

RESEARCH ARTICLE

Teacher Career Policies in Turkey from the Republic to the Present and Their Reflections on Education

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Abstract

The research aims to reveal the educational policies regarding the teacher career experienced in Turkey since the foundation of the Republic and the reflections of these policies on education. Document analysis, one of the qualitative research methods, was used in the research. In this context; Minutes of the Delegation-Ilmiye Meeting, National Education Councils, Policy documents such as Development Plans, Strategic Plans, vision documents, teacher strategy documents, party programs, and various legislation documents such as laws, regulations and directives regarding the implementation of these policies, and the explanations and discourses of the authorities regarding the implementations were consulted. In addition, various theses, articles, research reports, etc. written about the relevant period and subject documents were also used. According to the research results; In the context of both horizontal career and vertical career in the Turkish Education System; Possibility of transition to managerial staff and inspectorship staff in school management, provincial and central organization exists. There are also specialist teacher and head teacher career steps. In this context, it is seen that many career policies have been developed for teacher careers. Although many policies have been developed in the historical process, there are problems in the healthy implementation of policies. Teacher career policies should be handled with a holistic approach, in the context of horizontal and vertical careers, with an objective, predictable, sustainable and competence-based approach.

Keywords: Teacher, Career, Politics

Introduction

The Turkish Language Association (2022) defines a career as the stage, achievement and expertise achieved through time and work in a profession. When the literature is examined, it is seen that there are various definitions of career.

It is the gradual and continuous progress, experience and skill that a person can work in any business area (Tortop, 1994). The progress of the individual in his profession is to gain more financial gain and responsibility (Bakioğlu, 1996). It is the area where the individual working in the public or private sector follows and works in order to progress and achieve success (Aytaç, 1997). promotion and gaining status in business life (Sabuncuoğlu, 2005), it is defined as the expertise and business success that the employee will want to have and will achieve in business life by rising in parallel with his success in business life (Kaplan & Gülcan, 2020). According to Argon and Eren (2004), career has a meaning that symbolizes the success of a person in working life. Based on all these definitions, it can be stated that career is the journey of rising to an organizational position where the employee can obtain more satisfaction and more impact opportunities depending on the increase in success and competence in business life.

Career according to Günal (2009); in the classical approach, it only refers to an upward progress. In the modern approach, career has become a structure that includes psychological and sociological processes in which the emphasis on self-realization of the individual stands out, and cross-sectoral, and horizontal transfers are used. In the modern approach, career paths include horizontal and vertical transfers between different units in a network-type structure (Dikili, 2012). As a reflection of the classical career approach, a one-way career approach is more often adopted in organizations with a stationary and multi-step structure. However, nowadays, vertical career opportunities have decreased due to the fact that organizations have adopted a more horizontal structure. The needs of employees to make a career have pushed organizations to create new career fields and caused the horizontal career movement to become widespread (Erdoğan and Doğan, 2003). The creation of horizontal career fields will contribute to the dynamic transformation of the system by freeing the career system from stagnation.

Organizations need qualified human resources to achieve their goals. What is as important as selecting and hiring the needed human resources, or perhaps even more important, is to retain qualified human resources in the organization. One of the most important ways to achieve this is the existence of a career system that will ensure the motivation of the employee by maintaining his commitment to organizational goals. (Argon and Eren, 2004). According to Tortop (1994), a desired career system; anticipating the specialization of the personnel in a business line and gaining success by progressing, giving importance to pre-service and in-service training for specialization, giving importance to seniority and working time, it should have features such as functioning on the basis of competence and impartiality and incorporating a remuneration parallel to promotion. A career system with the expressed characteristics will bring various benefits both at the individual and organizational level. The opportunity to rise from the point of view of the individual and thus obtain various benefits will allow the employee to achieve job satisfaction by increasing his motivation and performance. From an organizational point of view, high employee motivation and desired organizational behavior will make it easier to achieve organizational effectiveness (Bakioğlu and İnandı; 2001; Bayraktaroğlu, 2008; Deniz, 2009).

As for all organizations, a well-designed career system is required for educational organizations, which directs their employees to develop and specialize, provides continuity in motivational situations by providing them with individual goals within the organization. The teaching career ladder system to be constructed with this understanding; will increase the motivation of teachers by providing them with the opportunity to be promoted; will raise the social status of the teacher in terms of prestige, recognition and success; will give teachers the opportunity and opportunity to use their talents and skills; thanks to their high motivation, teachers will adapt to changes more quickly; will increase their organizational commitment by making teachers feel that they are cared for; by matching teachers' career goals with organizational goals, both the effectiveness of learning processes and teachers' job satisfaction will be increased (Çakıroğlu, 2005); it will contribute to saving the teaching profession from monotony by giving teachers a new goal. In addition, a career system that incorporates the stated elements will contribute to the modern structure of the Turkish Education System (Deniz, 2009).

