken on a variety of forms, and even now they have crossed national boundaries and started to become international. The most important reasons for this are the progress of technology, the phenomenon of globalization, and the inability to take effective and permanent measures unethically. For this reason, unethical behaviors have been perceived as a serious problem by the countries, and the countries are now cooperating on this issue. In addition to the ethics committees of the countries, formal committees have also started to be established, operating in the international arena. Many countries and international organizations have struggled with the basic aim of unethical behavior, in this new venture, and also in less developed countries.

3.1. EXAMPLES OF WORLDWIDE APPLICATIONS ON ETHICAL MANAGEMENT

This part of the study examines a few world countries with examples of institutions of ethical management. It is known that in recent years studies have started to work in many countries of the world related to ethics management and these studies have been connected to gain speed. Although the ethics committee for public officials established in Turkey has similarities with the ethics committees in these countries, there are many differences. In

particular, the United States, Britain and France have some examples of ethical management. Serious reforms are being made in the management structures of these countries, especially France, as well as in their ethical work.

3.1.1. United States of America

In the 1980s, it was stated that a striking increase in the unethical behaviors of public officials in the United States showed that "corrupt practices show the effect of poisoning the public in the form of democratic governance" (Ergun, 2014: 32). The United States is known to have perhaps the most effective tools for ethical management, or at least control corruption and violations. It is expressed that many initiatives such as the General Inspector System, the Ethics Office in Management and the Office of Special Counseling have developed in the 1970s as a reaction to the Watergate scandal. These were developed in the 1980s and in 1991, the Presidential Council on Integrity and Effectivity was established (TÜSİAD, 2013: 69).

Although efforts to improve the public administration in the USA are not new, the initiative initiated by the "National Performance Review" Report prepared in 1993 and more often referred to as the Reinventing Government of the state, It is important to work. The report is an initiative initiated by President Bill Clinton and Vice President Al Gore to reform the work of the Federal Government and the aim of the program was briefly defined as a "government that works better and less cost" has been consistently used as a slogan (Yilmaz, 2014: 47).

This initiative has led some states, such as privatization, to move to federal states and municipalities, to abolish some legislation and to abandon the regulation of some issues, etc., in order to eliminate the feeling of insecurity about the state. It is important to note that the necessity of using Again, it has been emphasized that the approach to public administration should be questioned in principle, given that these measures are inadequate. As a matter of fact,

It has caused a new trend to be launched in America. This policy, which is called the National Performance Review, has brought citizens to the forefront, giving federal government officials the necessary authority to get better results, reducing bureaucracy and eliminating unnecessary activities and rules.

In the United States, the "Government Ethics Office" was set up in 1990 to regulate the behavior of public officials and ensure ethical management. This unit is intended to

provide public confidence and ensure that public officials fulfill their duties in equality and justice, depending on the Constitution, the rules of law, ethical principles and values. The United States is responsible for all employees, all citizens and their countries. "Behavioral Standards for the Executive Body" issued by the Government Ethics Office in 1992; outcomes, impartiality, business tactics, misconduct, and activities outside the public sector. For example, public officials can not work in any place other than their own institutions, nor are they allowed to act in any way. Public officers shall perform their duties in accordance with the law, the Constitution, the ethical principles, the values of the institution within the limits of authority granted. The main ethical codes of conduct accepted by the United States; impartiality, objectivity, legality, honesty, transparency, openness, appropriate declaration of information, efficacy, equality, responsibility, accountability, secrecy-closure, avoidance of conflicts of interest and respect for public resources.

Another study for ethical management in the United States is about the scope of the gift ban. America, which sets the limit of the gift ban to be \$ 50 in advance, has removed the \$ 50 limit after Obama came to work and started to move with zero gift principle. In addition, in the United States, the Ethics Office has sanctions, such as disciplinary action and monetary penalties, against unethical behavior. In Turkey, no sanction is given to KGEK. It only examines ethical applications, but does not make sanctions, or even take action, to ensure its effectiveness.

The US is a country that places particular emphasis on openness. Moreover, it is the first one that attaches great importance to ethical studies. The OGE (Government Ethics Office) in America is organizing various workshops on ethics education, giving trainings and seminars. In this education, conflicts of interest and ethical codes are given great importance and many publications are being prepared on this subject. Codes of ethical conduct in American public administration are now more advanced than ever in terms of guiding public officials and expressing ideals. KGEK has recently started to attach importance to ethics education and has organized many seminars and training programs. These are positive developments in terms of training of practitioners.

Initiatives in the United States are aimed at spelling out the rules and conditions governing the behavior of public officials, filling gaps and increasing the powers of inspection agencies. In other words, comprehensive and prioritized reviews of the ethical environment and ethics management in public service are regarded as efforts to identify gaps in the system due to managerial or structural changes in the public sector and to make necessary efforts

(TÜSİAD, 2013: 70). In addition, the United States of America from 1974 to 1976, the name of the system, "Daylight Management" law was issued. Today, there is not only the possibility of accessing information and documents with the "predetermined procedure" in the American management system, but also the ability of people to follow the meetings of the collective decision-making bodies and to express their opinions. The superiority of the American management system lies here (Özay: 2014: 25).

In the USA, ethical practices are not only tied to the rules but also principles that have the idea of accepting the ethics with the understanding of conscience tried to be thought of in the whole society. Practices show that the US has a deep ethical infrastructure. Ethical management in the country has an understanding of providing it together with citizens and employees. The United States has focused on the goal of a more efficient and efficient state with less cost, and therefore the importance of ethical management has been recognized for this purpose.

3.1.2. France

In France, there is a system in which central government is strong. The whole country is governed by a powerful central government. The French administrative tradition is very ancient. This was an example for many countries, and until 1980s, the citizens were perceived as the only ruled mass with the sense of closure and secrecy in the administration and acted with this thought. However, the 1982 Constitution "has taken its place from management to management. With the new management approach coming and going since the 1980s, the management principles such as changed efficiency, productivity have begun to be accepted by the citizens.

Anti-corruption policies in France have been nurtured by major problems related to the financing of various scandals and political parties that erupted in the 1980s. The first result of these policies reflected the Law No. 93-123 of January 29, 1993, aimed at improving the prevention of corruption while at the same time ensuring the transparency of economic life and political mechanisms. Nevertheless, France's struggle with corruption in the 1980s has come to the forefront as a wide range of current anti-corruption efforts, including formal, informal, classical or innovative measures, as well as being limited to criminal and preventive approaches based on criminal law and the existence of supervisory bodies (the www.tbmm.gov.t).

In France, the ethical codes of conduct that public servants are subject to are regulated by a variety of legal elements. After 1980, three different levels of public services were established. These are the central public service, regional and local authorities and the state hospitals sector. For public employees in these three levels, there are separate legislative arrangements that include the obligations of public employees who work in general levels at each level. Although the management and recruitment procedures envisaged for each level are different, the same ethical obligations apply to all public employees in France. In their employment and in their initial education, public employees are aware of these ethical principles and regulations and remain committed to these ethical rules in all decision-making processes in their future careers (Yüksel, 2005: 257).

The "Central Unit for the Prevention of Corruption", an organization based in France, was formed after the corruption events that have been taking public attention for a long time in 1993. The Unit is located within the Ministry of Justice and has three basic missions: to collect information at a center that is familiar with corruption in order to better understand its mechanisms; second, to the requesting administrative authorities to give an opinion to the elected and judicial authorities; and finally, evaluating the notices of corruption incidents from all persons, organizations or associations who want to disclose bribery incidents (www.tbmm.gov.tr). This Unit has the authority to investigate and to evaluate files and accelerate proceedings because of the fact that the unit is between ministries.

The contracts between the provincial organizations and the center are among the most prominent representations of change in France. The Ministry of Public Personnel and Administrative Reform has actively played a role in France to help them communicate and collaborate among different public institutions, to share their experience and to bring the restructuring process in harmony. This Ministry supports the reform process by forming various networks. The Ministry of Finance has also undertaken effective guidance and support roles in this process. The restructuring process is encouraged in the public institutions through a unit and fund established within the Ministry. It seems to be more effective in supporting the demands from the base instead of the forced change. Moreover, accountancy mechanisms based on the evaluation of autonomous institutions have been developed (Dinçer and Yılmaz, 2003: 18).

After these practices, France, with its strong centralized administration, has now decided to abandon its strict bureaucratic structure and to make decisions through a more moderate, open discussion and reconciliation. In addition, relations between the state and

citizens are re-examined and citizens are now being abandoned as thought leaders, and instead a governance-oriented understanding is given to the citizens' participation in governance. The ethical principles and working conditions that public officials must obey are being reshaped during this process.

Like France, Turkey has a system where central government is strong. France and Turkey have many similarities in terms of management understanding. The process of transition to new management understanding, governance and ethical principles brought about by these management conventions has also been felt in Turkey as in France. However, after the 1980s, France was rapidly changing, and instead of taking the decision from the top, the decision-making policy, open to debate at lower levels, was adopted. In France, the "ombudsman" (ombudsman) mechanism has been established. In this way, the control of the administration is now opened to the citizens. In Turkey, neither the Ethics Committee nor the Public Audit Institutions have been fully seated.

3.1.3. Britain

The British administration system, which has a rooted state tradition, is based on a parliamentary system, the head of the state is the Queen. However, the main service units in the public administration depend on the Prime Minister and the Cabinet, which are the representatives of the executive. (Baydar, 2004: 75). The UK state organization consists of public administration, judicial bodies and the army, organized at the regional and local level, a very important part of the system.

All of these organs are bureaucratic. The first important text on public administration in England is accepted as the Northcote Trevelyan Report in 1853. The principles of this Raporda organization and personnel management have been identified and the current system has been evaluated from a critical point of view (Chapman, 1970: 21). While this Report plans to bring modern principles and methods to governance, it also advocates the rooting of managerial problems and the correct resolution of them. Moreover, this report states that "unethical behavior; patronage, favoritism, bribery, partisans, etc. it leads to the increase of public expenditures in management and the formation of a management that is far from efficiency".

In the UK, the need for restructuring in the public sector is quite controversial, and the significance of this issue with concrete steps comes back to 1980's, like many other countries. In 1979, Margaret Thatcher 's insistent leadership on the issue of power and change ensured a

great deal of pride in the development of a new understanding of public administration. In this period, privatization has been accelerated, productivity reviews have been carried out in various public institutions and "Financial Management Initiative" has been initiated (Dincer and Yilmaz, 2003: 44). Along with these, in the 1980s, unethical behaviors, which are a part of the reorganization in management due to the effect of the globalization phenomenon, also became an important agenda topic.

The debate that began in England to abandon partisanship in public appointments ended in October 1994 with the support of Prime Minister John Major and the establishment of the Commission on Public Service and the Committee on Standards in Public Life (Williams, Moran and Flanary, 2000: 51). The main task of the Public Service Commission is to fill all career duties merely on a merit basis, in a fair and impartial manner, and through open competition exams. In-house career projects are being prepared with the thought that there may be some kind of fiduciary duty in the civil service. In this respect, a strong central staff unit identifies the career of each staff member, and through the election committees established there are recommendations for appointment and promotion of the staff at each stage of the career.

The Committee on Standards in Public Life has issued nine general reports and 400 "more recommendation resolutions daily. The committee's mandate includes public officials, advisers, members of the Parliament, UK members of the European Parliament, senior UK bureaucrats in the EU (European Union), members of the Health Service Unit and the professional chamber units, senior staff, ministerial public officials, public funds and members and senior employees of other units carrying out their duties. On the other hand, it is pointed out that the Committee aims to give an ethical point of view to the political field by including public duties in political aspect (Baydar, 2004: 106-110). Nine of the published reports have not stated what the unethical behaviors are. The Committee has made no description in this respect, and more importantly, in the measures developed against non-ethical situations, it has only kept the preemptive use of financial gain and the use of official statutes. On the other hand, the abolition of non-human and non-ethical behavior, also defined as the use of personal force, is of great importance in terms of ethical management.

In the management ethics work in the British administrative structure, management ethics is seen as an important element of public administration and a reflection of public sector awareness. In this direction, all the politics, central and local administrations and semi-public organizations perceived as a whole were included in the Public Life Standards

Committee established in 1994. What is more important is that the Committee is openly supported and contributed to political will, both in its founding and, if necessary, by extending its scope to determine the ethics of politics. While the scope of the Ethics Committee of Public Officers is determined in Turkey; general and annexed budget administrations, state economic enterprises, revolving funds and special budget institutions, funds of the upper boards, but not the President, members of the Grand National Assembly of Turkey, members of the Council of Ministers, Turkish Armed Forces and members of the judiciary. In this context, it is no doubt that the ethics of political corruption, which corruption is seen the most and which is influenced by the state administration, is not determined and the scope of this meaning of the Board is narrowed will undoubtedly bring about the steps taken (Baydar, 2014: 138).

In the UK, the Committee on Public Life Standards is an effective institution for ethical management and an example to Turkey. A similar example of this committee is the Ethics Committee of Public Officials established in 2004 in Turkey. However, the legislative and executive members of the Committee are excluded from the scope of the KGEK. Also, when unauthorized activities are detected in England, authorities for public administration for 1-2 months can be obtained from the related persons. This is a mechanism of disengagement. These activities are published on the internet pages of the Committee and the public is informed about them. The ethics committee of the Public Officers also aims to prevent ethics. But the Ethics Committee does not have the authority to discipline, dismiss or dismiss any other sanction. No autonomy has been granted to KGEK to ensure its effectiveness. It is a deterrent for the KGEK Regulation to apply for not being evaluated by the KGEK for "applications for which the purported purpose of defaming public officials is clearly understood and the applicant can not be identified" is a deterrent, and such an application is misleading in terms of the operational process. It is difficult to understand whether or not there is an intent to defamation before an application is examined. In addition, the request for a name is a deterrent to apply. This application is a preventive mechanism. In Britain, however, efforts are being made to ensure the effectiveness of the notifying mechanism, and the Public Life Standards Committee has been actively pursuing practices that encourage the notifying mechanism.

