

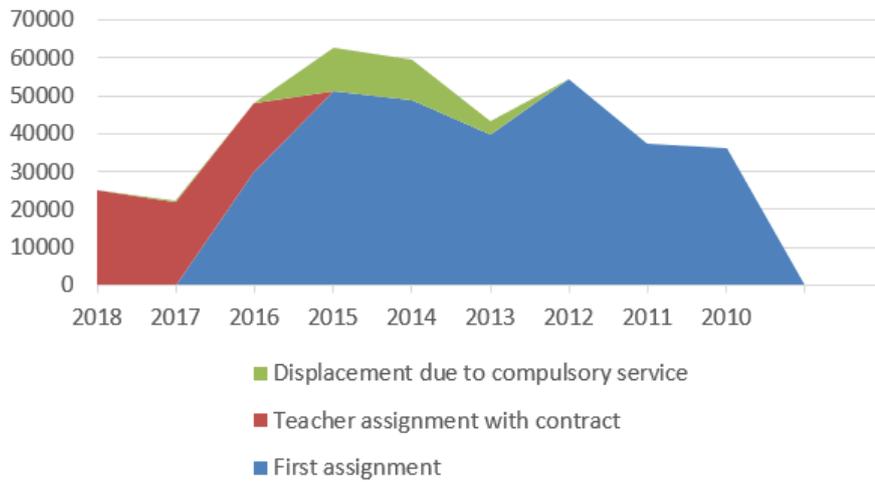


Reverse Tullip Education

The First Assignment And Compulsory Service In Turkey Since 1980

1. Hüsnu ERGÜN

Graphical Abstract



Abstract

In this study, it is aimed to examine the recruitment and rotation practices of the employees working as teachers in the public sector within the framework of legal regulations and those which have been enacted since 1980 have been taken into consideration. This research is a type of document review. The first appointment and rotation clauses in the legal regulations of the teachers' appointment and displacement in Turkey between 1980-2015 were interpreted by comparing them in the study. The said regulations have been reached through the website of the Official Gazette. Even though the entrance of the teachers to the public is started with the exams especially after 2000, it is necessary to have the teaching certificate to be appointed to teaching before or after this date. In addition, teachers are not required to have a qualification. In legal regulations, those who started to work before 1978, before 2000 and before 2010 were exempted from the obligatory service. These exemptions can be assessable as the rules do not show continuity.

Keywords: Teacher, Compulsory service, First assignment, Official school

Highlights

1. How do the initial assignment priorities of teachers vary in legal regulations?
2. How does the rotation applied to teachers vary in legal regulations?

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Introduction

If people lived on a mountain or an island on their own, there would not be a concept called 'the division of labor'. People have begun to live collectively since it became impossible for them to meet their needs alone. This life has forced the division of labor, in a sense, to take part in the task of fulfilling a need of society rather than for each individual to do their own work. The same structure has entered the organization life with the popularity of classical management theory. When considered in this way, the organization can be defined as a coalition formed by its members (Bursalıoğlu, 2002: 15). Every employee has a role in this coalition. When each individual plays the best role in the organization, the efficiency of the organization increases.

Schools are also a kind of organization and the most important human resource is the teacher. The job of the school is teaching, and teachers do this. Therefore, the importance of the teacher is undeniable. Of course, in the school organization, the administrative unit, the support unit or the unit where the education work is carried out must work as a whole. When one of the units does not do its job, it will be difficult for the organization to achieve its purpose.

The teacher is the person who does the teaching work of the school. While a teacher is expected to contribute to the school and education system, educational organizations are expected to meet the teacher's needs (Hoy ve Miskel, 2010: 27). This point calls to mind the basic assumptions of human resources approaches. The first of these basic assumptions is that, organizations are established to serve the people, not to serve the organization. Secondly, the organizations and people need each other mutually. Third, if the harmony between the individual and the system is poor, both have problems. The individual is exploited, the organization is exploited or both become victims. A good fit is useful in both categories (Bolman ve Deal, 2013: 146).