In Article 3 of the Civil Servants Law written 657, Career is defined as "*providing civil servants with the necessary information for their services and the opportunity to progress to the highest levels in their classes in accordance with their education conditions*". When the Turkish National Education System is examined, it can be said that there are various organizational positions that can be considered as horizontal and vertical career goals for teachers in the current situation. Career positions for teachers in the context of management; as assistant principal, deputy principal and school/institution director on a school basis, in the structuring of the provincial organization of the Ministry of National Education, they are the branch directorate, the district national education directorate, the provincial national education assistant directorate and the provincial national education directorate. In the structuring of the central organization, it can be expressed as branch directorate, department head, general directorate and above. Apart from the administrative units, various expert staff in the inspection units in the ministry or provincial organization and in the ministry units can also take place as a career goal for teachers.

The research aims to address the education policies related to teacher career in Turkey since the establishment of the Republic and the reflections of these policies on education. After 15 years, "Teacher Career Levels Examination" will be applied in 2022. In this period, it will contribute to the current debates to consider teaching career policies in the context of both vertical career and horizontal career. Discussing the issue with all its dimensions is important for the emergence of a healthy practice.

Method

Document analysis, one of the qualitative research methods, was used in the research. Document analysis includes the analysis of written materials containing information about the cases that are aimed to be investigated (Yıldırım & Şimşek, 2008). In this context, in the research; in order to reveal the educational policies regarding the teacher career in Turkey since the foundation of the Republic and the reflections of these policies on education; various policy documents and documents on legislative and implementation changes regarding the implementation of these policies were examined. Among the documents examined, policy documents such as the Minutes of the Delegation-İlmiye Meeting, National Education Councils, Development Plans, Strategic

Plans, vision documents, teacher strategy documents, party programs and various laws, regulations and directives regarding the implementation of these policies, The explanations and discourses of the authorities regarding the practices were consulted. In addition, various theses, articles, research reports, etc. written about the relevant period and subject documents were also used.

In the study, regarding the career status of teachers; in addition to being promoted to specialist teaching and head teacher positions in the teaching career steps, transitions to other positions that will mean promotion in the organizational structure in terms of influence, authority or personnel are discussed. In this context, vice principal and directorship, which are in-school managerial positions; provincial administrations branch directorate, district national education directorate, provincial national education assistant directorate and provincial national education directorate; in the central organization, branch directorate, department head and above staff, inspectors etc. In inspection units in central and provincial organizations. The status of personnel assignments is discussed. Since management as a career situation can only be discussed in detail with an independent study, policies and practices related to management are discussed in general terms.

According to Guba and Lincoln (1982), credibility is more important than validity and reliability in qualitative research. Credibility, reliability, confirmability and transferability are also expressed as credibility criteria. In this context, the policy documents used in the research are open source and official documents, the fact that it is easily accessible and verifiable contributes to the credibility and thus to the validity and reliability of the research.

Results

Findings Concerning the Transition to School/Institution Management

Among the organizational positions that can be addressed for the career development of teachers is school/institution management. Management positions in schools and institutions affiliated to the Ministry of National Education are deputy principal and school director. In the 40th article of the regulation, the deputy principal acts as the principal in the absence of the principal and is primarily responsible for the management of the school after the principal. The chief assistant manager fulfills the duties specified in the job description and the duties assigned by the manager. In the 39th article of the regulation, the duties, powers and responsibilities of the school principal are stated as follows:

“The director of the school’s students had all kinds of training and education, administration, staff, accrual, movable property, correspondence, educational and social activities, boarding, scholarship, schooling, safety, nutrition, care, protection, cleanliness, order, seizure, public relations, and similar tasks with the ministry and Provincial/District directorates of education, with the tasks that are specified in the task definition given by allows the fulfillment of other tasks.”

In Article 88 of the Civil Servants Law No. 657, “Teachers; School and institute directorate, chief assistant and assistant duties can be performed as a second duty” and therefore, school management is not a profession that requires expertise in the Turkish National Education System.

In addition to teaching, it is a secondary duty for which some additional course fees are paid.

When the decisions of the National Education Council, which are among the policy documents scanned within the scope of the research, are examined, it is seen that there is no article about school administration until the 10th. The issue of school management was addressed in the 10th Council of 1982 with the emphasis on the necessity of the director of the educational institution to be a specialist who provides certain qualifications. In the 12th Council in 1988, the adoption of educational management as a branch and the training of managers with long-term in-service trainings; the 14th Council in 1993 was to focus on specialization, hierarchical progress and promotion in educational management. In the 15th Council in 1996, career, merit, success should be sought in managerial appointments, and promotion to the upper levels should be based on a success-based system; 16 in 1999. To train the managers needed by the educational institutions and to make the "National Education Academy" functional for the development of their careers and to provide postgraduate education graduate teachers with ease in the management of the educational institution; in the 18th Council in 2010, taking postgraduate education as basis in the appointments of school administrators, expanding their powers, improving their personal rights and salaries, receiving in-service training every five years and including school administrators in the general administrative services class, iving the title of specialist teacher to managers with a master's degree, and the title of head teacher to managers with a doctorate degree; 19 in 2014. The organization and implementation of career steps in management; it was aimed to establish a career system in such a way that those who teach for certain periods of time are appointed first to the deputy director, those who work as assistant directors to the director, and those who work as directors to the branch manager. And in the last council, the 20th Council in 2021, it was decided to organize the management of educational institutions not as a secondary duty, but as a professional profession that requires merit and expertise, and where a balance of authority and responsibility is achieved.