3.2. INVESTIGATION OF INTERNATIONAL ORGANIZATIONS ON ETHICAL ADMINISTRATION

Political and managerial tradition has also dealt with ethical considerations, as well as Continental European practices, which tend to seek more compelling solutions, as well as Anglo-Saxon managerial understanding, which brings more flexible solutions. Increasing demand and trends in the world for "good governance" Various regional and international organizations such as the United Nations, the European Union and the Economic Cooperation and Development Organization, OLAF (European Anti-Fraud Office) and GRECO have signed a number of agreements, recommendations, action plans and anti- to create an infrastructure for the adoption of ethical codes of conduct in management. (Güler and Koç, 2016: 43). In this section, international organizations' ethical management studies are examined and how these organizations and their activities affect the ethical management concept in Turkey are evaluated. It also examines which of these organizations Turkey is a member of and which has its effects on Turkey.

3.2.1. European Union

France, Germany, Belgium, Italy, Luxembourg and the Netherlands established the European Coal and Steel Community (ECSC) they signed in 1951. The same six countries signed the Treaty of Rome in 1957 to establish economic co-operation in coal and steel as well as in other sectors, establishing the "European Economic Community" (EEC). With the Maastricht Treaty, which entered into force in 1993, the European Economic Community has taken the name of the European Union and a new structure has been defined in this Treaty under the titles of economic and monetary union, common security and foreign policy and cooperation in the field of law and liberty (Saylam, 2017: 74-75). Principles underlying the European Union (abb. Tobb .org):

- The European citizenship of basic rights, free movement and civil and political rights,
- Establishment of freedom, security and justice throughout the EU through cooperation in the field of internal affairs and justice,
- Supporting economic and social development through the single market, the common currency Euro, employment creation, regional development and environmental protection,

- It is the strengthening of the EU's role in the global sense through a common foreign and security policy.

Following the establishment of the common market, corruption in the EU has increased unacceptably with new policy areas and enlargement. The free movement of people, services, goods and capital has made the Union more vulnerable to transnational crime and corruption. Once the process of political integration has been tied up, corruption is tied not only to economic interests, but also to a threat to the founding values of the EU (Yünlü, 2016: 18). In short, corruption, defined as abuse of public authority by private interests and causing many negative developments in economic, social and political direction, is on the agenda of the European Union and is among the priority areas of struggle (Ütük, 2016: 4).

European Union Member State Public Workers' Conflict Prevention Convention Against Corruption: The fight against corruption has been identified as one of the means of creating and maintaining European freedom, security and justice in Article 29 of the Treaty on European Union. The Action Plan for Combating Organized Crime, adopted on 28 April 1997, emphasized the need for a comprehensive anti-corruption policy among preventive measures. On May 21, 1997, the European Commission issued a call for the creation of the EU Anti-Corruption Strategy, which included measures such as the prohibition of tax reduction of bribery, measures related to public procurement procedures, introducing new accounting and auditing standards, and taking blacklisted companies involved in corruption. On May 26, 1997, another step was taken in the field of combating corruption, and the "European Union Member State Public Officials' Convention on Combating Corruption" was accepted (Ütük, 2009: 4). It is envisaged that the active and passive bribery of the offense is a criminal offense. Accordingly, active bribery; "A person is offered a direct, indirect or mediating benefit to any memorial for any person to do or refrain from doing his duty", passive bribery; "An officer intentionally requests or receives any interest in himself or any third party by means of direct, indirect, or intermediary in the face of his or her duty to perform or to perform his duty" (Saylam, 2017: 76).

European Anti-Fraud Office (OLAF): The European Anti-Fraud Office has been brought to the General Directorate level at the European Commission's "Unit for the Coordination of Fraud Prevention" (UCLAF) is equipped with broad authority and has an independent structure. The OLAF was established on 28 April 1999 by the decision of the European Commission and commenced its activities on 1 June 1999. OLAF is an independent

investigative unit within the Commission (Özbaran, 2003: 21). OLAF is a European Commission under the responsibility of a commission member responsible for the implementation of the Union budget. (Yünlü, 2006: 19), which was established by Decision 1999/352, on administrative proceedings for the protection of the interests of the Community against improper proceedings resulting in administrative and criminal investigations. OLAF "in investigations are prohibited from taking orders from any government or institution, including the General Manager, the Commission, for the purpose of guaranteeing independent action. The General Manager has the right to sue the Commission at the Court of Justice in case the Commission considers that the Commission has made arrangements that would put its independence at risk (Gülbey, 2008: 36-37). Giving such independence to the office is very important and necessary in the effectiveness of its functions. Thanks to this independence, the office will be able to carry out its operations in a wider context. It will be able to get more efficient and productive results. It should be an example to all other similar institutions and organizations.

The Bureau implements the Commission's ability to conduct administrative inquiries from the outside in order to strengthen the fight against corruption, fraud and any other illegal activity that affects the financial interests of the Community in a negative way and any company activity that violates Community provisions. The Office is responsible for conducting internal administrative investigations to fulfill the following (OLAF Commission Decision 1999:

To combat corruption, fraud and any other illegal activity that affects the financial interests of the Group in the negative,

The official employees of the Communities shall not be held responsible for any violation of the obligations which may result in disciplinary action and criminal prosecution where necessary or for the violation of the obligations of the institution and the members of the unit and of the personnel of the units or of the institutions or units of the European Communities Employees and of personnel not subject to the Employment Conditions Regulations of the other Employees of the Communities, to investigate serious cases connected with.

Regulation No. 1073/1999 gives OLAF all powers of the Society in order to carry out internal investigations and to carry out new authorities and external investigations. OLAF investigations in accordance with the Regulation; (Yünlü, 2006: 20), which includes the

results of research with certain values, and respects human rights and fundamental freedoms in the sense of honesty, the freedom of people to express their own ideas. In order to combat OLAF, fraud, corruption and other illegal activities affecting the financial interests of the European Union, the Union uses the agreements made by the acquis and third countries and the authorities granted to the Commission in their investigations. Beyond protecting the financial interests of the Union, the Office's responsibility is to protect its interests against all acts that may lead to administrative and criminal prosecution (Gulbey, 2008: 36). The OLAF implements the external investigation responsibility assigned to it by means of sudden checks and investigations in Member States to protect the European Union's financial interests against fraud and other corruption and irregularities. OLAF can also use this power in third countries in the case of cooperation agreements (Ütük, 2009: 4-5).

OLAF investigations are only subject to administrative supervision and no police force is available. For example, if a financial document was found and it would be determined by the police who it belongs to, it can not be detected because there is no link between the OLAF and the police, and the corruption investigation is lacking in this way. It can not be entered into the bank accounts of people, office staff. In this case, when the member states are reluctant to share information, the investigations are ineffective and ineffective (Gülbey: 2008: 41).

The Anti-Corruption Office is a very important institution for the EU. First of all, it is important for the financial interests and credibility of the member countries. However,

The fact that it has a structure and the participation of the member countries, the failure to reach full agreement, disrupts the integrity of this institution and in turn makes the institution dysfunctional. As an independent institution, OLAF can not fully provide transparency and is limited to administrative supervisory authority as mentioned above, leaving alone in this situation causes the investigation of this institution to be halted. As a result, an effective fighting office is emerging which is far from executive.

3.2.2. Council of Europe

The Council of Europe is an intergovernmental organization established in Europe in 1949 to defend human rights, democracy and the rule of law. It is a different organization than the European Union. The European Court of Human Rights is bound to the Council of Europe. To the Council of Europe; It belongs to all European countries except Belarus, Kazakhstan, Kosovo and the Vatican. However, the European Union is a member of only 27

members. On May 5, 1949, ten countries - Belgium, Denmark, Italy, Luxembourg, the Netherlands, Norway, Sweden and the United Kingdom - signed the Treaty establishing the European Council, centered on Strasbourg. There are now 47 member states in the Council of Europe. Turkey signed the agreement in 1949. The working areas of the Council; human rights, media, legal cooperation, social solidarity, health, education, culture, sports, youth, local democracies, cross-border cooperation, environment and regional planning (tr.wikipedia.org/wiki/Avrupa_Konseyi).

The Committee of Ministers of the Council of Europe adopted the "Code of Conduct for Public Officials" Recommendation, which was prepared by the Interdisciplinary Group on Corruption on May 11, 2000. The European Commission adopted the "Good Administrative Code of Conduct" on September 13, 2000, which the Commission employees would follow in their relations with citizens of the European Union. Ethical codes of conduct can also be regulated in a more comprehensive public personnel reform. On April 5, 2000, the European Commission adopted a new concept of service in the White Book titled "Commission Reform" and its related values and ethical principles and sanctions with a separate Action Plan (Gençkaya, 2005: 3). The purpose of the Council of Europe's Code of Ethics is to determine the code of conduct and honesty standards that civil servants must obey, to help public officials meet the standards in question, and to inform the public about what behavior they may expect from public officials. This code is required to be applied to all public officials and private sector public service employees. However, the code will not apply to members of parliament, ministers and judiciary (Obreja, Gasca and Potirniche, 2002: 91-92).

The Model Code of the Council of Europe defines a number of general ethical principles, such as honesty, impartiality, accountability and effectiveness for public officials, as well as framing the issue of conflict of interest, disclosure of interests, reporting inappropriate external interests, political or public activities, public servants, information on public and official property, honesty control, accountability of high-level civil servants, dismissal from public office, ex-civil servants, the protection of life, the protection of life, the exposure to influence by others, abuse of public office, respect and sanctions (Obreja, Gasca and Potirniche, 2012: 92).

Criminal Law Convention Against Corruption: A memorandum signed by the Council of Europe on 27 January 1999 and signed by Turkey on 27 September 2001 in Strasbourg (Act No. 5065, Article 1). This contract; stating that corruption is a threat to the rule of law, democracy and human rights and that it destroys principles of good governance, justice and

social justice, violates competition, stifles economic development and jeopardizes the stability of democratic institutions and moral foundations of society. fast, and harmonious international cooperation (www.teftis.gov.tr). This international treaty prohibits bribery and bribery of members of national public officials, members of the national legislature, members of foreign public officials, members of foreign legislatures, bribery in the private sector, bribery of international organizations, international legislative assemblies, and judges and officials of international courts and their taking bribes, as well as the abuse of power in criminal legislation. It also envisages criminal penal legislation as a criminal offense of corruption and corruption (www.habervitrini.com).

Private Law Countermeasures Against Corruption: It was found appropriate to ratify the "Private Law Counter-Corruption Law" signed by the Council of Europe on 4 November 1999 and signed on 27 September 2001 in Strasbourg on behalf of the Republic of Turkey (Law No. 4852, No. 1). It corroborates the negative consequences of corruption for individuals, government agencies, international organizations and corporations, underlining that corruption has created a serious threat to the rule of law, democracy and human rights, equity and social justice, hinders economic development and jeopardizes the proper and honest processes of market economy. (Law no. 4852, Introduction), in order to ensure a fair compensation to those who are particularly vulnerable to corruption.

In the process of the Council of Europe's 19th "Conference on Corruption" (GRECO) in 1994, the Ministry of Justice emphasized the seriousness of the corruption issue of the ministers of justice on the agenda and emphasized the necessity of a joint work. The Committee of Ministers also called for the "Multidisciplinary Working Group "And in 1996 put into force the" Action Plan Against Corruption ". This group has been transformed into the "Group Against Corruption" on May 1, 1999, following a series of meetings and developments, to monitor European standards in the fight against corruption (Kayrak, 2006: 101). GRECO is a flexible and flexible organization with international reputation and prestige in the fight against corruption is an effective mechanism. The only requirement for full membership is to accept acceptance of the evaluation by GRECO as unconditional and to participate without any reservations to the stages of "just evaluation". GRECO is a member of the Council of Europe, as well as the United States. Participation in GRECO is steadily increasing, with the number of members reaching 49 with Belarus joining Gruba on 13.01.2011. Has been a member of GRECO since 1 January 2004 (www.uhdigm.adalet.gov.tr) as a demonstration of its determination and determination to

combat corruption in Turkey and in the national and international arena. GRECO is not a member of the Council of Europe or a member of the Council of Europe, but may participate in countries that have contributed to the preparation of these agreements. The only requirement for full membership is to accept unconditionally to be assessed by GRECO and not to set constraints on the rational evaluation stages (Özbaran, 2003: 19).

The main objective of GRECO, which has an effective mechanism for forming strategies, is guiding the anti-corruption systems of its members and helping them to increase their capacities in this way. For this reason, GRECO examines the shortcomings and deficiencies in the national legislation of countries in the field of anti-corruption; making necessary legal, institutional arrangements and contributing to the process of passing on the misconceptions of practical reforms (Ergül, 2007: 93).

GRECO prepares final reports on country reviews on corruption. These evaluation reports address the country's corruption-fighting units, legal structure and aspects of the system. In addition, GRECO's recommendations for resolving such disruptions are also included in the report. The evaluation process and the "compliance report" prepared at the end of the evaluation process and the process are hidden as a rule. In addition, GRECO also prepares an annual report on the annual activities to inform the public about its activities and activities (Özbaran, 2013: 20-21).

Turkey has been GRECO member since 1 January 2004. The model code of conduct for public officials published by the Council of Europe is important for Turkey in the EU accession process, as it is an assessment of the ethical standards stipulated by the EU member states in public administration. The fact that legal infrastructure works that determine ethical standards for public officials in Turkey complies with GRECO standards is one of the qualities that should be sought in our legal infrastructure based on ethical principles in public (Yüksel, 2015: 226).

3.2.3. United Nations

The United Nations Organization was established on 24 October 1945. The UN is an international organization established to safeguard world peace, security and to create an economic, social and cultural business alliance in the international arena. The United Nations defines itself as a "global institution aimed at providing justice and security, economic development and social equality to all nations in the world". In international relations, the first treaty, which forbids the use of force on a universal level at first,

It is the Treaty of Nations. The group has reached 193, including 51 Vatican members who have been removed from membership at the moment and the last participating member of the People's Republic of China, including South Sudan (tr.wikipedia.org/wiki/United_Milleets).