One of the aims of human resources management is to strengthen the harmony between the individual and the organization. Human resources management should include talent, motivation and opportunity-enhancing practices. In schools, the desired outputs from the students can be obtained with the participation, strengthening and increasing motivation of the teachers (Runhaar, 20016: 639). Human resources are the most important source of wealth of the organization and organizations create special units to use these resources more effectively. Human resources unit has a significant impact on the continuous development of the organization (Liebowitz, 2010: 50). Human Resources Management deals with the effective and efficient use of human abilities. Thus, human resources management plays an important role in achieving the objectives of the organization (Omebe, 2014: 26; Mathis ve Jackson, 2008: 4).

Human Resources Management deals with issues such as recruitment, orientation, employment, welfare, training and development, job placement, promotion, job recognition, motivation, awards, performance management, staff turnover and discipline (Omebe, 2014: 26; Liebowitz, 2010: 51). Human Resources Management functions in organizations are divided into two parts: employee oriented and organizational oriented. Employee functions can be listed as training and development, planning, employee selection, performance evaluation, social assistance and assurance, rewarding, remuneration, employee safety and health, and raising. The functions related to the organization can be categorized as establishing relations with the environment and making organizational arrangements (Argon, 2015: 866). All functions of human resources management are not intended to be included in this study. This study will focus on recruitment and rotation of teachers in public institutions. The selection of staff to the organization is the process of placing individuals with the necessary qualifications to the jobs in an organization. Spending too much time on getting the right people to work makes it easy to manage employees. Poor staff selection cannot be compensated by a good education. The real goal of staff selection is to place the right person to the right job (Mathis ve Jackson, 2008: 226). For the recruitment of teachers in Turkey such methods as sortition, tests, and interviews are applied. The manner in which these situations are followed by the regulations is analyzed in details in other sections of this study.

Job rotation is one of the jobs of the human resources department. Job rotation does not mean setting a job description or wage (Ho vd., 2009: 2). Rotation can be defined as repositioning existing human resources where they work best. In other words, it is a vertical and horizontal staff movement. This situation becomes very successful if the institution has a strong career plan and business rotation systems (Itika, 2011: 65). In order to reduce business monotony, ensuring an employee work in different business units is commonly referred as job rotation. Thus, the different skills of the employee can be improved (Mathis ve Jackson, 2008:167).

The organization and the employee should gain mutual benefits from job rotation. The organization should provide assurance to employees of equal sharing, lifelong tasks and participation in decision-making when considering the rotation. This also contributes to the organization. For example, job rotation prevents lack of labor in firms that provide lifelong employment and enables them to be utilized more efficiently than employees working in decision-making organizations. It will be easier for employees to renew themselves with job rotation (Cosgel ve Miceli, 1998: 26). Even in the study which was published in Turkey in 1981 about the assignment and rotation of teachers, it is understood that the teachers are in the expectation of reassuring, closed to outside influences, effective, and economic employment (Açıklalın, 1981: 36). The teacher must be aware of that neither his nor his family's living standards will decrease because of the rotation. Moreover, he must see that the rotation is applied to everyone in a fair and orderly manner. Otherwise, it may cause to a decrease in confidence.

Job rotations offer different opportunities for employees, although there are reservations about job rotation such opportunities as developing new skills, the ability to use existing skills, a better overview of the internal work of other departments and roles, opportunities for the development of knowledge in the institution, reducing the burnout of lower-level personnel, and encouraging employee innovation. Employee rotation has a positive impact on organizational and individual productivity, career development, occupational safety, and organization (Ajusa ve Atambo, 2016: 1358; Dhanraj ve Parumasur, 2014: 682; Magnussen, 2017: 6; Sun, 2016: 1; Zin, Mohd-Shamsudin ve Subramanim, 2013:143). In addition, job rotation has a positive impact on the motivation of the employee while understanding the competence of the employee, increasing their effectiveness and contributing to the organization's creation of a candidate pool for future management positions (Al- Nashmi ve Almoayad, 2015; Zin, Mohd-Shamsudin ve Subramaniam, 2013: 137; Sugumar, 2009: 59; Kaymaz, 2010: 82).

