

UNIONIZATION TENDENCIES IN PUBLIC EMPLOYEES: AN APPLICATION ON THE EDUCATORS¹²



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ABSTRACT

This research was conducted to measure the unionization tendencies of teachers and school administrators working in state high schools in the city center of Erzurum and to determine the factors affecting whether they are unionized or not. The sample group of the study, which was carried out with the survey application, consisted of 171 education employees who are union members and 128 education employees who are not members of any union, working in the 2019-2020 academic year. Findings from the research; It shows that the expectations of union member teachers are focused on "change and develop the institutional structures of public unions" and "increase their union activities". The main reasons why non-union educators did not become members of the union were the "limited strike and collective bargaining activities of the unions" and "the fact that their democratic structure was not at the desired level".

Keywords: Union, educators unions, social policy

JEL Codes: J38, J51, J01

Scope: Labor Economics and Industrial Relations

Type: Research

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¹ It has been declared that the relevant study complies with the ethical rules.

² In this study, a part of the master's thesis titled "Unionization Tendencies in Public Employees" was used (Genç, 2020).

KAMU ÇALIŞANLARINDA SENDİKALAŞMA EĞİLİMLERİ: ÖĞRETMENLER ÜZERİNE BİR UYGULAMA



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ÖZ | Bu araştırma, Erzurum ili merkezinde devlet liselerinde görev yapmakta olan öğretmen ve okul yöneticilerinin, sendikalaşma eğilimlerini ölçmek ve sendikalaşma olup-olmamasına etki eden faktörleri belirlemek amacıyla yapılmıştır. Anket uygulaması ile gerçekleştirilen çalışmanın örneklem grubunu, 2019-2020 eğitim-öğretim yılında görev yapmakta olan sendika üyesi 171 eğitim çalışanı ile herhangi bir sendikaya üye olmayan 128 eğitim çalışanı oluşturmuştur. Araştırmadan elde edilen bulgular; sendika üyesi öğretmenlerin beklentilerinin “kamu sendikalarının kurumsal yapılarını değiştirip geliştirmeleri” ve “sendikal faaliyetlerini artırmaları” konularında yoğunlaştığını göstermektedir. Sendika üyesi olmayan eğitimcilerin sendikaya üye olmama nedenlerinin başında ise “sendikaların grev ve toplu sözleşme etkinliklerinin kısıtlı oluşu” ile “demokratik yapılarının istenilen düzeyde olmamaları” rol oynamıştır.

Anahtar Kelimeler: Sendika, öğretmen sendikaları, sosyal politika

JEL Kodları: J38, J51, J01

Alan: Çalışma Ekonomisi ve Endüstri İlişkileri

Türü: Araştırma

1. INTRODUCTION

The word union is defined as “a permanent community of workers formed for the purpose of improving and protecting working conditions” (Ün, 2018, p. 10). The start of the Industrial Revolution with the invention of the steam engine by James Watt in 1768 was the most important factor that prepared the birth of trade unionism. Towards the end of the 18th century, as a result of the liquidation of feudalism, the migration of the landless peasants from the countryside to the city caused a rapid population increase in many European countries on the one hand, and on the other hand, it caused the collapse of the traditional guild order. The peasants who came to the cities with these immigration waves were employed in the factories that were the products of the Industrial Revolution, and they created the working class, which is the founding element of the union, and new social classes (Mahiroğulları, 2016, p. 5; Özmen, 2014, p. 10).

The Industrial Revolution brought with it the process of mechanization. With the increase in factories, the number of workers has also increased. The increase in the number of labor force caused the capital owners to reduce their labor costs. In this case, it was observed that other members of the family, women and children, had to work. The deteriorating working conditions in the factories negatively affected the workers. Since the workers' only source of livelihood was wages, they could not be equal before the owners of the capital. While these negative conditions caused conflict between the classes, they provided the organization of the working class. Since the Industrial Revolution first started in England, it was seen that it emerged in England in its first organizations. Unions first emerged in the working class. The main reasons for the late start of public unionism are that the status of public servants is reputable, their salaries and working conditions are good. Public unionism started late both in the world and in Turkey.

The main purpose of this research is to determine the views of education employees working in state high schools in Erzurum city center towards professional organizations, to reveal the expectations of unionized educators and the thoughts of education employees who are not members of any union about why they are not members. In this direction, questions were asked to 299 education workers who accepted to participate in the research whether they were union members or not and answered the questions in the survey accordingly, and their opinions on union organizations were obtained. With the research, the reasons for the negative perceptions and thoughts against union organizations and the expectations of union member education workers were revealed.

2. THE CONCEPT OF THE UNION

It is stated that the word syndicate is derived from the Latin term "syndic". In the Roman and Greek legal system, the meaning of the term "syndic" was used in the city-states as "representatives" (Mahiroğulları, 2016, p. 1; Tuncay, 2010, p. 3).

The word union was first defined by the "Fabian Society" pioneers Sidney and Beatrice Webb as "a permanent community of workers formed for the purpose of improving and maintaining working conditions" (Ün, 2018, p. 10).

According to Daud and Tumin, the union is an organization that wants to protect and improve the compensation of its members, job security, prevent the unfair dismissal of workers, and bargain collectively between the employer and the worker against issues related to labor legislation and other working conditions (Daud & Tumin, 2013, p. 124; Addison & Schnabel, 2005, p. 653).

The definitions of the union in the Turkish legal system are as follows:

Right to establish unions in the section "Social and Economic Rights and Duties" of the 1982 Constitution "Employees and employers, in order to protect and develop the economic and social rights and interests of their members in their labor relations, to establish unions and higher organizations without prior permission, to be a member of them freely and to be excluded from membership. has the right to withdraw freely" (Resmî Gazete, 2001).