The United Nations is publishing reports on corruption, guiding states with a transnational approach to combating ethical behavior, and occasionally submitting binding decisions to the international public. Among the notifications; The Declaration of Fundamental Principles on the Justice of Victims of Crime and Exploitation of Victims, the Code of Conduct for Corruption and the International Code of Conduct for Public Officials, and the Declaration on Combating Bribery and Corruption in International Business Relations are examples (Gediz Oral, 2016: 169). A declaration entitled "International Code of Conduct for Corruption and Public Servants" was adopted by the United Nations in 1996 (Yagan, 2016: 1-2) in order to ensure that public officials act transparently within the framework of established ethical rules.

International Code of Conduct for Public Officials: On December 12, 1996, the United Nations General Assembly issued a recommendation to member states on the ethical rules of public officials, with a resolution 51/59, which constitutes an element of the Anti-Corruption Action Plan. The so-called "Ethical Code of the Public Officials of the Countries" was created with the aim of guiding the member states in their fight against corruption. United Nations International Code of Conduct for the United Nations Public Officers

Public Officials) contain provisions on conflict of interest, deprivation of rights, notification of property, acceptance of other gifts, confidential information and political activities. The code also emphasizes the principle of efficiency, effectiveness, honesty, sensitivity, justice, impartiality and non-discrimination. (Saylam, 2017: 72).

According to Code, a public official must not misrepresent himself or his family in a personal or financial interest by misusing official authority, duties, functions and decision-making authority. Again, public officials must comply with the country's precautions to take advantage of their former positions after they have left their posts. Confidential information obtained by public officials in accordance with their duties must be kept confidential, unless otherwise provided for by law or judgment. Countries can assume that this obligation, public servant, can survive even after leaving office. Finally, the code regulates the political activities of public officials (Obreja, Gasca and Potirniche, 2012: 91-92).

Here are a few of the International Code of Conduct that the United Nations has set.
(The etik.meb.gov.t):

- Public officials can not use their official authority to increase their or their family's personal or financial interests in a way that is inappropriate to the law. They shall not engage in any transaction that is incompatible with their respective authorities or take any business or duties or provide any other financial, commercial or similar other benefits or accept payments arising therefrom.
- Public officials are obliged to report on business, commercial and financial interests or activities to obtain financial gain that are in line with the requirements of their respective holdings and that are appropriate to the law or administrative policy and which may lead to a potential conflict of interest.
- Public officials shall never use public funds obtained during the performance of official duties or as a result of such duties for activities that are not related to public goods or official duties.
- The public officials must act in accordance with the measures established by laws and administrative policies so that they can not obtain an advantage that is not in accordance with the law due to their duties once they have left their official duties.
- Public officials must act in accordance with the requirements in respect of disclosing or disclosing the goods and liabilities of the persons to whom they are liable, as well as their personal property and obligations, in accordance with the position and laws and administrative policies permitted or required by law.
- They may not claim or receive any gifts or any other gifts that may affect the performance or performance of their duties or the performance of their duties, either directly or indirectly.

As you can see, the UN's codes of conduct are in fact similar to those that many countries understand, try to apply in their own countries, and are increasingly more important and tried to be implemented in recent times. Here too, the prohibition on receiving gifts and borders, declaration of goods, corruption, abuse of duty, accountability and so on. It is discussed. These rules, determined by the UN,

It is a very important step in terms of Turkey, as well as in terms of other countries and international organizations, as well as being an example to the whole world.

The United Nations Convention Against Corruption: "Fighting Corruption and Corruption", one of the most important problems in Turkey in recent years, is one of the issues that the international community has put forward on a long-term basis and proposed proposals (www.mayadergisi.com). The UN Convention against Corruption; can be regarded as one of the most comprehensive and most important documents prepared and accepted on the international scene. Accordingly, the Convention aims to deal with every state's criminal justice system. The Convention also takes into account the consequences of corruption beyond its guilt. Corruption, as well as the weakness of a country, also hinders the well-being of its citizens. Sometimes it can be effective at the time when the states in that region can also distort the economic balance. Accordingly, organized crime, terrorism and other illegal activities can accelerate. In many countries, corruption is eroding public services. This has a detrimental effect on people's quality of life (Başak, 2017: 96).

Corruption, considered as a transgression of crime by Article 8 of the United Nations Convention Against Transnational Organized Crime, which was also signed by Turkey, has become increasingly more internationalized and more complex in recent years. The United Nations Convention against Corruption was signed by Turkey on 10 December 2003 during a high-level political conference held in Merida, Mexico, on 9-11 December 2003. Turkey to the Convention, which entered into force on 14 December 2005, became a party on 9 December 2006 following the completion of the approval procedures (www.mfa.gov.tr). The United Nations Convention against Corruption was adopted by the Council of Ministers on 11.08.2006 and entered into force upon publication in the Official Gazette dated 02.10.2006 and numbered 26307.

The Convention emphasizes the prevention of corruption in public and private sectors. Units aimed at combating corruption and model units for transparency are being proposed, as well as some measures to clarify the political parties and their financing of election campaigns. Once these objectives have been achieved, it is necessary to remove the confidentiality of financial and other benefits to be paid by public service officials and to determine disciplinary penalties. In addition, corruption should be avoided in public procurement and in judicial units. In order to achieve this, it is necessary that the tenders are realized in a transparent manner, why the tenderer is concluded in this way and the price ranges of similar projects can be compared.

Significant issues such as the need to make legal arrangements for the effective control of these are emphasized in this convention (Başak, 2017: 97). It

Attention is paid to ensuring that public officials in the public service are loyal to the Convention and that their effectiveness, effectiveness, transparency, reliability and respect in public services are ensured. It states that states must establish important protection mechanisms. It is also emphasized that countries should cooperate in order to prevent corruption and unethical behavior in the Convention.

It has been adopted as an important principle in the convention that what follows after the formation of the crime has been taken and what is important and important is prevention. In this direction; measures to increase transparency in the financing of political parties and election campaigns, establishment of anti-corruption institutions, transparency and accountability in public financing, public awareness of corruption, and the development of strategic strategies in this respect were requested (www.mayadergisi.com). In the contract; bribery of national public officials, bribery of foreign public officials and officials of international organizations, misappropriation of property as public officials, unjustified acquisition of goods or other forms, trade of influence, abuse of office, unjust enrichment, bribery in the private sector, corruption in the private sector and corruption in connection with corruption, criminal incarceration, concealment, and justice. (Saylam, 2017: 7172). I would like to note that the Convention; foreseeing an effective system of revenues from corruption in the country of origin, that is to say the withdrawal of assets, not found in previous international legal instruments. The Convention also envisages an effective legal aid mechanism, which makes it possible to request legal aid for corruption offenses, even if it constitutes only one of the two countries (Topkaya and Topkaya, 2014: 28). Returning corrupt sources to the country from which they are obtained is very important in terms of prevention, deterrence and effectiveness.

It is also of great importance in terms of poor countries. When all these applications are examined; Against Corruption Steps have been taken so that the basic policies and measures put forward by the United Nations Convention can be implemented in Turkey in an integrated manner. However, their feasibility and effectiveness should be controversial. There are institutions for unethical behavior and corruption in Turkey, but these mechanisms are not effective. The most important reason for this is the political will.

3.2.4. Organization for Economic Cooperation and Development (OECD)

Economic Cooperation and Development Organization, also referred to as the Economic Cooperation and Development Organization, is an international economic organization. Based on the Paris Convention signed on 14 December 1960, the OECD was established in 1961 and is a direct heir of the European Economic Cooperation Organization established in 1948 for the restructuring of the war-ruinous Europe under the Marshall Plan.

OECD countries are industrialized and rich countries. There are currently 33 full member countries. Of these countries, 30 were listed among the high-income countries by the World Bank in 2005. ([Tr.wikipedia.org/wiki/oecd](http://tr.wikipedia.org/wiki/oecd)). Turkey joined the OECD in 1961 as a founding member. The OECD has paid special attention to unethical behaviors such as bribery and corruption in the international arena. He took many precautions in these matters and tried to combat unethical behavior.

Based on the experience of the Member States, the OECD has identified the functional subdivision of public officials' ethics as based on three key elements. These; guidance, management and supervision. In other words, there are eight sub-components of the three functional infrastructure. These can be listed as follows. (Edes, 2000: 164-166):

The subordinate elements of the guiding function are: i) a stable political will to be found and politics to be a model for ethics. ii) enforcement of a well functioning ethical code for public officials. iii) There are a number of professional socialization mechanisms.

The subordinate elements of the management function are: i) Establishment of an ethical coordination body. ii) Providing supportive public service provision conditions.

The subordinate elements of the audit function are: i) to have an effective legal mechanism. ii) Finding effective accountability mechanisms. iii) The presence of active non-governmental organizations. The importance of written and visual media is crucial in adhering to ethical rules.

Again regarding the ethical management system, the recommendation of the OECD Council on 23 April 1998 in the field of Ethical Behavior Development in the Public Service is also a horizon in this area. In this Land, there is the "Principles for Ethical Management in Public Service", which is reached on a mutual basis. It has been stated that it is necessary to take these principles, references "to help them in their decision to oversee the ethical management systems of the member countries (Long, 2011: 39). By the recommendation

decision, the following principles are defined as "Ethical Management Principles in Public Service". These are (Yilmaz, 2016: 3):

- Clear and open ethical standards for public service,
- The inclusion of ethical standards in the legal framework and its legal basis,
- The fact that the code of ethics is open to public officials and that staff can access these rules at any time,
- To know the rights and obligations of public officials,
- The use of political will in the application of ethical rules and the fact that political authorities do not act in line with ethical rules,
- The decision-making process of the public administration is transparent and justified,
- The existence of clear principles for relations between the public and private sectors,
- It is important that managers act in accordance with ethical rules and encourage compliance with ethical rules,
- Management policies, procedures and practices support ethical behavior,
- To support the economic and social conditions of public employees and the ethical principles of human resources management; especially staff management, career opportunities and recruitment ethical principles,
- The establishment of adequate accountability mechanisms in public administration and their use in case of violation of these mechanisms,
- There are appropriate procedures and sanctions for ethical breaches.

In fact, the aim of all principles is to draw attention to ethical issues in public services. But what should not be forgotten is that these are general, that each country can be more effective or more effective than its own conditions, values and morals. Countries have the ability to have more effective mechanisms to prevent unethical situations according to their own circumstances. The aim here is to guide the countries.

The OECD first put international corruption on the agenda in 1989 and has set its sights on fighting corruption in international commercial transactions for its work. Following the analysis of the nature of corruption in international commercial transactions and the identification of measures to be taken by countries to combat such corruption, OECD member countries reached an agreement in 1994 on the Recommendation on Bribery in International

Business Transactions. Later, in May 1996, Member States adopted the Recommendation on Tax Deductibility of Bribes to Foreign Public Officials. In May 1997 it was observed.

"Recommendation on Combating Bribery in International Business Transactions" has been adopted (Saylam, 2007: 79). The conclusion of work by the OECD's International Investment and Multinational Corporation Committee (CIME) Workshop on Combating Bribery in International Business Transactions was completed by the Convention on the Prevention of Bribery of Foreign Public Officials in International Business Transactions and was ratified by Member States at the Paris Ministerial level meeting on 17 December 1997 (Guide, 2015: 257). Turkey ratified the Convention by the Law No. 4518 of 1 February 2000 ". In accordance with the Law Amending Certain Laws to Prevent Bribery of Foreign Public Officials in International Business Transactions dated 2 January 2003 and number 4782, amendments were made in the internal legislation and the Contract was harmonized (Saylam, 2017: 80). The Convention contains regulations on the following aspects (Saylam, 2017: 81-82):

- Penalizing a person who bribes a foreign state official with penalties, including effective, proportional, deterrent, and imprisonment, as the person who bribes his or her officer by the state in which he is a citizen,
- The confiscation of gains or assets from bribery and corruption, the confiscation of these assets or the application of comparable monetary instruments to them,
- Where the countries are committed outside their own country for the crime of their own citizens to take necessary measures to have jurisdiction,
- The bribe given to a foreign government official, regardless of where the crime is committed, is a prime offense in the clearing of black money,
- Making necessary arrangements about accounting, registration and auditing standards,
- Bribery is considered a major offense in the recall of criminals,
- Each state shall notify the competent authority or authorities responsible for consultation with the OECD Secretariat General, mutual legal aid, and requests to be made on the matter of the offenders.

In fact, it is difficult to argue here that the flexible position of the OECD is changing. This is because the OECD Convention on Combating Bribery of International Business

Relations still shows a cautious approach. For example, a flexible arrangement has been introduced for the settlement of bribery arrangements for foreign civil servants in connection with their respective legal customs. (Başak, 2008: 95). However, it is not possible to claim that this Convention is a complete regulation on the fight against corruption. For example, it refers only to foreign public officials on bribery; but there is no evidence of corruption in the private sector or in political party officials (Başak, 2008: 96).

According to the OECD, the first step public officials should take in creating a common understanding within the community is to set key values. OECD countries are preparing publications on core values that will guide public officials in the day-to-day operations. These values are shaped by making use of generally accepted auxiliary resources such as social norms, democratic principles and business ethics. The core values that are tried to be built with intensive effort are related to efficiency, reasoning and accountability. This approach also includes values generally associated with public service, such as honesty, truth, fairness and impartiality. It means that public officials must have a broader and more powerful spectrum of values than their predecessors. (Www.milliyet).

In a changing public sector environment, core values need to be articulated. In recent years, it has been monitoring and updating more than one third of OECD countries' basic public service values. These countries add new values that reflect contemporary content, as well as a public service culture based on more conclusions, while emphasizing traditional values at the time of oversight. For example, neutrality is the most defined basic value. Neutrality means the right to equal benefit from public services as well as the "equality before the law" principle (Özdemir, 2001: 2). Given the most widely adopted public service core values in OECD countries, it is clear that the first order has received neutrality. Legality, honesty, transparency, efficiency, fairness are the most important values among the values adopted (www.milliyet.com.tr). Transparency is also a matter of increasing importance. The OECD Report shows that the vast majority of countries benefit from key management measures to ensure transparency of their decisions and activities. These measures are; to set standards for timely completion of work, to ask for the explanation of the reasons for the decisions and to make the decisions to be corrected.

The vast majority of OECD countries attach special importance to the training of public officials on ethics. These countries are trying to overcome this ethical consciousness with in-service training for public officials and trainings that are given when they are newly started. In Turkey, training in ethics has begun to be provided in several professions, but this is not

sufficient both in terms of time and content and effectiveness. For example, the Ministry of Finance provides ethics in in-service training, but it is not sufficient.