In Turkey, when rotation is mentioned, known especially in the public sphere, a limited tenure, having few changes in the nature of the task, relocation of the employees to perform a similar or the same task in another region can be considered (Yörük ve Günbayı, 2015: 60). In Turkey, it is understood that the teachers working in public schools are included in rotation in terms of physical location rather than job rotation. It may be thought that the aim here is to eliminate the lack of teachers in the schools where certain teachers are needed. In the regulations on the displacement of teachers, it is understood that the compulsory service schools are located in settlements which are far behind in terms of development features (MEB, 2015a). The purpose of rotation applied to the teachers in Turkey could be to provide a more balanced distribution of teachers across the country. Eight years of work limitation in a school has been introduced in the same legal arrangement although it has not been applied (MEB, 2015a). This may be in order to eliminate the burnout of teachers because of working in the same school for a long time or to ensure each school benefit from the experiences of each teacher. In this rotation, it is seen that the rotation in terms of changing the schools that teachers work is applied, not the job rotation. However, that kind of rotation, that is to say changing the schools where the teachers work, has not always been applied because some of the teachers have been exempted and some have been given the opportunity to postpone. The reasons preventing the implementation of human resources management functions in educational institutions, such as rotation, are as follows: political factors to be effective in planning, centralization of planning, employee selection, staffing and in-service training, ignorance about planning, out-of-field employment, lack of resources, failure to establish a system for performance evaluation, the lack of experts and standards to be developed, lack of career planning, lack of standards in promotions, no performance-based remuneration (Argon, 2015: 866).

The compulsory displacement of teachers, that is the distribution of teachers who have been working in certain schools for years and this way the realization of equality between teachers may have some positive results such as ensuring that experienced teachers use their experiences in different schools. On the other hand, the assignment of the teachers to schools like Science, Anatolian and Social Sciences High Schools without having an exam may have some negative consequences such as the decrease in academic achievement in these schools, the partial disruption of the family union and financial loss (Memişoğlu vd., 2015). In addition, the psychology of parents, teachers, and students will be adversely affected by this new situation (Turan ve Sevim, 2017). This rotation applied to the teachers will neither have any contribution to the teachers' having different work experiences nor it will help teachers know different departments related to education or help them look at the system from a holistic perspective. From a systematic point of view, aiming the teachers work in different schools may perhaps contribute to the balanced distribution of teachers. However, changing the workplace disrupts the routines of daily life and causes changes in social relations. It may lead to the feelings of anxiety, uncertainty, loss of control, and challenge (Lu ve Cooper, 1990: 122).

With this study, it will be possible to understand the change of teachers' recruitment and compulsory displacement practices over the years. In this study, it is aimed to examine the recruitment and rotation practices of the employees working as teachers in the public sector within the framework of legal regulations and those which have been enacted since 1980 have been taken into consideration. The relevant articles of the regulations on the appointment and displacement of teachers, which have been published since 1980, have been compared. Previous legislation has not been included in the research. The reason for choosing especially the year 1980 is the hypothesis that there could be the effects of the military coup on the functioning of the public institutions in Turkey. The rotation and initial assignment included in these legal regulations are within the scope of the research. For example, optional displacements are not included in the study. The answers for two questions were sought in the study. First, how do the initial assignment priorities of teachers in the public sector vary in legal regulations? Second, how does the rotation applied to teachers in the public sector vary in legal regulations?

Methods

Research Goal

In this study, it is aimed to examine the recruitment and rotation practices of the employees working as teachers in the public sector within the framework of legal regulations and those which have been enacted since 1980 have been taken into consideration. The relevant articles of the regulations on the appointment and displacement of teachers, which have been published since 1980, have been compared. Previous legislation has not been included in the research. The reason for choosing especially the year 1980 is the hypothesis that there could be the effects of the military coup on the functioning of the public institutions in Turkey. The rotation and initial assignment included in these legal regulations are within the scope of the research. For example, optional displacements are not included in the study. The answers for two questions were sought in the study. First, how do the initial assignment priorities of teachers in the public sector vary in legal regulations? Second, how does the rotation applied to teachers in the public sector vary in legal regulations?