Another policy document, the MEB 2023 Vision Document, was shared with the public in 2018. In addition to many areas of education, the document includes targets for school management. Regarding the subject in the MEB 2023 Vision Document; horizontal and vertical career specialization areas will be structured for school administrators, school administration will be structured as a professional career field that requires master's level expertise; It is stated that personal rights will be improved and school management will be organized as a career step. In addition, the appointment of school administrators, working conditions, there are targets to be addressed in the "Teaching Profession Law", such as their promotion to duty.

When the legislation documents used in the transition from teacher to school administrator regarding the implementation dimension of the subject are examined; with the regulation on the appointment of administrators to educational institutions published in 1990, it was stated that the appointment of administrators would be made according to the principles of career and merit, and these principles were also expressed in the following regulations (Terzi, 2013). When the methods used in appointing school administrators are examined, in the regulations of 1990, 1992, 1995 and 2014, only in the oral exam; In the regulations issued in 1998, 2004, 2009, 2013, 2016, 2018 and 2021, it is seen that the conditions of success in the written exam are required. 1990, 1998, 2004, 2008 and 2009 MSc or PhD in the regulations to be having a graduate degree in the field of management 1993 and 1995 in the regulations; 1990, 1993, 1995 and 1998 in the regulations in the field of

management training courses and seminars to be seen and, in 2004, 2008, 2009, and 2013 headteacher teacher or an expert in the regulations to be observed in his appointment as a school administrator been mentioned as a reason for a preference (Gülmez and Aslanargun, 2021; Yavuzer, 2014).

Findings on the Transition to Provincial and Central Organization Managers

The duties and responsibilities of the education administrators in the provincial organization are regulated in the “Ministry of National Education Provincial and District Directorates of National Education Regulations” (2012). Accordingly, national education directors are responsible for effectively and efficiently managing the ministry's education policies and plans in accordance with the legislation in the provinces and districts where they are located. Provincial deputy directors of national education act on behalf of the provincial director of national education by ensuring harmony between services. Branch managers, on the other hand, are obliged to carry out the duties under their responsibility and to fulfill the duties assigned by the director of national education (Art.6). Education specialist, branch manager, working in the central organization of the Ministry, The duties and responsibilities of education managers at the level of department head and general manager are specified in the “Ministry of National Education, General Directorate of Human Resources Working Directive”. Accordingly, training specialists are responsible for informing their supervisors about issues related to their areas of duty, giving courses and seminars to employees, following up and reporting on scientific developments with research, review, development studies. Branch managers in charge of the central organization manage the business and operations of the branch and prepare reports on the work of the branch. Heads of departments are responsible for determining and implementing policies and strategies related to their departments within the framework of their powers. General managers, on the other hand, determine the policies and strategies of the general directorate they are responsible for and provide organization accordingly. Positions such as the district directorate of national education, deputy director of national education and provincial directorate of national education in the provincial organization, as well as the head of the department in the central organization of the ministry and positions above are positions appointed at the discretion of the president or minister. Career For the educational specialty defined as a profession, they must be successful in the KPSS Group A Field Knowledge exam and the assistant specialist recruitment exam to be held by the Ministry of National Education. The staff of the branch directorate is a position that can be appointed by succeeding in the competition exam held by the Ministry of National Education, except for exceptional cases. All of the expressed cadres are cadres in the general administrative services class (DMK).

When the policy documents are examined, it is seen that the first decision on the subject was taken at the 11th National Education Council in 1982. Here, the fields of education specialization are education management and inspectorship, as well as educational planning, educational guidance, program development, special education, educational technology, nutrition education, public education, expressed as assessment, evaluation and orientation. In addition, detailed models regarding the pre-service and in-service training of the mentioned training experts and the competencies they should have are also included. The employment conditions of the relevant specialists are listed as being a graduate of a master's degree, working as a teacher or assistant educational specialist for a certain period of time, and being selected by a predetermined method

of criteria. In addition, it was emphasized that it is necessary to establish a career system that includes promotion and remuneration situations for educational professionals. The employment conditions of the relevant specialists are listed as being a graduate of a master's degree, working as a teacher or assistant educational specialist for a certain period of time, and being selected by a predetermined method of criteria. In addition, it was emphasized that it is necessary to establish a career system that includes promotion and remuneration situations for educational professionals. In the 16th Council in 1999, it was stated that legal arrangements should be made for the "National Education Academy" to become operational in order to train the areas of expertise needed by the central organization within the profession and to develop their careers. In the 18th Council in 2010, it was stated that arrangements should be made for the employment of specialists in the central and provincial organizations, physical education and sports related units. The last council where the subject took place was the 19th in 2014. It was stated that a fair career system should be established that allows horizontal and vertical transition between education expertise, provincial and district administration, central and provincial branch directorates and department Decisions on the qualification base to include all management positions. In the Strategic Plan of the Ministry of National Education 2015- 2019, "The adequacy of the appointment and promotion system based on career and merit was highlighted as a weakness. In the strategic plan, it is stated that qualifications will be determined for executive positions in the central and provincial structures and that a holistic career system will be developed and appointments and promotions will be carried out within this system.