The reform of the public services is in Turkey as well as in other countries. According to the OECD definition, the objectives of public service reform are;

- i) To increase the efficiency of the yam management,
- ii) Restructuring,
- iii) Determine the functions
- iv) to ensure that the public service is better equipped to fulfill expectations. (www.milliyet.com.tr).

3.2.5. Transparency International Organisation

A group of World Bank officials, by resigning, founded the International Transparency Hearing in 1993 in central Berlin. The organization initially aimed at achieving a broad coalition against corruption. To achieve this goal, it seeks to create an environment in which electoral systems, public administration tendencies and business relations can be improved by bringing together international organizations, governments, non-governmental international organizations and business world representatives (Glynn, Kobrin and Moisés, 1997: 16) . The Transparency International is an international non-governmental organization. More than 70 countries are operating in the country. The non-governmental organization, which is the representative of the International Transparency Organization in nearly 60 countries and promotes transparency and fight against corruption, is the main frame of the transparency movement. These organizations, taking into account the characteristics of their countries, are developing new strategies to combat corruption and monitoring developments in their countries (<http://en.wikipedia.org>). The International Transparency Organization is an organization that investigates the causes of corruption, prepares work and reform programs for it, pioneers the implementation of multilateral contracts, and shares publicly the findings that governments, public institutions and non-governmental organizations follow through their activities (Özbaran, 2013: 25-26) . The "Society for Transparency Movement in Turkey" is the national organization of the International Transparency Organization. The Transparency International is a strong civil society organization that brings together people strongly against corruption around the world and leads the fight against corruption. For that purpose, it is to provide a transparent management environment free from corruption.

Transparency International opposes the saying that corruption is inevitable and offers hope to victims of corruption. Since its founding in 1993, the organization has taken a leading role in improving the lives of millions all over the world, accelerating the anti-corruption movement. The Transparency International creates and implements actions to raise awareness and to draw attention to and reduce irresponsibility and insensitivity to corruption. Transparency International forms a global network with nations established in more than ninety countries. These countries struggle with corruption in their fields in various ways. The organization brings together relevant actors from the public, civil society, the private sector and the media to promote transparency in politics, public administration, tender processes and business. The international Transparency Group's branches and stakeholders lobby governments and implement advocacy campaigns to implement anti-corruption reforms. (www.seffaflik.org).

It should also be noted that there are "National Transparency Organizations" operating at the local level within the Transparency International. These organizations have been charged with responsibility for accountability and the mission to combat corruption at national level, with the support of the public and the media, in efforts to increase transparency. TI has acknowledged that corruption is a lengthy process and is working on long-term gains rather than individual gains in the fight against corruption. These are the studies:

- To lead the drawing of international and national frameworks in the fight against corruption and to take part in international organizations,
- To create "National Reliability Systems Model" in order to provide guidance and support to countries fighting corruption in legal and institutional sense,
- Every year we publish the "Corruption Perception Index-CPI"
- To publish "Bribe-Free Countries Index" every year,
- To produce "Global Corruption Reports" annually,
- To organize educational activities,
- To award honesty,
- To create a database of *Corruption Online Research and Information System (CORIS)* in electronic environment.

From 1995 onwards, the Transparency International Organization; governments began publishing the "Corruption Index" to encourage the implementation of the necessary legal

reforms in their domestic laws and to draw public and government attention to problems related to corruption. Accordingly, it publishes an index showing the degree to which governments tolerate corruption. Given the internationally accepted indices, governments have the opportunity to look at their own situation (Virgo, 2017: 102).

2011 Annual International Corruption Perceptions Index-YAE / Corruption Perception Index-CPI Report; 183 countries are included in the index. New Zealand, Denmark and Finland, with the highest CPI index, are the top three countries. New Zealand 9,5; Denmark and Finland have a score of 9.4 CPI. Countries with low perception of corruption can be said to have a high level of development, generally in terms of social and economic sense. The CPI score was the lowest among the 183 countries in North Korea and Somalia, with Afghanistan and Myanmar sharing the previous rank with the CPI score of 1.5. When the countries with very high perception of corruption are introduced, it can be said that the development levels of the countries are also falling. The United States was unable to maintain its place in the 183 country rankings, with the CPI score of last year being 7.1 with the score of the previous year, and fell two places to rank 24th. Turkey ranks 61st with Cuba and Latvia with a score of 4.2 CPI. Turkey's score, which fell five places from the previous year, declined by 0.2 points. According to this result, it can be said that Perception of Corruption is High in Turkey. 134 countries with 73.2% of the 183 countries for which the index was calculated were below the 5.0 CPI score. This indicates that corruption is high in the world (gen.tobb.org.tr). The following Table 1.1 shows Turkey's CPI reports covering 2002-2011:

Table 1.1. Turkey Corruption Perception Index (0-10)

Year	Ranking	YAE/CPI
2002	64	3.2
2003	77	3.1
2004	77	3.2
2005	65	3.5
2006	60	3.8
2007	64	4.1
2008	58	4.6
2009	61	4.4
2010	56	4.4
2011	61	4.2

When the YAE / CPI scores of Turkey in terms of years are examined in Table 1.1, the index number varies between 3.1-4.6. When examined from 2002 to 2011, it can be seen that Turkey has some years of rise and some years of decline, and it can be said that in all cases it is behind many Western countries. However, even though such values are so, making such an evaluation may have misleading results. It does not measure the performance of any country at all and often changes in the number of participating countries. However, from a table perspective, Turkey has recently declined compared to 2010.

International transparency The organization has the necessary accumulation, tools, experience, expertise and broad participation to combat corruption through local, regional and global initiatives as much as it is in place. Leaving behind the second decade of the Board, the Organization matures, intensifies and diversifies its fight against corruption (www.seffaflik.org). It is clear that the effectiveness and the progress of the corruption rate published by the International Transparency Organization is now more effective than the establishment of the Ethics Committee for Public Officials established for ethical management in Turkey by comparing the corruption rate in Turkey and other countries. This index shows us that the Ethics Board can not provide an activity in line with its aims and can not record any stage.

PART FOUR PUBLIC OFFICES ETHICS COMMITTEE

In order to organize the ethical infrastructure in public administration in Turkey, it is the Ethical Committee of Public Officials established with the Law on the Establishment of the Ethical Board of Public Servants numbered 5176 and Amendment in Some Laws, which is the most important work done in recent years. With this Law, which entered into force on 25.5.2004, the authority to determine the ethical principles and values valid in the public were given to the Ethics Committee. The regulation required for the Board to start to work effectively has also been published in the Official Gazette on 13.04.2005 under the title of Ethical Code of Conduct for Public Officials and Regulation on Procedures and Principles of Application. This Regulation has been initiated by the Council.

The Ethics Committee of the Public Officers, formed by the influences of global financial actors and increasing demands of the internal dynamics of the year 2000, constitutes an important element of the ethical infrastructure as a coordination body in terms of ethics management in the public sector. The transparency and transparency in the "Increasing Transparency in Turkey and Action Plan for Enhancing Public Administration" prepared by the Executive Committee for the Enhancement of Transparency in Public Management and Strengthening of Good Governance in 2001 with the participation of various public institutions' representatives proves that it is effective and efficient management of the public. (Young and Demirci, 2016: 51).

The establishment of the Ethics Committee of the Public Officers was particularly influenced by the EU membership process, international organizations such as the OECD and GRECO.

There are also provisions in the legislation that determine the rules of ethical conduct, in particular the Constitution. Article 10 titled "Equality before the law" of the 1982 Constitution and Articles 129 and 137 contain the provisions related to this issue. The Law on Information Acquisition, which entered into force in 2003, presents another challenge as another important step in this regard. The first article of the Law states that it is aimed to "regulate the principles and procedures for the exercise of the right of persons to obtain information in accordance with the principles of equality, impartiality and openness that democratic and transparent administration requires". Similarly, article 7 of the "Civil Servants Law" No. 657 entitled "Loyalty and Commitment to the State" states that civil servants are obliged to act impartially when performing their duties. Criminal sanctions for unethical

behavior in Turkey's public administration were also regulated under the "Turkish Penal Code". According to the Law, corruption is defined as bribery, extortion, embezzlement, torture, buying and selling, fraud and misconduct (Güler and Koç, 2010: 43-44). Ethical principles and rules that are scattered in Turkish legislation have been brought together in a clear and understandable manner into laws and regulations. These have been systematized to establish the Law on the Establishment of the Ethics Committee of the Public Servants numbered 5176 and Amendment in Some Laws.

The various basic legal arrangements in Turkey for ethical management principles include:

- 1982 Constitution
- Civil Servants Law No. 657 dated 1965
- Law No. 832 of the Turkish Court of Accounts dated 1967
- Law No. 2531 dated 1981 on the works that can not be done by the public duties
- Law No. 3628 on the Submission of Commodities, Bribery and Corruption Act 1990
- Law No. 4483 of 1999 on the Trial of Officers and Other Public Officials
- Law on Information Acquisition No. 4982 dated 2003 and related Regulation
- Public Procurement Law No. 4734 dated 2002
- Public Financial Management and Control Law No. 5018 dated 2003
- Turkish Penal Code No. 5237 dated 2004

The Ethics Committee of the Public Officers is an institution created entirely for ethical purposes. It can be said that the presence of some troubles in management is also effective in the need of such a structure. The reasons for the establishment of the Ethics Committee of the Public Officers can be systematized as follows:

Loss of confidence in public administration; because there is a trust problem between public officials and citizens. Corruption, bribery, etc. unethical behaviors have reached very advanced dimensions. Citizens were not able to ask public officials. Some examples of irregularities that have been reported since the 1980s (www.tedmer.org.tr) include ISKI (Istanbul Water and Sewerage Administration), İLKSAN (Primary School Teachers Health and Social Aid Fund), TÜRK BANK corruption, and fictitious export incidents. Turkey is ranked 65th among 159 countries in the "Index of Corruption Perception" published by the

International Transparency Group in 2005. Research conducted by many NGOs, especially TESEV (Turkish Economic and Social Studies Foundation), TUSIAD (Turkish Industrialists' and Businessmen's Association) and TOBB (Turkish Chambers and Bourses Association), proves the prevalence of corruption.

Citizens expect a higher quality, more efficient service; quality is very important, quality of service is very important, public officials should fulfill their duties in the most efficient, fast and customer oriented understanding.

The progress of technology; the fact that the information can no longer be stored reaches national boundaries and reaches an international arena, and the society is now more conscious and knowledgeable.

The new concept of public administration brings; According to Arab and Yilmaz (2006: 51), concepts such as "governance" and "total quality approach", together with the new concept of public administration coming to the agenda as a ward of change after the capital accumulation crisis that occurred in the 1970s, it is inevitable to take ethical legislation in a new way. This has led to a new understanding of public service. Ethical values are given great importance in this understanding. Rigid, bureaucratic management has taken its place clear, understandable, flexible management.

Impact of international organizations; According to Young and Demirci (2008: 52), it is also seen that international organizations such as UN, OECD, World Bank and International Monetary Fund (IMF) are effective in the fight against ethics and corruption in Turkey. For example, on the grounds of Law No. 5176, which is the basis for the establishment of the Ethics Committee, the OECD's general principles on public ethics and the influence of the EU membership process are clearly understood. 5176, and in the Assembly's remarks, the OECD's explicit recommendation on ethics in public administration; The fact that the letters to the IMF are given to the commitments given to the EU gives the impression that the board is formed by the request of international organizations.

It is observed that in the recent years, some of the concepts frequently used in the field of public administration have entered into the legislation related to the Ethics Committee, when the General Purpose of Law No. 5176, Ethical Principles of Public Servants and the Regulation on the Procedures and Principles of Application and the Prime Ministry Circular on the Ethics Committee of Public Officials are taken into consideration. These concepts include "governance", "accountability", "transparency", "openness", "citizenship orientation",

"result orientation", "continuous improvement", "quality", "standard", "mission" . On the other hand, it is seen that the concepts of classical (traditional, fordist) public administration such as "public benefit" and "law compliance" are also found in the same legislation but not in equal weight (Arap and Yılmaz, 2016: 53). When principles of classical public administration are examined, principles such as honesty, impartiality, prevention of abuse and prevention of corruption are found. These principles are among the principles adopted in ethical legislation. Hence, it can not be said that ethical legislation constitutes a new sequence of principles that has not been before. What is important here is that the Board will ensure that the principles it fills, adopts, and makes these principles functional.

4.1. STRUCTURE AND SPECIFICITY OF PUBLIC OFFICERS ETHICS INCORPORATED PRINCIPLES

The Ethics Committee of the Public Officers was established within the Prime Ministry to fulfill the duties stated in the Law on the Establishment of the Ethics Committee of Public Officials and the Amendment of Some Laws. This Board is responsible for ensuring that public officials are required to comply; has been established to investigate and finalize the allegations put forward by citizens claiming that there are practices contrary to the principles of ethical behavior of personnel working in public institutions and organizations in order to determine and apply ethical behavior principles such as openness, equality, impartiality, accountability and observing the public interest.

The Council of Ministers elects and appoints a total of eleven members as one chairman to take and implement all kinds of decisions within the scope of this Law. These are (Law No. 5176, Article 2):

- a) A member from among those who have served in the Ministry,
- b) A member of the provincial mayors,
- c) Deputy retirement from Supreme Court of Appeals, Council of State, members of the Court of Accounts Among the three members,
- d) Under secretariat, embassy, governorship, independent and regulatory board three members from among those who were in charge of duty or who were retired from such duties,
- e) Teaching in the rectorate or dean's office in universities two members from among the members or their pensions,

f) Top level management in professional organizations in the form of public institutions a member of those who have done it.