Research Model

This research is a type of document review. The document is any written material that provides information on the subject to be investigated. (Balci, 2000: 205). Documents contain text and images saved without the intervention of the researchers. Both printed and electronic materials are used in document analysis. Agendas, participants and meeting minutes; guidelines; books and brochures; diaries and magazines; activity programs, letters and notepad; maps and charts; newspapers; press releases; program proposals, application forms and summaries; radio and television program scenarios; organizational or institutional reports; survey data and various public records are used in document review (Bowen, 2009; 27). Document review consists of steps such as accessing the document, checking the authenticity of the documents, analyzing and understanding the documents, analyzing the data in the documents, using the data (Şimşek, 2009: 43). For this purpose, first of all, the regulations concerning the assignment and displacement of teachers were reached via the website of the official newspaper. The relevant regulations were accepted as original because they were taken from the official newspaper. The regulation texts were read and comparisons were made regarding the changes of the texts in the regulations.

Scope and process of the research

The first appointment and rotation clauses in the legal regulations of the teachers' appointment and displacement in Turkey between 1980-2015 were interpreted by comparing them in the study (Meb, 1980; Meb, 1981; Meb, 1990; Meb, 2000; Meb, 2006; Meb, 2010; Meb, 2015a). In 1980, there was a military coup in Turkey and as a result of this coup there was a change in the functioning of public institutions. For this purpose, the year 1980 was taken as a starting date and the comparisons have continued until today.

Analyzing of Data

The said regulations have been reached through the website of the Official Gazette. The relevant regulations were accepted as original because they were taken from the official newspaper. In this study, the first assignment and rotation clauses were compared and interpreted in the legal regulations in force in Turkey between 1980-2015.

Results

Findings related to the first sub-problem

In this chapter, the answer was sought to the question “How do the first/initial assignment priorities of teachers in the public sector vary in legal regulations?”

Article 12 of the 1980 regulation sets out the priorities to be implemented in the appointment process (MEB, 1980). The first assignment in this legal arrangement is listed as follows; those with compulsory service obligations, judicial decisions, new graduates who do not have any problems related to health or compulsory, military or abroad service obligations, those who change their civil servant department/ employee class and those who resign or get retired.

The only change made in this section of the 1981 regulation (MEB, 1981) is the addition of the statement/expression “Those who are obliged to perform compulsory service must certify that they have completed their obligatory service to be reinstated when they resign for the second time”.

In the 1990 regulation (MEB, 1990), priority is given to those who will be appointed by test/ an exam, those who are obliged to do compulsory service, those who resigned or who have a judicial sentence to be appointed. These are followed by those who have the necessary health conditions for teaching, those who have withdrawn or considered to be withdrawn from the teaching profession and who are retired but want to return to the profession. In this regulation, the ones who pass the exam have priority.

In the 2000 regulation (MEB, 2000) priority is listed as those who are obliged to do compulsory service, those who are dismissed or who have a judicial sentence to be appointed, those who have the necessary health conditions for teaching, those who have withdrawn or considered to be withdrawn from the teaching profession but want to return to the profession, those who want to be appointed for the first time and finally those who are retired but want to return to the profession. For those who will be appointed for the first time after this date, passing the exam has not been a priority but has been a necessity. In 2006 (MEB, 2006), these regulations are repeated. In the regulation issued in 2010 (MEB, 2010), the quota for the appointments is determined instead of the first assignment priorities. 7% of this quota is reserved for open and inter-institutional first assignment, 3% for open first assignment, internal and inter-institutional first assignment and 10% of the remaining 90% is reserved for the national athletes to be assigned as physical education teachers. 7% of the quota is for open and the first assignment between institutions; 3% is allocated to open assignment, the internal and inter-agency first appointment. 10% of the remaining quota was reserved for the appointment of national athletes as physical education teachers. The remaining quota is allocated to the first appointment.

In the regulation issued in 2015 (MEB, 2015a), maximum 1% of the first assignment of teacher staff is used for the reappointment and reappointment between institutions. 10% of the remaining quota is reserved for the appointment of national athletes as physical education teachers. The remaining quota is allocated to the first appointment.