When the practices implemented in the appointment of education managers in the central and provincial organizations are examined, it is seen that until 1999, the appointments to these positions were carried out according to the general criteria specified in the Civil Servants Law No. 657. This situation has also caused many problems in practice (Çetin and Yalçın, 2002). In 1999, the "Ministry of National Education Executive Appointment, Evaluation, Promotion and Relocation Regulation" was issued, and in this regulation, criteria and qualifications for many positions from the school directorate to the undersecretariat were stated. In this regulation, various titles and cadres in the central and provincial organizations have been graded and the general and special conditions necessary for promotion to these positions have been determined. According to this, conditions such as being a teacher with a higher education degree, being successful in the exam to be held at the end of the education prescribed for the task to be assigned, being successful in computer education courses, being successful in the foreign language exam held at that time for the upper echelons in the central and provincial organization have been sought for those who will be appointed to the management post. In 2013, the "Regulation on the Appointment of the Ministry of National Education Personnel by Promotion, Change of Title and Relocation" was published and the conditions to be sought for those who will be appointed to the positions of provincial deputy director of national education and district national education directorate were determined. According to the regulation, in order to be appointed to these positions, the conditions are required to have served in the directorate of the educational institution for at least four years or the branch directorate for at least two years by winning a written exam. In 2020, the regulation was amended and the requirement to have won a written exam was abolished.

One of the policies discussed in the transition to managerial positions in the provincial and central organizations is the policy for women education managers. The policy regarding the application of positive discrimination in the appointment of female personnel to the education

administration staff was implemented for the first time in the "Regulation on the Appointment of Managers to Educational Institutions of the Ministry of National Education" published in 2014. According to this; only a female school principal can be appointed to schools where all students are girls, while at least one of the deputy directors of the educational institution where there are female boarding students must be a woman. In addition, if there are three or more assistant principal norms in coeducational schools, it is stated that at least one female assistant principal will be appointed to these assistant principal positions. Minister of National Education Mahmut Ozer stated in a statement in 2022 that the weight of female personnel in the educational community is 59 percent. In addition, he stated that they will ensure that at least one of the provincial assistant directors of national education in 81 provinces will be a woman, and they will also increase the representation rate of women in school and branch directorates (Özgenç, 2022).

Findings on the Transition to the Organization of Inspections (Inspectorate)

Another position that teachers have determined as their career field is the inspectorship staff in the inspection units in the central and provincial organizations (Akkaş & Şahin, 2015). The duties of education inspectors in the provinces are stated in the Regulation on Education Inspectors of the Ministry of National Education dated 01.03.2022; It is stated as "to plan and carry out the guidance, on-the-job training, inspection, monitoring and evaluation, research, examination, investigation and preliminary examination services of the institutions in the province" (Art. 41). The ministry inspectors, who serve under the chairmanship of the inspection board affiliated to the central organization of the Ministry, are responsible for carrying out work and operations such as guidance, inspection, investigation to the Ministry's personnel, Ministry schools and institutions, private educational institutions (MEB Inspection Board Presidency, 2022).

When the policy documents are examined, it is seen that the inspectorate is not adequately addressed as a career field for teachers. In the 11th national education council in 1982, some requirements were mentioned to be an education inspector. According to the decision of the Council, the necessity of having worked as a teacher and administrator for a sufficient period of time for the education inspectorate was emphasized. In addition, it was stated that undergraduate graduates should be appointed as assistant inspectors and postgraduate graduates should be appointed as inspectors in education management. In addition, both undergraduate and graduate graduates have education law, education inspection, it was stated that they should take courses such as employee services training and practice in these areas. In the 18th Council in 2010, it was stated that the education inspectors would be divided into specialized teams among themselves, and each training employee would be provided with guidance and inspection in their own branch. In addition, due to work discipline and efficiency in the inspectorate, education assistant inspector,

it was stated that it should be divided into career steps as education inspector and education chief inspector.

In the MoNE Inspection Board Regulation published in 1993, the conditions for admission to the assistant inspector position were determined. According to the regulation, it is stated that teachers with a faculty or college graduation must have taught for at least 10 years, or they must have taught for 5 years and been an administrator for 3 years. In addition, in order to be able to take the education assistant inspector exam, the conditions were determined to be younger than 40 years old, not to have any obstacles in terms of registry and not to have a disease that would

prevent them from working (Arabacı, 1999). With the amendment made in the regulation, the training period of assistant inspectors has been increased to 3 years (Ekinçi, Oter and Akın, 2013). With the regulation issued in 1999, there have been changes in the conditions for electing inspectors. Accordingly, the period required to be spent in teaching has been reduced to 8 years or 7 years, provided that 3 years are administrative. In addition, the duration of teaching to be sought is determined as 3 years if the candidates have a bachelor's, master's or doctoral degree in the field of educational management (Ergün, 2020).