Members serve for four years. Members who complete the term can be re-elected by the Council of Ministers. Board members can not be dismissed before their term expires. However, in the event that members lose their conditions of employment or appointment due to a serious illness or disability, they will be discharged from duty without expiration according to the procedure they have been appointed. If the members are convicted of an abuse of duty or an offensive offense, they are removed from office with the approval of the Prime Minister. The members of the Board who are thrown for any reason due to the termination or due to the termination are reassigned by the Council of Ministers within one month. The member appointed in this way completes the term of office of the appointed member (Law No. 5176, Article 2). Upon the invitation of the President, the Board shall convene with at least six members and shall decide by the vote of the absolute majority of the total number of members. Meeting decisions are announced to interested parties. The Board meets four times a month. The members of the board and its members participate in the meeting. Members who have not attended three consecutive meetings or a total of ten meetings within a year are deemed to have resigned. In addition, the secretariat services of the Board are fulfilled by the General Directorate of Personnel and Principles of the Prime Ministry (Law no. 5176, Article 2). Even though the members of the Board can not be dismissed before their term expires, all of the members of the Board are appointed to the Council of Ministers instead of the Grand National Assembly, and their re-election at the end of their term of office is an autonomous activity of the Institution and its members and democracy. It is necessary to prevent the ineffectiveness of such an important Institution's politics that is expected to be effective on the administration.

The Regulation on the Principles of Ethical Behavior of the Public Officials and the Procedures and Principles of the Application and the Authority from the Article 3 of the Law No. 5176 "ethical behavior" that should be obeyed while performing the duties of the public officers is determined. These principles are:

Public service awareness in fulfillment of the task: Public officials must fulfill their duties in a modern management understanding. It is important that public officials are open to innovations and developments at all times and that employees and service beneficiaries can participate in governance, that decision-making processes of institutions are open to the public as a rule, publicity of decisions taken by management, public service and public

accountability, public evaluation and testing are always open and ready, procedures and processes related to business and operations are predictable, and services are carried out to the closest units to the citizen (Şen , 2012: 28). Here, the Ethics Committee specifically states that it is open to the public and that it obtains information and documents. But the Council is contradicting its own structure here. The establishment has a closed-box structure and is reluctant to give information and documents. it is thought-provoking that a institution that defends and supposedly protects transparency is far from transparency. This situation undermines confidence in the Institution and the principles it has set.

Public service consciousness: Public officials, instead of public services in carrying; (KGEK Regulation, Article 6), to facilitate the daily life of the people, to meet their needs in the most efficient, fast and efficient manner, to increase the quality of service, to increase the satisfaction of the public, and to the needs of beneficiaries and services.

Follows service standards, guides citizens: Executes public administrators and other personnel and public services in accordance with established standards and procedures, and informs beneficiaries of the service through the service process by giving them necessary explanatory information about work and transactions (KGEK Regulation, Article 7) .

Aim and Commitment: Public officials act in accordance with the objectives and mission of the institution or foundation they are working with. The interests of the country act in the direction of community welfare and the service ideals of their institutions (KGEK Regulation, Art.)

Honesty and impartiality: public officials; act in accordance with the principles of legality, justice, equality and honesty in all their acts and actions and can not distinguish between language, religion, philosophical beliefs, political thought, race, gender and so on in fulfilling their duties and in using services and in contradiction or restricting human rights and freedoms. they can not be found in behaviors and practices that prevent equal opportunities. Public officials use discretionary powers in accordance with the principles of impartiality, impartiality and equality, in the direction of public good and service requirements (KGEK Regulation, Article 9).

The "fair competition" system applied to candidates for entrance to public service is a first and foremost important instructive experience for them to comply with the ethical norms and values in their working life. The transfer of the officers in Turkey is carried out every year by a general aptitude examination (KPSS - Public Personnel Selection Exam) conducted

by ÖSYM (Student Selection and Placement Center). Public institutions want candidates to get a minimum score from this examination, in addition to the general conditions required to become a civil servant. Institutions then either take an additional oral or written examination that includes both vocational qualifications or only oral examinations for final selection. However, in particular, "oral examination does not guarantee objectivity and impartiality in recruitment" (Acar and Labor, 2009: 190-195).

There is no correlation between the performance of public servants and their promotion and salaries, and "politics tends to use bureaucratic decisions for their own interests" to negatively affect the decision-making mechanism and to achieve their own narrow interests (Acar and Emek, 2009: 193-195).

Conflict of interest: The concept of conflict of interest is firstly clearly defined by the Code of Ethics for Public Officials and the Regulation on Procedures and Principles of Application were included in the Turkish legislation (Gençkaya, 2009: 34). The Regulation stipulates that the conflict of interest shall be governed by "all kinds of interests and their financial or other obligations and similar personal interests, which appear to affect or exert an influence on the impartial and objective performance of their duties and which are provided to them, their relatives, friends or associates, (KGEK Regulation, Article 13). As an example of conflict of interest, the following event can be given: "Selçuk, who served as a control engineer, was invited to a free holiday for his family in the firm's resort village. Selçuk made a free holiday for the family for a week while he was in charge of the campaign and while he was checking the progress of the company on holiday, he determined that there was a lack of manufacturing. When the deficiencies were reported to the owner of the firm, the firm's owner, Selçuk, searched for satisfaction. How will Selçuk behave in this situation? In the example, the owner of the firm, Selçuk gave him a personal advantage by sending him a free holiday. In this case, Selçuk can act in two ways: In the first case, he may be influenced by the personal profit provided to him and may come to ignore the shortcomings in production when signing the entitlements. In the latter case, the firm is not affected by the personal gain provided to it, and the firm may ask the manufacturer to correct any deficiencies in production. In this case, however, the third persons who are not directly involved and know that they are vacationing in the holiday village of Selçuk will think that they can abuse / use Selçuk mission. Selçuk should not accept a free holiday offer in order not to be confronted with a conflict of interest.

Reputation and trust: Public officials are committed to providing confidence in public administration and demonstrate that they deserve the reputation and trust they require. They refrain from being in public behavior that creates a sense of vulnerability to public service, creates suspicion and harms justice. The public officials act in accordance with the service requirements with the awareness that it is a duty on the personal or private benefits of the public service, they can not behave badly to the beneficiaries of the service, neglect the business, apply double standard and can not take sides. (KGEK Regulation, Article 10).

Notification to the competent authorities: Public officials shall notify the competent authorities when they are aware of or are aware of such action or action when they are requested to be involved in illegal activities or activities, or incompatible with the ethical codes of conduct set forth in this Regulation (KGEK Regulation, Article 12).

Duties and powers not to be used for the benefit of: public officials; duties, titles and powers to provide benefits for relatives, co-owners or third parties. They can not conduct religion favoritism, political favoritism or discrimination or favoritism for any reason.

Use of public goods: Public goods and resources must not be used or used outside of public purposes and service requirements. Public goods should be used for the welfare of the country and society.

Avoiding wastefulness: Public officials avoid wastage and wasteful use of public buildings and vehicles and other public goods and resources; productive, and frugal when using overtime, public goods, resources, workforce and facilities (Article 34 of the KGEK Regulation).

Binding disclosures and untrue statements: Public officials are not allowed to make deceptive and untrue statements, commitments, promises, or attempts to bind institutions that they work beyond their competence while performing their duties.

Informing, transparency and participation: Public officials help people use their right to information. If requested by real or legal persons, they shall furnish the required information or documents in accordance with the procedure except the exceptions specified in the Law on the Acquisition of Information No. 4982.

Accountability of managers: Public officials can account for their responsibilities and obligations during the fulfillment of public services, and public evaluation and testing are always open and ready. Administrative public officers take the necessary precautions to

prevent corruption of staff in authority. These measures include; implementing legal and administrative regulations, conducting appropriate training and information work, being cautious about the financial and other difficulties faced by staff, and being an example of staff by personal behavior.

Relations with former public officials: Public officials can not enjoy privileged treatment of former public officials from public services, nor can they enjoy privileged treatment.

Prohibition to receive gifts and benefits: All kinds of goods and benefits that are directly or indirectly accepted, with or without economic value, that affect or influence the impartiality, performance, decision or duty of the public official. It is the basic principle that public officials do not take gifts, donate gifts to the public officer, and are not profitable due to their duties (KGEK Regulation, Article 15). In addition, cases that are not included in the scope of prohibition of receiving gifts are also mentioned in the Regulation. These are the exceptions. (Yuksel, 2016: 354-355):

- (Excluding means of authority and other gifts received to be allocated to the service of a public official), which shall not affect the performance of the institutional services in conformity with the law, and which shall be allocated to the public service,
- Books, magazines, articles, cassettes, calendars, CDs or similar intellectual content,
- Awards or gifts that are won in public races, campaigns or events,
- Everyone has the gift of commemorative gifts given at open conferences, symposiums, forums, panels, dinners, receptions,
- Promotional, all-inclusive and symbolic value advertising and craft products,
- Loans taken from financial institutions according to market conditions and donations made to institutions and institutions.

However, the "donations" clause which is excluded from the granting of gifts is open to abuse and constitutes an element of inequality among the citizens, against donors. (Arab and Yilmaz, 2016: 64). In addition, the directive obliges senior public officials to report to the Ethics Committee annual list of gifts they receive abroad. These gifts are obliged to deliver to public officials their work.

Notification of goods: Public authorities shall notify the competent authorities of property and movable property, receivables and debts of their spouses and children under their custody in accordance with the provisions of Article 3628 of Notification of Goods, Bribery and Anti-Corruption Act. The Board has the authority to review the declarations of goods if it deems necessary. In order to check the accuracy of the information in the goods declarations, the persons and organizations (including banks and private financial institutions) are obliged to submit the requested information to the Board within thirty days at the latest (KGEK Regulation, Article 22).

4.2. DUTIES AND AUTHORITIES OF PUBLIC OFFICERS ETHICAL DIRECTOR

Authorities, duties and responsibilities of the Ethics Committee of the Public Officials are under the "Law on the Establishment of the Ethics Committee of Public Officials Number 5176 and Amendments in Some Laws" (KGEK Regulation, Article 25):

1) To determine by the regulations to prepare ethical codes of conduct that public officials must obey while carrying out their duties.

2) To inform the relevant authorities about the violation of the code of ethics and to make necessary investigations and investigations on the applications or applications to be made.

3) To conduct or to conduct work in order to place ethical culture in the public and to support the work to be done in this field.

4) The issues concerning the implementation of the law shall be determination by regulations.

5) The Board has the authority to examine the declarations of goods when necessary. For the purpose of checking the accuracy of the information in the goods declarations, the persons and organizations (including banks and private financial institutions) are obliged to submit the information requested by the Board to the Board within thirty days at the latest.

6) The Board shall conduct, conduct, research, publish, conduct surveys, public opinion polls, organize scientific meetings and similar events, prepare, coordinate, conduct training programs for public officials, public institutions and organizations, universities, local administrations and nongovernmental organizations specialized in their fields. Institutional

and institutional managers are required to include ethical codes of conduct in basic, preliminary and in-service training programs applied to public officials.

The board also has the authority to investigate and research. The Board is empowered to carry out the necessary investigations and investigations on the conducts and applications contrary to the principles of ethical behavior, on the applicants or on the applications to be made. The Board may gather information and documents from institutions and organizations on the basis of investigations and investigations about behaviors and practices contrary to ethical principles when necessary. The Board carries out its investigation and investigation in the framework of the violation of ethical codes of conduct. The Board shall finalize the examination and investigation within three months at the latest. The Board may also conduct activities, reviews and research on the establishment and development of ethical codes of conduct in institutions and organizations. (KGEK Regulation, Article 28).

It is the coordinating body of the ethics system of the Public Officers Ethics Committee. It performs a management function by coordinating and supporting all other ethical infrastructural elements. Functioning is both about implementing direct ethical initiatives and transferring some of this work to departments or institutions. Above, collect all of the auditing, consulting, support and promotional roles. The Ethics Committee of the Public Officers will also fulfill the educational function with the work to be done for the establishment of ethical consciousness in Turkish public administration. In addition, conferences, seminars, and expert assistance will be provided for the adoption of ethical principles among public officials and ethical cultures among citizens (Yüksel, 2005: 347-360). The duties and authorities of the Ethics Committee of the Public Officers are; authority to request information and documents, authority to investigate and investigate, and authority to report opinions.

The procedure for the publication of the ethical violation decrees, which is the authority of the Ethics Committee of the Public Officials Ethics Committee, was terminated in accordance with the cancellation order dated 04.02.2010 and numbered 2010/33 of the Constitutional Court published in the Official Gazette dated 18.05.2010 and numbered 27585. This decision does not serve the development of ethical cultures in society, according to Eryılmaz (2016: 78). Because, as long as everyone who uses public authority and resources is not accountable ethically, public confidence in the state can not be achieved. The moment is the only ethical violation of the Ethics Committee. It does not prescribe any punishment like judicial organ or disciplinary board. Nevertheless, the Turkish public bureaucracy, especially

the top management, can say that it is not satisfied with the publication of the ethical decisions in the Official Gazette. In many countries, there are various systems for controlling ethical violations.

There are sanctions such as fines in the United States and the removal of the powers of public administration for 1-2 months in the United Kingdom. The ethics committee also aims to prevent ethics. However, as stated all the time, the Ethics Committee does not have a handicapping mechanism.

According to the KGEK Activity Report (2016: 22), it is the duty and the authority to undertake or undertake studies to place ethical culture on the public, and to support the work to be done in this regard. With this duty and authority of the Board, public institutions and organizations within the scope; to establish a corporate culture respecting ethical codes of conduct, to raise ethical awareness, to ensure that ethical violations are prevented, and to inform those concerned; The ethical violation decisions of the Board and other judgments it deems appropriate; it has been decided that it is appropriate to publish in the official web site of the Board without giving a name, an open title and a place.

The Ethics Committee of the Public Officers has the authority mentioned above; "The President, the members of the Turkish Grand National Assembly, members of the Council of Ministers, Turkish Armed Forces, members of the judiciary and universities" can be used in all public institutions and organizations. This situation can be interpreted as a reflection of Turkey's management tradition and the idea of adopting a structure that conforms to social and political conditions. According to Baydar (2016: 113), the legislative and executive members included in the scope of the supervision of the Council, which is noteworthy in Europe, are outside the scope of Turkey. According to Bayır (2017: 75), these exceptions are in fact a shield of protection, for example the fact that the gifts given to the Prime Minister and his wife are not registered with the Prime Ministry's inventory can not be examined by the Ethics Committee. It is not possible for the Minister of Transport to establish a shipping agent, to enter into public contracts related to shipping, and to win almost every bid. Furthermore, the Board can not examine this situation even if it is decided that the military jurisdiction of the former Naval Forces Commander committed an embezzlement in the military jurisdiction due to improper expenditures and increases in assets. Again, the rector of the university does not enter into the duty of the Board to investigate the allegation of misappropriation. In fact, it is a matter of debate whether or not each of the given examples is

unethical, but it is in fact a clear indication of how sincere the government is about the Board in view of the fact that the Board can not examine these issues.