Table 1.
Numerical data on teacher assignment and displacement ¹

	First assignment	Disabled teacher assignment	Teacher assignment with contract	Open assignment, inter-institutional/inter-agency reassignment	Displacement due to an excuse	Optional displacement	Displacement due to compulsory service	National athletes appointment	Assignment of the retired	Reassignments of resigned teachers
2018	-	515	25001	6	35581	117.417	-	-	-	-
2017	-	1319	22026	-	55879	66302	147	-	-	-
2016	29699	498	18506	238	44705	50427	-	63	-	-
2015	51.326	723	-	535	8611	15381	11219	152	-	-
2014	49.002	671	-	1164	28397	17.130	10.329	83	-	-
2013	39.676	311	-	1487	30804	15.315	3555	106	4	-
2012	54507	1	-	1565	30.474	14388	0	74	3	84
2011	37.446	0	-	3238	25060	17121	0	61	-	-
2010	36193	1000	-	3667	19322	24305	-	62	-	-

While the priority of the assignment is mentioned in the regulations until 2010, after this date, a certain ratio has been allocated for those to be appointed. As shown in Table 1, both the first assignment and the contracted teachers are assigned in 2016. After this date, instead of the first appointment, contracted teachers are appointed. Quotas reserved for the appointment of national athletes and open assignment and reassignment of teachers between institutions are not always full. This may be due to the number of people applied for those positions. Due to the 4 + 4 + 4 system introduced in 2012, 84 people have been reassigned. Seven retired teachers were appointed in 2012 and 2013. Apart from these, teachers are also entitled to optional displacement. However, this situation has not been analysed/handled because it is outside the scope of the study.

In this chapter, the answer was sought to the question "How does the rotation applied to teachers working in the public sector change in legal regulations?"

According to the articles 6, 52, 53 and 54 of the 1980 regulation (MEB, 1980); Those appointed to the task for the first time should work for at least three years in a catchment area. However, at least (6) full year studies are mandatory in each catchment area. In addition, each teacher should work in all areas for the period specified in the regulation. The teacher who completes this obligatory service will be able to request the appointment to the place of his/her choice. However, these articles are applied to those who are appointed on 15 October 1978 and later, and it is understood that those who started to work before this date are exempt from obligatory service. In the articles related to the obligatory service of the regulation issued in 1981 (MEB, 1981); while the starting date of employment of the teachers for the obligatory service did not change, the six-year obligatory service fell to three years. In the articles related to obligatory service of the regulation issued in 1990 (MEB, 1990); obligatory service is carried out only in certain provinces. The obligation to work in each region has been abolished. In this regulation, teachers working in non-obligatory service provinces face the obligation to attend obligatory service provinces five years after the qualification to be a civil servant has been taken. In addition, the obligatory service of teachers who has the reason of studying at a higher education institute are postponed, including the duration of the thesis. In other apology groups, this period is limited to two years. The obligatory service start date is 1978. It is necessary to work for at least four years in the provinces which have obligatory service. In addition, teachers whose branches are not required in obligatory service provinces are not subject to obligatory service.

¹Prepared using the Ministry of National Education activity reports (MEB 2012, MEB 2013, MEB 2014, MEB 2015b, MEB 2016, MEB 2017, MEB 2018)

In the items concerning obligatory service of the regulation published in 2000 (MEB, 2000); The Republic of Turkey is divided into three catchment regions, it is understood that there is three years of obligatory service in the third catchment area or four years in the second catchment area. Obligatory service of teachers with educational reasons are postponed, including the duration of the thesis. In other apology groups, this period is limited to three years. However, it is foreseen that the teachers who have marital status work in the D and E district service areas of the province for five years to complete their obligatory service. Furthermore, it is stated that those who started their duty before 11 June 2000 are exempt from obligatory service. In the regulation published in 2006, the date on which the teachers are included in the obligatory service, the three regions and the working time in these regions are not changed. However, the right to be exempted from obligatory service is given to all teachers working in the D and E districts for five years. In addition, physically disabled teachers and teachers whose spouses are martyrs are also exempted from obligatory service. Obligatory service of teachers would be postponed as long as they documented the continuing apology. However, it is stated that the obligatory service of the teachers who study in graduate programs will not be postponed.