Many years have passed since the last competitive exam for inspectorship held in 2009, but in the following period, teachers were not given the opportunity to switch to inspectorship as a career field. After 13 years, In 2022, the "Regulation on Education Inspectors of the Ministry of National Education" was published, and in the following days, an announcement was made to recruit 750 education inspectors to be employed in the inspection units in the provincial organization. According to the regulation, teachers who will take the competitive exam must have at least 8 years of service in teaching and must not be over 35 years old (Art. 8).

Findings on Teaching Career Ladders

It has been adopted since the first years of the Republic that teachers should focus on their profession, be promoted according to their experience and development in the profession and deserve an increase in wages. As a matter of fact, in the "Law on Secondary Education Teachers" published in 1924, it is stated that teachers' dealing with another job will cause loss of rights in terms of promotion and advancement. Again in the same law, it is stated that teachers who have completed a certain period of service will be promoted and their salaries will be increased (Arabacı, 1999).

The first of the policy recommendations for teachers' careers is included in the Democrat Party Program. In the program, there is the phrase "If his ability and power are available, a primary school teacher should be allowed to complete his teaching degrees and be promoted to university professorship" (Art. 40).

When the development plans are examined, it is seen that especially in the first plans, it is seen that the problems related to quantity are focused rather than a career system that will serve to increase the quality of teachers. Since the first Five-Year Development Plan (FYDP) prepared in 1963, the inadequacy in the number of teachers and the imbalance in their distribution throughout the country have been emphasized. In the 3rd FYDP in 1973, it was aimed to meet the basic education classroom teacher needs by giving short-term formation training to existing primary school teachers. In the 4th FYDP dated 1979, it is stated that the appointment, relocation, income increase, and horizontal and vertical promotions for general public personnel will be applied according to the rules arranged based on the success in vocational training according to objective criteria. In the 6th BYKP in 1990, it is stated that work will be carried out to integrate in-service training programs to increase productivity with the wage promotion system. In the 7th FYDP in 1996, the reasons for the disruptions in the labor market include wages, productivity, merit, It is mentioned that there is not enough connection between seniority and career. In the 8th FYDP, the first development plan of the 2000s, it was planned to emphasize the income imbalance among wage earners and to determine wages with a fair system according to work, merit, productivity, seniority and career equivalent. In the 10th FYDP prepared in 2014, it is aimed to draw attention to

the need for a system for career development and to create a structure based on career development and performance that will serve to make the teaching profession more attractive and encourage personal and professional development. This plan also includes the objectives of establishing an objective promotion system based on merit in the public sector and making career planning for the increase of quality. Finally, in the 11th FYDP, it is stated that professional expertise and development programs will be opened at the graduate level for horizontal and vertical career steps, as well as a career system based on driver's license and merit.

In the National Education Councils, the issue was discussed for the first time in the 11th Council in 1982. In this council, the importance of institutionalizing the innovation, development and promotion of teachers in the service was emphasized. In addition, it was stated that the achievements of teachers in in-service training should be evaluated in promotion and appointment to higher positions. At the 12th Council in 1988, it was decided to introduce titles, salaries and higher positions within the career order and competition system of hardworking and successful teachers. It was stated that a personnel draft was prepared regarding the teacher dimension of the "National Education Reform" planned to be held at the 15th Council in 1996. For the first time in this draft, teaching career steps were determined and these steps were expressed as teaching, specialist teaching and head teacher. At the Council in 1999, the necessity of a "National Education Academy" was emphasized in order to train personnel for the education, management, inspection and various fields of expertise needed by the ministry and to develop their careers. At the 18th Council in 2010, it was decided to make arrangements to take the documents they received in scientific activities such as in-service training, congress, seminar, etc., for personal and professional development of teachers, as a basis for determining their remuneration and career steps. At the Council in 2014, the structuring of a career system integrated with the professional development of teachers from a broad perspective; It was stated that the professional development trainings received from higher education institutions should be included in the career system and the career steps should be rearranged. The 20th council in 2021 is the last council. It is stated here that professional development programs should be planned in a way that supports the career development of teachers and that teaching should be organized as a career profession and that the progress in the career process should provide a significant increase in personal rights.