How can we reconcile ethical principles (news.mynet.com) with the fact that one of the members of Parliament outside the review authority of the Ethics Committee of the Public Officers beats a physician in charge of the duty? This incident is an ethical dilemma, but the Ethics Committee is unable to conduct an investigation or examination of the person because the deputies are outside the authority of KGEK to examine it. As it is seen in this case example, the hand of KGEK is connected to some persons and institutions in the name of protection. As such, KGEK is not really established for ethical management, but it is a symbolic foundation established to show to some authorities.

There are doubts and problems about why some institutions are not included in the scope of ethical supervision. Unfortunately, Turkey is overlooking the fact that in the politics and management tradition of the public, there is no public relation to the institution or position, that there is no direct relation to the institution or the position, and that there may be ethical situations in every institution. Ethics, all the collecting, individuals, institutions and organizations, the state is therefore necessary for everyone. There should be no exceptions and privileges to bring with them. Already these exceptions indicate that values such as equality, honesty, transparency, impartiality and openness are not respected and that the country does not care about these values. For an ethical society and ethical management, such exclusions, privileges and similar attitudes should not be challenged first.

The Ethics Committee of the Public Officials is authorized to carry out the necessary investigation and research on public administrators and public officials at least equal to the general manager and the applicants on the applications to be made, with the alleged behavior and practices contrary to the principles of ethical behavior in public institutions and organizations. The Board shall determine which titles other than the General Manager shall be registered as general manager. The public officials in this article, which limit the authority of the Board, are listed in the "Regulation on Principles of Ethical Behavior of Public Officials and Procedures and Principles of Application" (Koçak and Yüksel, 2010: 84-85). The fact that this area has been given as an area of study by the Ethics Committee (senior management) is, in fact, a very correct approach. If this area is well supervised, the units and institutions under them will be managed in a better and ethical manner. In addition, the power, structure and resources of the Board can be a decisive decision to strategically intensify the power in specific areas rather than weaken it by giving a very wide range of tasks (Eryılmaz, 2016: 72).

Public officers between the Minor General Director, Equal Opponent and the above-mentioned Public Officers, namely the Undersecretary and the General Manager, who enter into the jurisdiction of the Ethics Committee of the Public Officers (Regulations of the KGEK Regulation, Annex-2):

A) At the General Secretariat of the TGNA and the Presidency: Secretary General, Assistant Secretary General.

B) In the Prime Ministry and ministries; Deputy Undersecretary, Deputy Undersecretary, Chief Executive Officer, Chairman of the Inspection Board, Chairman of the Board (additional indicators 6400 and above), Governors, District Governors, Ambassadors, Permanent Representatives, Prime Minister Chief Advisor, Members of the State Auditing Board. In affiliated, related and related institutions and organizations; (additional indicator 6400 and above), chairperson (additional indicia 6400 and above), chairperson of the Executive Board, Secretary General and OSYM Chairperson, Deputy Undersecretary, General Manager, Chairman of the Inspection Board and other Supervisory Boards, Secretary General and Secretary General (additional indicators 6400 and above), general manager of state economic enterprises and subsidiaries, members of the management and supervisory board of state economic enterprises.

C) In local administrations; metropolitan municipalities, provincial and municipal mayors, metropolitan municipal general secretary and general secretary assistants, general manager of metropolitan municipality and affiliates, metropolitan municipal inspection board, provincial municipal and provincial special administrative unions and their upper union presidents, metropolitan municipal companies general directors, members of the management and supervisory board, mayors in the metropolitan municipal borders.

D) In professional organizations in the nature of public institutions; Chairman of the Board of Directors, Chairman of the Upper Units, Members of the Board of Directors and General Secretary.

E) Within the framework of Law No. 5176; considering the nature of the organization and the services provided by the members of the Board of Directors and the other members of the board of directors and supervisory institutions within the scope of the Act, the Board shall consider at least the general manager or the public officials.

At the beginning of the places where most of the ethical behavioral disorders are seen, we can say that the municipalities are characterized by municipalities. The research done by Kılınç, Özgür and Genç (2014) on urban development projects which are high in terms of rents clearly shows this clearly. According to Kılınç, Özgür and Genç (2014: 13), the most problematic areas of local government in terms of ethics are the high rents and Bodrum, Kuşadası and so on. As well as tourist attractions.

Institutional ethical culture development requires multifaceted activities. First of all, the roles of top managers in ethical behavior are at the forefront. Administrators and bureaucrats need to lead, exemplify, and guide the ethics of society so that society can take on the importance of ethics more quickly and legitimately. Administrators must perform ethical leadership roles in the best and sincerest manner and assemble confidently. Supervisors should identify the weaknesses of the institution's ethics and take preventive measures to deal with them. It should inform the public personnel about this issue and provide the concept of its seriousness.

Administrators should think that each institution has a number of problems related to ethics. Because ethical problems can be found in every person as well as in every institution. It may be tomorrow even if it is not today. Institutions use power, use resources, use authority. Why do we care so much about ethics in the public sector? Because the source used is the source of society, that is, the source of the tax. Authorities, authorities given by the legislature to society, social authorities, public authorities. The main authority in the public is the nation. Public officials are nation. It is the functioning and logic of the democratic system.

4.3. PUBLIC OFFICERS ETHICAL PROCESS PROCESSING PROCESS

Regulation on Ethical Code of Conduct for Public Officials and Procedures and Principles of Application "according to the regulations made; According to the principles set out in the Law on the Application of the Petition Right No. 3071 to the Ethics Committee, citizens of the Republic of Turkey who have the right to use civil rights can apply to the foreign real persons who reside in Turkey. A foreigner who has been witnessing the violation of one of the ethical principles found in Turkey for any reason and considered as the basis of the application is considered to be sitting in Turkey in terms of the right of the subject. In order to be found in the application, there is no requirement that the applicant's benefit be influenced. However, applications for which the intention to defame public officials is clearly understood and the applicant's identity can not be determined are not considered. No

applications can be made to the Board or the competent disciplinary committees for disputes examined or adjudicated by judicial bodies. the applicants who are considered to have gone to court during the investigation are suspended. The issue of complaint, which was previously examined by the Civil Service, can not be discussed and examined again unless new evidence is shown. References; written petitions, e-mails, oral passages passed to the tutorial. In addition, the Board has the authority to review your opinion. On the other hand, if a public official in the board's review authority learns that he or she is acting in violation of ethical principles, he or she may use the authority of "review" (Arab and Yilmaz, 2016: 60). Regarding the application to the Board of the Law (Law No. 5176, Article 4); if sufficient information and documents are not submitted during the application, indicating that the applicants will not be assessed, their application will be deterrent. In particular, it is almost impossible for the applicant to access information and documents on ethical issues.

The Board shall carry out the examination and investigation of the applicants on the grounds that the principles of ethical conduct have not been violated. The Board is obliged to conclude within three months at the latest the examination and investigation of the applicants who have reached the applicant through complaint or denunciation. The Board shall inform the Prime Minister's Office in writing of the results of the examination and research (Law no. 5176, Article 5). However, as mentioned above, ethical violation resolutions, which are a single sanction of the Ethics Committee of the Public Officials, can no longer be published in the Official Gazette.

The Board can not act on many applications due to reasons stemming from the Law. It is possible to list these reasons in the following way (Annual Report, 2016: 8-9):

Outside Organizations: Article 1 of the Law stipulates that the provisions of this Law will not apply to "the President, members of the Grand National Assembly of Turkey, members of the Council of Ministers, Turkish Armed Forces and members of the judiciary and universities".

Public Officials at the Level Below the General Manager: It is possible to apply to the Board for public officials at the level of at least general manager or equivalent. "For this reason, applications made on at least general managers and public officials who are not at the same level are not taken into consideration. In this regard, the authority of review belongs to the relevant disciplinary board.

Issues Conveyed to the Judiciary: According to the last paragraph of Article 4 of the Law "no application can be made to the Council or to the competent disciplinary committees about the disputes examined or adjudicated by the judicial organs. the proceedings of the applicants who are deemed to have gone to the court during the investigation shall be stopped."

Many issues that fall under the mandate of the Board are regulated in the legislation. For this reason, considering that the vast majority of unethical behaviors will be subject to prosecution, the functionality of the establishment will be reduced. However, it can be said that the board can be useful in cases where some are not opened and therefore are not transferred to the judiciary. As a result, the existence (application mechanism) of the Ethics Committee may be useful, not the process (Arab and Yilmaz, 2016: 61). Another issue here is that Council decisions are open to judicial review. This can be as negative as it is positive. The downside is that in case of conflict between the Board decisions and the judicial decisions, the reputation of the Ethics Committee and the confidence it will have will be impaired. In this case, the Board may become ineffective and passive. But if we look at it from the other side, there might be a mistake made by the Board or under the influence of some people. Some team can be dragged to cover up mistakes. It may be objectionable to leave the Board completely unchecked against such circumstances. Therefore, openness of the judicial proceedings against the Board decisions can be regarded as a positive situation.

4.4. PUBLIC OFFICERS APPLICATION FOR ETHICS INSTITUTION

Here, the applicants to KGEK compares the last two years in a comparative way, examining how many applications were made to KGEK, what was decided about them, how much of the applicants had been finalized, and whether KGEK had changed its effectiveness over the years.

In the year 2016, together with 57 files transferred from 2011, total 458 files have been processed. Of these files, 23 of them are in the scope of review. Of the 458 files examined in 2016, 319 were black-out and 57 were transferred to the year 2017. A total of 117 decisions were made in the Assembly regarding the files being processed. The distribution of 358 files that are traded on the Board in 2010 according to the subjects and the distribution of 117 decisions according to the results are shown in Table 2.1 below. and shown in Table 2.2 (KGEK Annual Report, 2016, 810).

Table 2.1. Distribution of applications made to KGEK in 2016 according to their subjects:

Subject	Number of Applications
Claims of non-compliance with the General Code of Ethics	101
Corruption / Irregularity Claims	86
Conflict of Interest Conflicts	18
Psychological Mobbing Assertions	11
Mission neglect / Abuse of duty abuse	71
Prosecution of Infringement of Right to Information	17
Favoritism / Discrimination	31
Outside the Service Requirements of Public Goods and Resources Claims used	10
Other Claims	13
Total	458

Table 2.2. Distribution of the applications made to KGEM in 2016 according to the results

Result	Number
Decisions on Ethical Violations	30
Decision to stop the transaction due to judicial transfer given	11
Decisions on Ethical Violations	42
Rejection by procedure	16
Others	18
Total	117

In 2016, the Board decided to file 30 ethical violations within the scope of the applications filed or the files handled by them, but only one of them has been published in the Official Gazette. On 4 February 2010, the decision of the Constitutional Court to amend the decision on the determination of the ethical violation in the Official Gazette (Law No. 5176, Article 5/3) was canceled. After this decision, the Board issued ethical violation resolutions, but these decisions were not published in the Official Gazette in accordance with the decision of the Constitutional Court. Respect for ethical violation 29 DECISION 29 DECISION, RESPONSIBILITY, RESPONSIBILITY, COMPLIANCE WITH SERVICE STANDARDS, LIQUIDITY AND ASSURANCE WITH MISSION AND MISSION REGARDING THE PRINCIPLES OF "INTEGRITY AND OBJECTIVITY"

"Avoiding conflict of interest" and "accountability of managers" were violated (KGEK Annual Report, 2016: 11).

In Table 2.1, it is seen that the most frequently applied to the Ethics Committee is alleged corruption irregularity alleged to be incompatible with general principles of ethical conduct. For example, in the Decision of the Ethics Committee of the Public Officers in 2016, in its Resolution dated 08.01.2010 and numbered 2010/3; Mustafa Kemalpaşa, who is a public official, has been taken to examine the former resident district governor on the grounds that he has acted contrary to the principles of ethical behavior during his term of office. as a result of the examination, when the processes within the framework of the information and documents are evaluated as a whole, The first paragraph of Article 13 of the "Regulation on Procedures and Principles of Ethical Behavior of the Public Officials and Procedures and Principles of Appeal" and the "Not to be used for the benefit of the duties and authorities" in the first paragraph of Article 14, The second paragraph of Article 9, which carries the heading of "honesty and impartiality" to the first and second paragraphs of Article 10, which carries the title of Article 10 of the 10th article of "dignity and confidence" and Article 16 of the "use of public goods and resources" in accordance with the third paragraph of Article 5 of the Law No. 5176 on the Establishment of the Council of Ethics for Public Officials and Amendments to Certain Laws, the decision shall be published in the Official Gazette and communicated to the parties, within 60 days from the date of its notification, It was decided unanimously on 08.01.2010 (KGEK, Decision no 2010/3).

In 2016, 305 applications were made to KGEK. 260 applications have been concluded and 45 applications have been handed over to 2012.

The distribution of the files examined in 2011 according to the topics and results is shown in the following tables (KGEK Annual Report, 2016: 14-15):

Table 2.3. Distribution of Applications Made to 2011 KGEY by Subject:

Subject	Number of Applications
Claims of non-compliance with the General Code of Ethics	32
Corruption / Irregularity Claims	30
Conflict of Interest Conflicts	26
Psychological Mobbing Assertions	39
Mission neglect / Abuse of duty abuse	21
Prosecution of Infringement of Right to Information	25
Favoritism / Discrimination	45
Outside the Service Requirements of Public Goods and Resources Claims used	16
Other Claims	71
Total	305

According to the Table 2.3, when it is examined according to the applicants' question made to the Ethics Committee in 2016, it seems to be in favor of "preference / discrimination". Claims of victory are followed by claims of "psychological intimidation" with 39 applications. In addition, "corruption" demands are underestimated. When the applications for the year 2016 are examined, it can be said that the application made in 2016 has decreased. This figure dropped to 305 in 2016 when 358 applications were made in 2011. In the case of more ethical violations, it is more likely that the title of an earlier subject than a subject of an application is more reflective of the title. The concept of general moral code of conduct is meant by principles of honesty, justice, legality and equality.