In regulations issued in 2010 (MEB, 2010), Turkey is divided into three catchment regions and six sub-catchment areas. Of these, 4, 5 and 6 service catchment areas are defined as the places where teachers will fulfill their mandatory working obligations. The obligatory service duration of the 4, 5 and 6 catchment areas of the the third catchment region were determined as 5, 4, 3 years, respectively. The obligatory service working time of the 4, 5 and 6 catchment areas of the the second catchment region were determined as 6, 5, 4 years, respectively. The obligatory service working time of the 4, 5 and 6 catchment areas of the the first catchment region were determined as 7, 6, 5 years, respectively. However, this obligation has been introduced for those who began to work after May 6, 2010. In the previous regulation, the exemption for the physically disabled has been changed to those who are deprived of at least 40% of their working power with the physical disabilities. Teachers whose husbands are martyrs are also exempted from obligatory service. Obligatory service will be postponed as long as they certify that their excuses of related to martial status and health reasons are continuing. However, it is stated that the obligatory service of the teachers who study in graduate programs are not postponed. In addition, the obligatory services will be postponed until his and his wife's military service or candidacy is resolved. If the spouse is dead, their obligatory service will be postponed until the next appointment period.

Also in the regulation issued in 2015 (MEB, 2015a), Turkey is divided into six sub-catchment areas of the three catchment region. Of these, 4, 5 and 6 sub-catchment areas are defined as the places where teachers will fulfill their obligatory services. In addition, although the obligatory service is completed, the service points of the teachers who go on working in the obligatory service regions will be given incremental service points. The obligatory service times of the 4, 5 and 6 catchment areas of the the third catchment region are determined as 5, 4, 3 years, respectively. The obligatory service working times of the 4, 5 and 6 catchment areas of the the second catchment region are determined as 6, 5, 4 years, respectively. The obligatory service working times of the 4, 5 and 6 catchment areas of the first catchment region are determined as 7, 6, 5 years, respectively. However, this obligation has been introduced for those who began to work after May 6, 2010. While the obligation to work is postponed due to martial status and health reasons, it is not postponed for those who are studying in a graduate program. Those who are deprived of at least 40% of their working power are exempted from obligatory service in this regulation. In previous regulations, teachers whose husbands are martyrs are exempted from compulsory service. This exemption status has been extended to include the spouses, children and parents of public servants and soldiers who are martyred or in the disability due to terrorist acts.

As seen in Table 1, no catchment area transfer is made in 2010-2012 due to the obligatory service. The most important reason for this is that before May 6, 2010, teachers are exempted from catchment area transfer due to obligatory service. Between 2013 and 2015, catchment area transfer based on obligatory service was implemented. While it is 3555 in 2013, this number increases to 11219 in 2015. Considering the fact that the teachers who are employed until May 2010 are exempt from obligatory service and the working period in the first region is considered as three years, it can be assumed that the number of teachers to be subject to catchment area transfer due to compulsory service is low in 2013. When we look at the first assignment numbers of the teacher, in 2012 the first assignment of the teacher reaches 54507 due to the 4 + 4 + 4 system. Therefore, the number of catchment area transfer related to obligatory service increases in 2015 as well. In 2014, 49002 teachers enters the system through initial assignment, but in 2017, the number of teachers whose catchment areas are transferred due to obligatory service is only 147.

This may be due to the fact that the obligatory service can be made in the first catchment region, the obligatory service is postponed due to an apology and a group of teachers is exempted from being a relative of martyr and ghazi or having health reasons excuses. Since the number of teachers whose catchment areas are transferred due to the obligatory service for the years 2016 and 2018 could not be reached, no comments are made for these years. In article 48 of the regulation published in 2015, 8 years of work limitation is introduced in the same school. This may have been due to the increase in the number of optional catchment area transfer of 15381 in 2015 to 50427 in 2016, to 66302 in 2017 and to 117417 in 2018.