While the fact that the career steps are currently being implemented in the 2010-2014 Strategic Plan of the Ministry of National Education is expressed among the strengths, there is the aim of establishing a human resources management system based on merit and career among the strategic objectives. He plan also aims to support the career development of teachers, beyond in-service training activities, educational activities to be organized by private organizations and universities, and certificate programs to be accepted by the Ministry of National Education and included in the system. Among the weaknesses in the plan for the period 2015-2019 are the adequacy of the appointment and promotion system based on career and merit. In addition to in-service training activities, the plan also aims to include training activities and certificate programs to be organized by private institutions and universities to support the career development of teachers and to be included in the system after being accepted by the Ministry of National Education. Weaknesses in the 2015-2019 term plan include the adequacy of the appointment and promotion system based on career and merit. Career is also discussed in the MEB 2023 Education Vision Document, which was published in 2018 and presents determinations and targets in many areas of the education system. In the document, horizontal and vertical career specialization areas

will be structured for teachers and school administrators, It is aimed to find a place in the "Teaching Profession Law", which is planned to open postgraduate vocational specialization programs for horizontal and vertical career steps and to deal with the subject in a comprehensive way.

In the "Teacher Strategy Document 2017-2023" prepared in 2017, six basic components related to the training, development and employment of teachers were identified. One of these basic components is expressed as "career development and rewarding". The document contains goals, objectives and actions in the areas designated for teaching. In the teacher strategy document, it is stated that in order to "improve the perception of the teaching profession and strengthen the status of the profession", it is necessary to support professional development and provide the opportunity to rise up the career ladder in order to increase their qualifications and status. In the 16th Action, it is planned to associate the performance evaluation system, which is planned to be established, with the career steps. 20th Action While aiming to establish teacher academies in the action, it is emphasized that trainings should be organized in these academies for the promotion of teachers in career ladders. 35th action, it is stated which criteria the targeted career ladder system will operate according to. Accordingly, teachers will be able to advance on the career ladder based on criteria such as out-of-school studies related to teachers' professions and fields, volunteer activities, exams to be held, trainings to be received at the teacher academy, and the achievements of their students. Another issue that draws attention in the document is that the titles of teachers on the career ladder are limited to a certain period of time.

The first steps towards the career ladder of teaching are encountered from the mid-90s. In 1996, the Ministry of National Education signed the "Teacher Status Recommendation" document with UNESCO and ILO. The document also deals with the issue of teachers' careers and contains recommendations on progress and promotion (Ural, 2007). Again, in an article published by the Minister of National Education of the time Turhan Tayan in 1996, it was stated that the career steps of teachers, specialist teachers and head teachers were included in the "Draft National Education Personnel Law" prepared at that time, but the draft did not pass through the parliament. When it comes to the 2000s, it is seen that the statement that the teaching profession will be organized as career steps is included in the 2001-2005 Executive Plan of the State Planning Organization (Özdem, 2007). Although it was stated in policy documents before and some initiatives were taken, the teaching career ladder application was implemented in 2005. With the "Law on the Amendment of the National Education Basic Law and the Law on Civil Servants" enacted in 2005, the teaching career steps are teachers, organized as specialist teacher and head teacher.

The basic principles in the "Regulation for Promotion in Teaching Career Levels" published on 13.08.2005; improving teachers' professional knowledge and experience, ensuring equality of opportunity and opportunity; Compliance with the criteria of generality, equality, validity, reliability, impartiality and openness (Art. 5). By setting a quota regarding the rate of people who can be found in the career ladder, it is stated that there can be 20 percent of the total number of freelance staff in the specialist teaching career ladder and 10 percent in the head teacher position (Art. 7). It is stated that in the exam planned to be held, 7 years excluding the candidacy period will be required for specialist teaching, and 6 years in specialist teaching for head teacher (Art. 8). According to the regulation, teachers with master's and doctorate degrees will be exempted from the exam. Teachers with a master's degree in their field or in the field of educational sciences will

be appointed as specialist teachers after the 7th year of their teaching, except for candidacy, and teachers with doctorate degrees will be appointed to the head teacher position at the end of the same period (Art. 9). In the career ladder exam, candidates will be held responsible for basic information about Turkish, general culture, pedagogical formation and national education legislation, education management and education system (Art. 16). The predicted score to be successful in the exam to be held by OSYM is 60 out of 100. In the regulation, the criteria and scoring values to be taken as a basis for the transition to career steps are also determined. According to the criteria determined, undergraduate teachers and teachers who have graduated from graduate education outside their fields or the field of educational sciences will be held responsible for seniority, education, activities, registration and examination. Teachers who have graduated from postgraduate education in their field or in the field of educational sciences will be evaluated based on seniority, in-service training, activities and track record criteria (Md. 20).