Decreased. Should we consider this as a consequence of unethical behavior or should we not expect from the Board because of the lack of effective results from applications made to KGEK? As mentioned earlier, the UPS can not provide functionality, but the regulations continue to exist as a symbolic committee. For this reason, this Board has no expectation from citizens.

There has been no change in the implementation of the UPS. In the second half of 2016, allegations of corruption were being made, while claims of favorability were in the fourth place. In 2011, preference claims took second place. By 2016, allegations of goodwill increased when claims of corruption decreased in 2016. According to 2016, there is a significant reduction in missed or misapplied mandates in 2011. It is very difficult to say here that the Ethics Committee took a step. When one side breaks in unethical behavior, the other side breaks down. As a matter of fact, it can easily be said that in 2016 (recently) enemies fell into the situation and the candidates of civil servants became independent. Job entry, promotion, task changes, etc. The situation has now left the principle of rights to resignation and people have tried to find a reference and improve the environment instead of raising their knowledge levels. This is also an indication of the centralization of the Ethics Committee and the bureaucracy.

Table 2.4. Distribution of applications made to KGEK in 2016 according to the results:

Result	Number
Procedurally rejected	220
Ethical Violations Not Detected	35
Ethical Violations Decisions	9
Total	264

Table 2.4. it is seen that only 9 ethics violations were committed in 2016. In 2016, 30 files have been decided to be ethically infringed. There are 220 files that are duly rejected. The vast majority of this is outside the scope of the KGEK. This reveals once again the fact that the jurisdiction of KGEK is limited. In 2016, the Board will consider "honesty and impartiality" as the principle of "honesty and impartiality" for nine public officials, one governor, one general manager and six mayors, and "mobbing" principles (KGEK Annual

Report, 2016: 16). In addition, it has been decided that the principles of "trust and confidence", "avoidance from extravagance", "use of public goods and resources" and "mobbing"

A total of 253 applications were rejected by the Board in 2016 on the grounds that the application conditions were not fulfilled in accordance with the relevant legislation. Reasons for rejection of these applications are listed numerically in Table 2.5 (KGEK Annual Report, 2016). Of the files transferred from 2016, 33 of them have been given a formal rejection and included in this number.

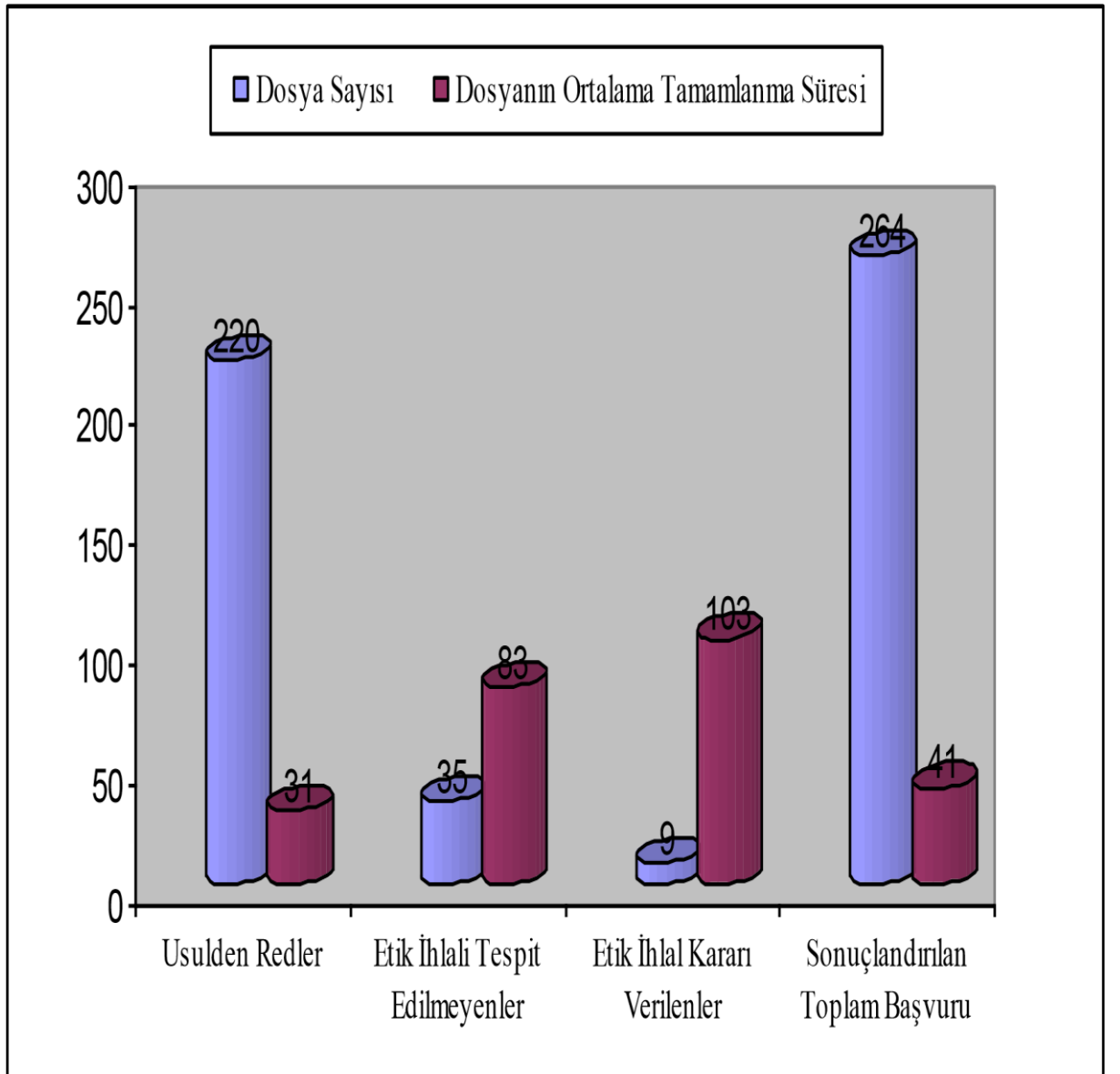


Figure 1.1. Average Concluding Time for Files in 2016 KGEK

According to Figure 1.1., When the average closing period of the files is examined in the Ethics Committee of the Public Officers, the duly rejected files are finalized within thirty days. The finalization of 220 files in as little as thirty days proves that these files do not become the authority of the Board from the beginning. Nine files, which were decided to be infringed by ethics, were finalized in 103 days.

4.5. PUBLIC OFFICERS ETHICS ASSESSED IN ESTABLISHMENT

The necessity of the debate is not the issue of structuring the Ethics Committee, the difficulties faced in carrying out its functions and the inconvenient situations that may arise have been the subject of criticism by various institutions and academicians, mainly the main opposition party. During parliamentary hearings on the issue, the main opposition party criticized the criticisms of the main opposition party on the number of files that were transferred from "2010", "hollow", "hurried", careless ", " filed "(264) an ethics violation order has been granted and this number has been added.

It is possible to oppress the power, the officer and the public officer of any power, "to violate the Constitution", "to lead arbitrary applications instead of providing impartiality", "to bring political officials under the political pressure of the government" a "bill that can give" and "why politics has made exceptions such as exemptions.")

The President, the members of the Grand National Assembly of Turkey, the members of the Council of Ministers, the Turkish Armed Forces and members of the judiciary and the universities "are excluded from the scope of the criticisms brought to the Law No. 5176. Above all, such an application is contrary to principles such as neutrality, equality, justice, and transparency that the Ethics Committee has determined and advocated. Such a contradictory situation also raises the question of trust. According to Yüksel (2015: 357), it is clear that universities and armed forces should be included in the scope of "Model Conduct Rules for the Council of Europe Public Officials" and international practices. Because, there is no effect that damages the current autonomy of universities or the Turkish Armed Forces (TSK).

The most important task of the board is to determine the principles of ethical behavior that will be valid in public administration and to place an ethical culture in the public. This task, which requires multidirectional work, can not be done only by the Ethics Committee alone. It is necessary to actively involve all actors, institutions and organizations within the private sector, civil society and the public sector (Eryılmaz, 2016: 71). It is understood from

this that, in order to observe the compliance of the Board with the rulemaker and the rules set forth by the Board, There are two important duties as supervisor. The law regulating the "UPS" is an important step towards fulfilling the lack of legal infrastructure required for ethical management. (Koçak and Yüksel, 2016: 14). However, although the Ethics Committee determines its principles by carrying out its first function, it can not provide the applicability of these second functioning principles. The important thing is to ensure the functionality of these policies. The inadequacy of the board in terms of applicability is the most important reason why it is exposed to political pressure and that it can not be an independent institution. The fact that the installation is forced to do a limited field inspection is also a condition that prevents the functionality of the setup.

As stated by Koçak and Yüksel (2016: 14), the President, the Turkish Grand National Assembly, members of the Council of Ministers, Turkish Armed Forces, members of the judiciary and universities are exempted from the provisions of the Law. The Ethics Committee of the Public Officers was established within the Prime Ministry to fulfill the duties stated in the Law. In addition, there is no provincial organization of the Board. Ethical committees have been organized in both central public institutions and public institutions and establishments in the provinces. There is a non-organic but functional link between ethical commissions and the Board. To be understood, the Board is a central structure and has not yet been organized at the local level. However, it should be ensured that this Board is first activated and organized at the local level. However, it can be ensured that the ethical consciousness is evenly distributed and activated throughout the whole country.

There is a legal regulation in Turkey on "Ethical Behavior Principles of Public Officials and Regulation on the Procedures and Principles of Application" issued on April 13, 2005 to increase ethical issues in the public sector. The Office of the Prime Minister's Office of Ethics Ethics can impose a number of penalties on public administrators based on this legal arrangement. For example, it has recently been decided by the Ethics Committee that the renovation of the plan, which makes the real estate of the wife of Adana Metropolitan Mayor Aytaç Durak "advantageous, is unethical and the chairman is contrary to the principles of" honesty and impartiality "and" avoiding conflict of interest ". This is not a sufficient step in Turkey's fight against corruption in local governments. Local administrators have some regulations on "economic, social and political gains", "use public resources in elections", "use public goods other than public services" but they are not implemented effectively. In this context, legal sanctions should be more severe. The working system of the Ethics Committee

should not be based solely on official complaints and applications. For the effective fight against corruption, the news reflected in the media should also be taken into consideration. In the 2009 Local Elections, several media outlets reported that some mayors used public resources and tools in their political campaigns. However, the pro-government media have not reflected these practices as corruption and the mayors have not been punished for these practices (Kilinc, Özgür and Genç, 2009: 34-35).

Another criticism of the "Regulation on the Law of the KGEK" is the regulation of the "ethical codes of conduct" which should be regulated by the Law, which can be changed easily. It is possible that subjective and arbitrary evaluations can be seen and enormous problems can be encountered in practice because the ethical principles are not mentioned in the Law and the uncertainty of the word "ethics" is seen. Ethics and codes of conduct are left to the initiative and the regulations to be set up, without specifying the basic criteria and values. As such, the result expected from the Law may not be achieved. In addition, an advisory board can be established to guide the Board in terms of ethical principles (Koçak and Yüksel, 2010: 90).

The first criticism that can be brought about when examining the ethical codes of conduct in the "Regulation" is that some of the principles are not sufficiently clear. For example, principles such as adherence to service standards, commitment to mission, courtesy are examples. Moreover, although the "participation" principle is included, existing participation mechanisms do not work to a great extent. In this context, Article 19 § 3 of the Regulation has no meaning other than the expression of goodwill in which the content is not filled. It is also vague ("Arab and Yilmaz, 2016: 62) that the" public evaluation and denunciation is always open and ready "at the accountability of managers in Article 20 and that" taking necessary precautions to prevent corruption and being an example to personnel ".

Regulation and Ethics It is striking that none of the principles of "avoiding conflict of interest", "accountability" and "illegal interest / non-gift" principles, which are the most important principles in the Convention, are mentioned first. These first two concepts are as new to the Turkish administrative culture as they are in society, and these concepts are in the process of gaining meaning. On the other hand, gift giving (generosity) is very common in Turkish culture. It is stated on the part of the participants that it is unacceptable to receive a gift as a bribe or that the gifts on reasonable values are wrong. But a completed job etc. giving and receiving gifts for celebration afterwards are not perceived as bribes. Rejecting a gift is an unacceptable behavior in Turkish culture. While it is often said that the gift is not a big one,

some participants expressed their opinion as "ordinary gifts" and "look at the big corruption" (Gençkaya, 2009: 66).

The fact that the Board is affiliated to the Prime Ministry and that the secretariat services are fulfilled by the prime minister also makes the operation of the Board compulsory. In order for the board to function effectively and to fulfill its duty in an impartial and equitable manner, it must first be ensured that it is an independent institution. In addition, Board members must be appointed by the Council of Ministers, and re-elections at the end of their term are obstacles to the Autonomy of the Board. The fact that the Board can not be independent against the executive and can not decide objectively is also among the criticisms to be directed to the Law. The absence of the provincial organization of the Ethics Committee of the Public Officers and the fact that they reach the local regions as a centralized unit through ethical committees are also a criticism. This is because there is no hierarchical structure between ethical commissions and the Board. This comes from the centralist mentality. A passion for doing everything from the center and therefore a slow-running management mechanism is an important problem in Turkey. The ethics committee, which is a result of the ethical management system that came with the new management approach, is also - and strangely - lost itself in the system. The closed and decentralized mentality attracted this committee itself. In spite of a few remarkable examples, ethical commissions in central and local governments are not effective. Officially established commissions have not engaged in anything ethical. The work of these commissions has remained on the initiative and personal endeavor of the relevant public officer (Gençkaya, 2016: 66).