Discussions and Conclusions

In the 1980 and 1981 regulations (MEB, 1980; MEB, 1981), the first assignment order is listed as follows; those with obligatory service obligations, judicial decisions, health, military service, overseas, new graduates who do not have compulsory service obligation, changing office, dismissal, retirement. In the regulation issued in 1990 (MEB, 1990), priority was given to those appointed by the examination, whereas in 2000 and 2006 regulations (MEB, 2000; MEB, 2006) priority was given to those obliged to compulsory service. In the regulation issued in 2010 (MEB, 2010), the quota was determined instead of the first assignment priorities. Of these quotas, 7% was allocated to open-assignment and the first assignment between institutions; 3% was allocated to first open assignment, the internal and inter-agency first appointment. 10% of the remaining quota was reserved for the appointment of national athletes as physical education teachers. The remaining quota was allocated to the first appointment. In the regulation issued in 2015 (MEB, 2015a), maximum 1% of the first assignment teachers quotas were used for reappointment and reappointment at between institutions. 10% of the remaining quota was reserved for the appointment of national athletes as physical education teachers. The remaining quota was allocated to the first appointment. Until 2010, when the priority of the assignment is mentioned in the regulations, a certain ratio has been allocated for those to be appointed after this date. The rates other than the first assignment may not have been implemented due to the lack of applications.

Even though the entrance of the teachers to the public is started with the exams especially after 2000, it is necessary to have the teaching certificate to be appointed to teaching before or after this date. In addition, teachers are not required to have a qualification. Those who are graduates of department of education are taken written and oral exams. According to this exam, a qualification order is made. However, teaching should be considered as a profession that demands stage art or competences in different fields. For example, if a teacher plays an instrument, has a priority in different sports or mind games or has a drama ability, it does not matter in the first appointment.

The trainee teachers think that with the Public Personnel Selection Examination (KPSS), a qualified teacher cannot be selected, it should be taken into consideration in the factors other than the examination, and that the KPSS is insufficient to measure the teaching skills. However, according to a random selection, they perceive the assignment as a more reasonable way of making appointments (Atav ve Sönmez, 2013; Erdem ve Soyulu, 2013; Memduhoğlu ve Kayan, 2017; Sezgin ve Duran, 2011). In addition, as in Japan, the time limitation of certificates can be provided to make teachers adapt themselves to the current conditions. In addition, prepared portfolios as applied in the Finlandia can be used in appointments (Gül, 2016: 70).

In legal regulations, those who started to work before 1978, before 2000 and before 2010 were exempted from the obligatory service. These exemptions can be assessable as the rules do not show continuity. In addition, exceptions such as this may adversely affect the trust of education workers in the organization. It is understood that the organizational trust level of the education managers who had to face catchment area transfer is negatively affected (Eroğlu, 2016) and even in 1981, teachers had the expectancy of faithful and free from external effects employment. (Açıklalın, 1981: 36).

While in the regulations published in 1980 and 1981 (MEB, 1980 and MEB, 1981) there was the obligation to work in all regions, in the regulations published from 1990 to 2006 the obligation were issued in certain provinces (MEB, 1990; MEB, 2000). After 2006, the compulsory schools of each province were defined (MEB, 2006; MEB, 2010; MEB, 2015a). When rotation was mandatory in all regions in 1980, mandatory employment obligations were introduced in areas where there were difficulties in terms of teacher employment since 1990.