In the regulation issued, the Council of State decided to suspend the execution for the career steps, which were foreseen to benefit only undergraduate teachers, and after the regulation, an exam was introduced for teachers with associate degree degrees in 2006. As a result of the exams, 92.358 teachers rose to the level of specialist teaching, 338 teachers became head teachers (Kazoğlu, 2014). In the following process, lawsuits were filed against the regulation by teachers and unions. First, some articles of the regulation were canceled in 2008 and 2009, and the whole regulation was canceled in 2010. "Teaching Profession Law" was published on 14.02.2022. In the law, which consists of 12 articles, arrangements have been made regarding candidate teaching and teaching career steps. In this sense, the law is far from regulating the teaching profession in a holistic way. In the law, teaching is divided into three career stages in the form of teacher, specialist teacher and head teacher, similar to previous practices (Md. 3). In order to rise on the professional teaching career ladder, teachers who have at least ten years of service must successfully complete a course of not less than 180 hours and then get at least 70 points out of a hundred points in the written exam to be held. In order to advance to the head teacher career ladder, it is necessary to be successful in 240 hours of training and to get 70 points in the written exam after 10 years in the specialist teaching stage. Teachers with a master's degree receive 180 hours of training, Teachers who are graduates of a doctoral program will attend 240 hours of training, but will be exempted from the written exam to be held afterwards (Art. 6). While the postgraduate education of teachers outside of their fields and educational sciences was not accepted in the previous practice, no such distinction was made in the new practice. In addition, the education and training compensation rates to be paid with the expert and head teacher in the law have been increased compared to the previous practice. Accordingly, the compensation rate for specialist teaching was increased from 20 percent to 60 percent, and from 40 percent to 120 percent for head teacher positions. Thus, moving up the career ladder has become more attractive economically for teachers.

On 12.05.2022, "Regulation on Candidate Teaching and Teaching Career Steps" was published. In the regulation, the situations previously stated in the teaching profession law regarding career steps are explained. On 18.05.2022, the announcement of the specialist teaching and head teacher training program and the teaching career steps written exam was announced. In the announcement, it was stated that specialist teaching and head teacher training programs will be conducted over the Teacher Information Network during the summer holidays for teachers who meet the requirements and apply. In the announcement, the durations of the contents

determined for expert teaching and head teacher training, as well as the written exam topics and percentage distributions of these contents are indicated. The distribution of subjects belonging to the specialist teacher education program and the duration of training are given in Table 1.

Table 1. *Specialist Teaching Exam Topics and Distribution of Questions (180 Hours)*

	Subject	Time	Percent (%)
1	Learning and Teaching Processes	(25 hour)	15%
2	Quantification and consideration	(20 hour)	12%
3	Special Education and Guidance	(25 hour)	15%
4	Educational Research and R&D Studies	(20 hour)	10%
5	Inclusivity in Education	(20 hour)	12%
6	Environmental Education and Climate Change	(20 hour)	10%
7	Social Interaction and Communication	(20 hour)	10%
8	Digital Competence	(15 hour)	8%
9	Safe School and School Safety	(15 hour)	8%

The distribution of subjects belonging to the head teacher training program and the duration of training are given in table 2.

Table 2. *Head Teacher Exam Topics and Distribution of Questions (240 Hour)*

	Subject	Time	Percent (%)
1	Learning and Teaching Processes	(25 hour)	12%
2	Quantification and consideration	(20 hour)	8%
3	Special Education and Guidance	(25 hour)	12%
4	Educational Research and R&D Studies	(20 hour)	7%
5	Inclusivity in Education	(20 hour)	8%
6	Environmental Education and Climate Change	(20 hour)	7%
7	Social Interaction and Communication	(20 hour)	7%
8	Digital Competence	(15 hour)	6%
9	Safe School and School Safety	(15 hour)	6%
10	School Development and Leadership	(30 hour)	15%
11	Developing Social Emotional Learning Skills	(15 hour)	6%
12	Cognitive Thinking Skills	(15 hour)	6%

When the subject distributions of the trainings foreseen for specialist teacher and head teacher training are examined; School development and leadership in the head teacher education program, where similar educational content was determined for the two career steps, it is seen that the development of social emotional learning skills and cognitive thinking skills are different.

Discussion and Conclusion

As can be seen, many career policies have been developed in the context of both horizontal careers and vertical careers in the Turkish Education System since the Republic. In the research of

these career policies developed; transition from teacher to school administrator, transition to expert and managerial staff in provincial and central organizations, transition to inspectorship positions in the inspection structuring and transition to specialist and head teacher, which were created as career steps within the teaching task.

The necessity of considering school management as a professional profession that requires expertise was expressed for the first time in the 10th National Education Council in 1982, and the necessity of adopting postgraduate education in gaining this expertise was stated. The subject often found a place for itself in the councils convened in the following periods. In the last council, the 20th council in 2021, it was stated that school management should be structured as a professional profession that requires expertise. Similarly, in the Ministry of National Education's 2023 Vision Document, it was emphasized that school administration should be a professional profession that requires expertise. Especially in the Ministry of National Education Councils held for the last 40 years and published policy documents, it is stated that school administration should be made a professional profession that requires graduate level expertise. In order for school management to be a motivational career position for teachers, the stated steps must be taken. However, in the current practice, school administration is still in a position that is assigned for additional course fees besides teaching. When the issued regulations are examined, it is seen that only in a few non-continuous regulations, being a graduate education is expressed as a reason for preference for being elected as a manager, but it is never a prerequisite. This table shows that the situation in which school administration, which is a career position for teachers, should be achieved is known and is often expressed as a suggestion, but this situation cannot be passed beyond the wish by not being put into practice.