One of the most important criticisms is that the mechanism of enforcement of the Ethics Committee is inadequate or even not at all. The ineffectiveness of the Board can be clearly seen when the input-output analysis of the Ethics Committee and also the analysis of the utility are carried out. Due to its current structure, the Board does not make much use of resources. It is a matter for governments to be cautious when discussing the possibility of creating a more effective Council with these costs and providing benefits to the whole country. A sanction mechanism should be provided to ensure the effectiveness, authority and, in some cases, seriousness of the board. It is necessary to rescue the messenger from the messenger, such as receiving and detecting applications and notifying the relevant institutions.

PROPOSAL OF ETHICS EDUCATION:

Be aware of the right thing to do

-To promise to do the right thing and stick to it

Be enough to do the right thing

SCOPE OF ETHICS EDUCATION:

KNOWLEDGE: Ethical theory, concepts, principles, rules, codes and standards.

SKILL: Ethical Decision making, ethical reasoning, defining ethical issues

ATTITUDE: Emotional competence and habits about ethical aspects of events, situations and decisions

Knowledge + Skill + Attitude = Proficiency (Merit)

KNOWLEDGE: It is the earned thoughts that the individual uses to understand situations, to understand, to tell oneself, to take actions that situations require.

SKILL: A behavior is to be done easily and skillfully.

ATTITUDE: A person's intent to accept or reject a situation that he or she is facing can be described as a tendency to show.

CONCLUSION AND RECOMMENDATIONS

In this play, it is mentioned that ethics is reflected in the management field and how ethical system is tried to be established in public administration. The Ethics Committee of the Public Officers, which is an important step in the provision of an ethical system in management, has been examined on a wide scale and various determinations have been made regarding the goodness and effectiveness of this Board.

The importance of ethics and other concepts related to public ethics has become popular in modern state understandings. I have also come up with acts of ethics that people have been waiting for, in parallel with the opening of public administrations as much as possible, with the people being stolen to support the governance participation process. There are many studies on ethics and related issues in national and international summer, and there are examples of applications in this respect. As in many respects, Turkey has been behind the

countries of development in terms of ethics. The Board of Ethics for Public Officials has been established to accommodate many structural problems in order to rise to the level of the developing countries and to meet the EU standards, with the principle of "caravan on the road" inherited from management.

The fact that people are more conscious and sensitive in the world order of worthy, the ethical issue in public administration has become more and more debatable. The public now wants a better quality, efficient and honest management from the state. In the field of combating public ethics and corruption in Turkey, the Ethics Committee is an important development. But he can not show the expected effect. Because it can not be kept apart from politics, it feels the breath of politics. The structure of the board before each head, the jurisdiction shows us this. The establishment depends on Barbados, some senior officials - the President, the National Ministries, members of the Cabinet, etc. This is an example of this. The board does not have a separate legal entity. It is an affiliated organization organized centrally. In addition, there is no criminal sanction. Looking at the annual reports, it is also seen how few are the number of files that are concluded. Strikes on the ethics must be holistic, not conjuncture.

In today's world of rapid change and transformation, hiding knowledge is not acceptable. "The state knows everything", "what is it to be true?" Expectations from the state administration are increasing and citizens are now demanding higher quality, efficient, honest and impartial management from the state. Alongside all these developments, the society is conscious of the devastating damage caused by unethical activities and wants to prevent it. Significant innovations have begun in democratic countries, particularly in the political system, in the administrative field, in the field of public administration, in particular in the field of unethical conduct and in the rules of ethical conduct; these laws; most countries have been restored and systematically structured in the form of understandable moral codes.

Innovations in the field of Ethics in Turkey are "Law 5176 on the Establishment of the Ethics Committee of Public Officials" and "Regulation on Principles and Procedures and Principles of Ethical Behavior of Public Officials". However, when we look at the ethical practices of other developed countries, the KGEK, which is established for ethical management in Turkey, appears to be more comprehensive and better regulated. The Ethics Committee for combating ethical management and corruption in Turkey is a very important development. Turkey is an important step in the management system and management approach. However, the Board may show the activity that it expects. Because the system, the

understanding of politics does not allow this. The Ethics Committee will be rescued under the pressure of the political authority and a completely independent structure will be established.

The existence of the headquarters and institutions which are exempted from the provisions of the Law is shaking the Authority of the Board. "Immunity" can be understood as a way of saving the institutional life from the custody of the judge. But it is hard to understand that an authority that is so tightly connected to the executive can not examine the executive's organs in terms of ethics. Ethics in Turkey "is a must for everyone. It can be a matter of course - when the "human" element is taken into consideration - towards the unethical behaviors of all, it is strongly probable for Turkey. In this respect, it should open the way for the Board to evaluate all institutions and individuals in terms of ethics, with the slogan "ethics for all". In this way, however, ethical awareness can be equally distributed and made effective throughout the whole country.

The absence of the provincial organization of the Ethics Committee of the Public Officers and the functioning of the Establishment as a center-organized unit through the units in the form of "ethical commissions" to the local territories. This is because there is no hierarchical structure between ethical commissions and the Board. This comes from the centralist mentality. A passion for doing everything from the center and therefore a slow-running management mechanism is an important problem in Turkey. The ethics committee, which is a result of the ethical management system that came with the new management approach, is also - and strangely - lost itself in the system. The closed and decentralized mentality attracted this committee itself.

Apart from the fact that the Ethics Committee is affiliated with the Prime Ministry and that it can not control some persons and institutions, the Board has no deterrent sanctions. In such a case, it should be discussed how effective the Ethics Committee, which is considered as an important step in terms of ethics in Turkey, can be effective. The proprietor hinders the Ethics Committee from monitoring the Board itself, primarily by linking it to itself. The review area of the board is restricted and thus the functionality and efficiency of the Board is not increased. The fact that ethical consciousness exists from top to bottom, the scope of all of the ethics reviews, is indicative of the proper functioning of a political system. Because this shows that all institutions can provide openness, transparency and accountability without restrictions and exceptions.

The Ethics Committee of the Public Officers has taken such a perception that citizens have taken a clear image of bringing clean management and clean politics by removing all negative behaviors that harm the principles such as impartiality, justice, transparency, honesty and accountability in public administration. The Ethics Committee is in fact complementary to other supervisory mechanisms. But it is not very difficult to understand that the structure of the board has not been created to provide ethical management, which is a very ambitious goal in terms of its authorities. As a matter of fact, a state minister also said that he "did not have a very ambitious initiative". This is especially the intention of the establishment, the EU progress process, the demands of international organizations such as the OECD and GRECO. Significant changes are required for this Board to become effective.

For ethical management, all state organs must first be included in ethical coverage. It means that one of the organs is out of the ethical system. For this, all legislative, executive and judicial bodies should be ethically inclusive. In Turkey, legislative and judicial bodies are not ethical, and ethical legislation must be introduced urgently for these organs, and these organs should be included in ethical coverage. It is also necessary to include ethical coverage in TSK and universities. Their examination by the Ethics Committee will not hurt their autonomy. KGEK is an institution created solely for ethical purposes. No institution has been set up to work on autonomy. However, the independence of the KGEK should also be ensured and rescued from the prime ministry's internal structure. It clearly appears that under the pressure of political will it has failed to achieve its effectiveness. Administrative and financial independence must first be ensured in order for the Board to function effectively and to fulfill its duty in an impartial and equitable manner.

The absence of the sanction mechanism of the KGEK undermines the efficiency and seriousness of this Institution. The mechanism of enforcement is a very important tool in the enforcement of laws. For this reason, KGEK must be granted sanctions for the achievement of its objectives and the enforcement of the law. For example, penalties in the United States, imprisonment in the United Kingdom and disciplinary sanctions are imposed. Unethical behavior can only be reduced with a deterrent sanction. In addition to sanction, a rewarding mechanism can also be introduced. Recognition of those in high ethical behavior can promote ethical behavior in the community.

There are many deficiencies and ambiguities in the KGEK Regulation. The directive should include merit, professionalism, public relations and leadership principles contained in international documents. Regulation "should be taken into consideration within the scope of

prohibition of reimbursement of the scope of receiving the gift, except for the donation which is excluded from the gift receiving prohibition. This prevents the abused part. In addition, the provisions in the Regulation must be written clearly and clearly, and there should be no space left for the sides to understand.

KGEK must first own and implement its own principles. it is controversial that this Board itself, which should be transparent, acts in its own privacy. The fact that this Board, which is reluctant to give information and documents and is a serious break in communicating with citizens, is so closed that the public affects the point of view of the Board negatively. The staff of KGEK should be selected from those who are well trained in well-educated ethics, who are willing to collect, be useful to the country, and work ethically. The Ethics Committee of the Public Officers is still an institution that is not fully known by many segments of society. To do this, the Ethics Committee should first introduce itself through various posters, advertisements, and media. Knowledge of this Board by the whole society will increase the effectiveness and prestige of the Board and will take the support of the society.

The recent training seminars of the board are an important step. Beginning from primary education, ethics education should be given. As noted in the proverb, "The tree leans when wet", ethical education given at a young age will be more effective and lasting. Everyone in society, all institutions ethical rules must be assimilated separately. People should be informed about these breakthroughs. Only rules should be put in place and guidance on how to enforce these rules should be given. The more ethical society demands from the state, the more ethical the state has to behave. All institutions and organizations should implement and implement ethical life in themselves. However, if the people themselves do not show an ethical attitude and expect this from the state, this will not be an honest attitude. Ethical control should be applied to all levels of the management system and ethical culture development systems should be established so that ethical cultures can be formed and transferred to all generations in a tradition.

Ethical consciousness has to be placed and developed in the public administration, but the ethics that bring the whole society and the state to the stage; legislative, executive and judicial. The state and all organs should set ethical principles as a whole and demonstrate appropriate behavior. Society should be made aware of this issue.

Another proposal concerning the adoption of ethical principles is that ethical behavior, which is in compliance with ethical principles, takes place in the same place in the written and visual media, but also in the ethical behavior of those who will become role models for the acquisition of this consciousness rather than merely news-related behaviors. It has also been expressed that unethical behavior can be reduced by transparent management in all the institutions of society. In addition to this, both media representatives and representatives of non-governmental organizations think that they have a secondary role in adopting ethical principles. This idea stems from the fact that these units, which have the power to shape today's society structure, do not want to take this responsibility. For this reason, programs that will be carried out continuously and regularly at the beginning of written and visual for attaining ethical consciousness will be effective. In addition, legal measures should be taken against nepotism to prevent pressures on the community's public officials from their relatives and nephews. In addition, public staff recruitment and wage policy should be structured so that public servants do not need to engage in such attitudes and behaviors; the transparency and accountability mechanisms in public administration should be made operational and the public personnel should be kept alert with the sensitivity to ethical behavior through in-service training activities. (Görmez, Atan and Sancak, 2017: 49-50).

The Ethics Committee of the Public Officers aims to develop a management understanding based on ethical values, to improve the ethical appearance of the state in relation to the society and thus to increase the confidence of the society in the state. Obviously, achieving this goal can not be expected not only with the responsibility of the Ethics Committee of the Public Officers, but also with the efforts of the establishment. For this, mainly citizens, non-governmental organizations, the state should act together. During the year when the foundation was established, developments are recorded, even if it is a slow day. But that's not enough. What is important in this process is to make ethical values viable, primarily by existing rules. The committee should prove itself in practice, not in theory.

The Ethics Committee of the Public Officers was established in order to determine ethical behavior and to act accordingly. However, many people and organizations are trying to do this by forcing them out of control. Besides, the fact that there is no sanction power is another negativity. All of this causes the Board to remain in the symbolic dimension. It is evident how powerless the Institution is in such an important institution, in an institution which may have such a responsibility, and in view of the authorities given. As soon as possible, a system should be established to ensure the independence of the Board and

strengthen it and make it active in the province. Always on-site service is top quality and fastest service. An effective, transparent and qualified service can be seen as a result of the establishment, but the rescue of the center from its patronage and the restructuring to cover all the countries and institutions.

As stated by Kılınç, Özgür and Genç (2017: 74), what ethical problems might be analyzed should be closely and deeply analyzed by the Ethics Committee of the Public Officers and other related institutions / organizations. Within the organization, group behaviors are the first things that need to be done to develop meaningful and useful in-service training programs. A great deal of effort must be devoted to instruments and scales of ethical measurement. The studies on understanding and questioning ethical and unethical behaviors in Turkey are very limited. In this context, it is important for the Ethics Committee to continue increasing its education programs and to support ethical academic studies as much as possible.

The inefficiency of the Board can be clearly seen when the input-output analysis of the Ethics Committee and also the benefit-cost analysis are performed. Due to its current structure, the Board does not make much use of resources. It is a matter to be discussed that governments should be cautious when there is a possibility to create a more effective board with these costs and bring benefits to all the countries. A sanction mechanism should be provided to ensure the effectiveness, authority and, in some cases, seriousness of the board. It is necessary to rescue the messenger from the messenger, such as receiving and detecting applications and notifying the relevant institutions.

The fact that KGEK is affiliated to the Prime Ministry and that the secretariat services are fulfilled by the prime minister also makes it difficult to operate. In order for the board to function effectively and to fulfill its duty in an impartial and equitable manner, it must first be ensured that it is an independent institution. In addition, Board members must be appointed by the Council of Ministers, and re-elections at the end of their term are obstacles to the Autonomy of the Board. It is clear that the board will not be independent from the executive and will not be able to make an objective decision.

In spite of the criticisms that have been made to the Ethics Committee of the Public Officials and to the structure, the reluctance of the executive and the livelihood in this issue is unreliable. However, it is imperative that a change is made in the area of duties and authorities within the structure of the Board. It is expected that the Ethics Committee of the

Public Officers will be brought into an independent structure after the Human Rights Presidency affiliated to the Prime Ministry is made autonomous. The new Ethics Committee, which will be created with such an arrangement and with the idea of "ethics for all," can only be an institution that serves to achieve ethical goals far from visuality.

In order to remove unethical activities in public administration and provide an effective ethical system, The Ethics Committee of the Public Officials and the Law governing it and the Code of Ethical Code of Conduct should be reconsidered as a whole and undergo deep rooted regulation. In order to provide real "ethical management", the shortcomings and negativities that are considered in the whole work concerning the Board should be eliminated and the Ethics Committee of the Public Officers should be excluded from being a symbolic organization. Only a board that is active and functional can be the guardian of its premise, such as ethical management, clean politics, clean society and an active state.

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Foreign Language	: English