Teachers may evoke the idea of avoiding this practice because of the disruption of the rotation application from time to time and giving priority to those who start before certain dates. Teachers are able to use the conditions specified in the articles that defer the compulsory service to get rid of the compulsory service. In 1990 (MEB, 1990), it was possible to postpone educational excuses including the duration of the thesis, while in other excuse groups this period was limited to two years. In the regulation issued in 2000 (MEB, 2000), the mandatory services of those with educational excuses including the duration of the thesis were postponed, while in other excuse groups this period was limited to three years. In addition, it is foreseen that the compulsory services will be completed by working for five years in the D and E catchment areas of the province for those who have marital status reasons. In the regulation published in 2006 (MEB, 2006), the date on which the teachers were included in the compulsory service, the three regions and the working time in these regions were not changed. However, while the right to be exempted from compulsory service by working for five years in the D and E catchment areas of the first region is given only to those who have a spousal excuse in previous arrangements; this right has been granted to all teachers in this arrangement. Teachers with excuse situation will postpone their compulsory services as long as they document that they continue to be in a state of mentioned excuse. However, the excuse of education does not affect the postponement of compulsory service. The regulation issued in 2010 (MEB, 2010) imposes mandatory service exemptions for those who are deprived of at least 40% of their work force with physical disabilities. Teachers whose spouses are martyred are also exempted from compulsory service. The compulsory services will be postponed as long as the teachers document that their excuses and health reasons continue. However, the educational excuses does not affect the postponement of compulsory service. In addition, compulsory service of the teachers whose spouses are candidates of civil servant or doing their military services will be postponed until this situation changes. The compulsory services of the teachers whose spouses have been dead will be postponed until the next appointment period. In the regulation issued in 2015 (MEB, 2015a), the obligation to work is postponed due to spousal and health reasons and is not postponed for educational excuses. Those who are deprived of at least 40% of their working power are exempted from compulsory service in this regulation. In previous regulations, Teachers whose spouses were martyrs were exempted from compulsory service. This exemption status has been extended to include the spouses, children and parents of public servants and soldiers who are martyred or in the disability due to terrorist acts.

Rotation may become impractical as the number of regulation articles that grant an exemption to rotation application increases. There are some negative opinions related to rotation such as the disruption of the family, settled order and social structures of the employees, the appearance of the fragmented families, the change of the environment and colleagues, the emergence of communication and adaptation problems, the problems related to the education of children, delaying the formation of the spirit of being a team, harm to the organizational culture and the individual lives, anxiety, uncertainty, loss of control and the emergence of emotion (Arslan ve Direk, 2017; Kayıkçı, Yörük ve Özdemir, 2015; Lu ve Cooper, 1990; Tunçbilek ve Karakavuz, 2017; Yılmaz vd., 2012). However, there are also positive opinions that employees will create new environment, new experiences will be obtained, with a new source of motivation will bring new dynamism to institutions, institutional blindness can be prevented, information will be renewed and institutions will become more active and efficient (Arabacı ve Sağlam, 2012; Kayıkçı, Yörük ve Özdemir, 2015; Yörük ve Günbayı, 2015).

Ministry of National Education emphasizes that teacher rotation should be carried out for reasons such as filling of norm positions, accumulation of teachers in specific regions, teacher demands and equality in education (Şahin vd., 2016: 269). As it is seen in Table 1, it is understood that the exemption of compulsory service for teachers caused no change in place due to compulsory service between the years 2010-2012. Between 2013 and 2015, rotation based on compulsory service was implemented. In 2013, this number was 3555 and in 2015 this figure increased to 11219. When the system operates normally, teachers will be replaced by other teachers. In this application, the organizational trust will not be harmed. In 2017, the number of rotated teachers due to compulsory service is only 147. While this may be affected by the completion of compulsory service in the service areas of the first catchment region in 4, 5 and 6 sub-catchment areas, and the request to postpone the obligatory service because of the excuses, a group of teachers may be exempted due to reasons such as being a martyr, a veteran, or a health condition. In fact, these types of exemption may also prevent the functioning of the system. Instead of this system, having compulsory working schools in all provinces, it is possible to apply compulsory service at the provincial level rather than at the country level. In addition, Article 48 of the regulation published in 2015 as a different rotation application, although not implemented, was brought to work limit of 8 years in the same school.

This may have been due to the increase in the number of optional displacements of 15381 in 2015 to 50427 in 2016, to 66302 in 2017 and to 117417 in 2018. Failure to implement the rules imposed, sometimes applied and sometimes not implemented, may constitute the idea that they are treated according to individuals and will adversely affect organizational trust.

Recommendations

In the first appointment of the teachers, not only the kpss exam, but also the art, sports or talents in different fields can be brought to the forefront. The obligatory service obligation of teachers should be bound by a rule, applied and should not be changed frequently. Rotation application should be converted from workplace rotation to work rotation. For example, units such as measurement and evaluation, curriculums, planning, experts and headteachers can be established in the education zones and rotation can be applied. Thus, teachers will protect themselves and their families from concerns that may arise due to ground rotation. For the places where teachers do not want to go due to their level of development, applications like wage increase can be brought.

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