It is seen that there is no merit-based and career-based promotion system for educational administrators in different positions in the provincial and central organization. This deficiency is expressed in documents such as the decisions of the National Education Council and the strategic plan. It is seen that some positive practices have been put into practice, such as the "Regulation on the Appointment of Ministry of National Education Personnel by Promotion, Change of Title and Relocation", which was published in 2013, which states the conditions deemed necessary for the district directorate of national education and the deputy director of provincial national education. However, it is also seen that these and similar practices were implemented for a short time, and in the following period, with the changes made, the situations expressed as weakness and deficiencies in the policy documents were returned again. Another policy issue that has attracted attention in recent years regarding education administrators is to increase the number of female education administrators. The first concrete step in this regard was taken in 2014 in the way that the norms of administrators in schools with certain conditions were reserved for women in school administration. In 2022, the minister of national education announced that there will be a female deputy provincial director in each province. All steps should be taken quickly to eliminate the career barriers in front of female personnel in the education system. In this context, it is obvious that it is necessary to establish a career system in accordance with the principles of equality and equity that will bring maximum benefit from all human resources in the national education system.

When the inspectorate is considered in the context of a career field for teachers, it is seen that the subject is not sufficiently covered in national education councils and other policy documents.

In the policy documents where the issue is raised, it is stated that in addition to graduate education graduation, it is necessary to have teaching and managerial experience for a certain period of time for the inspectorate. Competitive exams for teachers to become inspectors were not held for many years after 2009. By 2022, the announcement of the competition exam for the education inspectorate was announced and it was stated that 750 education inspectors would be recruited to work in the provincial organization of the ministry. When the announcement is examined, it is seen that the graduate level graduation requirement is not sought for the candidates. In addition, it is stated that among the conditions required to take the exam, at least 8 years of service in teaching is required. This situation shows that the inspectors who will carry out the audit of educational institutions from the point of view of management are not looking for management experience. In this aspect, it is seen that the understanding adopted in the recruitment of inspectors contradicts the recommendations in the policy documents put forward in previous periods. Based on this, it can be stated that the situation proposed in the policy documents has still not been implemented, and the policy-implementation separation has also emerged in this regard.

When the career and progress of teachers other than management and supervision positions are examined in policy documents, it is seen that the issue is included in both development plans and national education councils. In the policy documents of the first term, the issue is mostly discussed in the form of wage increases, promotions and level progression, while since the mid-1990s, discourses, suggestions and practices related to teaching career steps have been encountered. In addition, it is seen that the lack of a career system based on qualification and merit is frequently expressed in policy documents and it is aimed to establish a career system that meets these conditions.

Teaching career steps, which could not go beyond the discourse in the 1990s, were implemented in 2005, similar to the one expressed in the previous period. In the studies on the teaching career ladder, it has been seen that the internal motivation and organizational commitment of those who are at the teaching career ladder are higher than those who are at the teaching career ladder (Canpolat, 2011). However, as the legal infrastructure of the practice could not be prepared in a sound and healthy way, the issue was moved to the court corridors and the legislation on teaching career steps was cancelled. Teaching career steps, which were applied once and caused various problems for many years, were not put into practice until 2022. In 2022, the "Teaching Profession Law" was enacted and career steps were the most important focus of this law. Although the salary increase to be obtained as a result of the increase in the education and training compensation foreseen in the new teaching career steps application is considered positive, The education and examination processes and the effects of the application in schools bear question marks. In addition, based on the previous negative experience, the continuity of the application contains concerns.

Recommendations

1. All horizontal and vertical career opportunities in teaching should be handled with an objective, predictable, sustainable and systematic approach based on competence.

2. As a professional profession that requires graduate level expertise, school administration should be restructured by considering it in a broad context such as authority, responsibility, personnel, and remuneration, and it should be established as a career field for teachers.
3. The qualifications of the management levels, starting from the assistant manager to the general directorate, should be determined and the criteria for being appointed to these positions should be applied in a competency-based objective manner.
4. The career opportunities of the Turkish National Education Organization, which has more than one million human resources, should be diversified and expanded to appeal to all employees. For this purpose, as stated in the National Education Councils in previous years, education expertise, curriculum development expertise, public education expertise, various expert staff such as measurement and evaluation expertise should be established as horizontal career fields in accordance with the modern career approach.
5. The inspectorate should be purged from its current economic and personal disadvantage and should be turned into an attractive career field for teachers.
6. The time required to rise in the career ladder should be shortened for graduate education, similar to the 2005 practice, and graduate education should be encouraged for teachers.
7. It should be prevented that titles such as specialist teacher and head teacher take on a structure that only brings economic benefits to teachers but has no equivalent in the field. Heads of departments etc. priority should be given to the issues so that the career steps application should be given a more meaningful structure.
8. The “National Education Academy”, which will enable teachers to specialize by receiving training in various career fields and thus enable the training of human resources needed by various fields of the education system, can be structured and implemented as in previous policy documents.
9. The career ladder system should be handled in a way that will serve the effective realization of learning and teaching, by taking the views of all stakeholders with a wide participation, by following successful examples in the world.

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