In the 2nd article of the Trade Unions and Collective Bargaining Law No. 6356, the union is defined as "a legal entity formed by at least seven workers or employers to come together and operate in a business line in order to protect and develop the common economic and social rights and interests of workers or employers in their working relations. organizations" (CSGB, 2020).

According to the Law No. 4688 on Public Servants Unions and Collective Bargaining Agreement, the union is defined as "the establishment, organs, powers and activities of trade unions and confederations formed for the protection and development of common economic, social and professional rights and interests of public servants, and public servants who will take charge in unions and confederations. to determine the rights and responsibilities and to regulate the procedures and principles regarding the conclusion of collective agreements" (CSGB, 2020).

The concept of union in countries such as England, USA and Germany; it refers only to workers' organizations, and to both workers' and employers' organizations in countries such as Turkey and France. But in general, the extent of the social group they are interested in, the economic weakness of this group; The concept of trade union is understood as workers' organizations because of the

fact that workers' unions constantly come to the fore (Tokol & Alper, 2017, p. 78).

Based on all these definitions, the concept of union can be expressed as organizations established to protect and develop the interests of both the employee and the employer.

2.1. Public Unionism in Turkey

Public unionism started late in Turkey as well as in the world. Until the 1960s, public officials could not show an organized struggle in Turkey. Developments in the world and the status of public officials and civil servants are expressed in the late formation of this struggle. In addition to this, reasons such as good salaries and good working conditions are also stated (Güneş, 2013, p. 69).

The enactment of the 1961 Constitution marked the beginning of a new era by removing the obstacles to unionization. As stated in Article 46 of the 1961 Constitution, public employees were also granted the right to unionize. Although the Constitution grants the right to unionize public officials, the enactment of the aforementioned law took four years. In 1965, Law No. 624 on State Personnel Unions was enacted, paving the way for unionization of public servants. With the enactment of this law, public officials quickly showed a tendency to unionize. However, although Law No. 624 allows civil servants to unionize, it has been criticized for disrupting the natural structure of unions and limiting union activities. With the amendment made in the 1961 Constitution in 1971, the word "worker" was replaced by "employees". By amending Article 119, the union right of civil servants was abolished from the constitution (Cerev, 2013, pp. 108-114; Önsal, 2010, pp. 42-43).

Although public officials have been deprived of legal basis, they have continued their organizational tendencies since the 1990s. In this context, after the public officials obtained a certain public support, in 1993, in order to solve the organization problem of public officials, conventions No. 87 on "Freedom of Union and Protection of the Right to Organize" and No. 151 on "Protection of the Right to Organize in the Public Service and Determination of Conditions of Employment" were approved. . In this case, a provision was made in the 53rd article of the 1982 Constitution, and then in the 51st article of the 2001 Constitution. As a result of these regulations, Law No. 4688 on Public Servants Unions was enacted in 2001 (Yenihan & As, 2017, p. 76).

With the amendment made in the 1982 Constitution in 1995, a new paragraph was added to Article 53, which regulates the Right to Collective Bargaining Agreement, and with this paragraph, both the right of unionization was given to public officials and the opportunity for collective bargaining

between public officials and the administration was obtained (Gülmez, 2002, p. 174).

With the constitutional amendment in 2010, the right to collective bargaining, which was granted to public officials for the first time, was regulated instead of the right to collective bargaining. After this important development, in 2012, with the Law No. 6289, some necessary changes were made in the Law No. 4688 and the right to collective bargaining was introduced. In this context, although a "Conciliation Board" was authorized in case of disagreements during the negotiations, public officials were not given the right to strike. At the same time, the name of the "Public Servants Unions Law", numbered 4688, was changed to "Public Servants Unions and Collective Bargaining Law" in 2012 (Sayan, 2017, pp. 33-34; Yenihan & As, 2017, p. 78).

2.2. Teacher Unionism in Turkey

2.2.1. Teachers' Struggle for Organization in the Ottoman Period

The fact that civil servants had a different structure in the Ottoman period affected the unionization process. The right to establish associations was granted to civil servants in the Tanzimat Period, but although associations were established, a general organization could not be established. Educators were trained in madrasas during the Ottoman period. In this context, with the establishment of the Istanbul Teacher's School in 1848, another teacher training institution emerged. With the opening of this school, thanks to the reforms made in the field of education, teachers began to gain a professional structure (Cerev, 2013, p. 206).

As the first teacher organization in the Ottoman Empire, II. The "Encümen-i Muallimin", which was established in 1908 when the Constitutional Monarchy was declared, is shown. Emrullah Efendi, one of the important names in the Party of Union and Progress, was appointed as the first general chairman of this teacher organization. Later, "Muhafaza-i Muallimin" was founded, which was founded by teachers and was headed by Zeki Bey, who was a former teacher. Then, the organizations of Encümen-i Muallimin and Muhafaza-i Muallimin were combined and a new organization was formed under the name of Cemiyet-i Muallimin (Köybaşı, Uğurlu, & Arslan, 2016, p. 108).

A journal called "Mir'at-i Maarif" has been published since 1909 in order to disseminate the views of the Association of Muallim and to defend the rights of primary school teachers. In 1909, Zeki Bey was arrested by the Action Army, and then the society was dissolved (Altuğ, 2014, p. 33).

The Mahvel-i Muallimin Society was established in 1911, the Teachers' Dormitory in 1913, the National Education and Training Society in 1916, and the Darulmuallimin Alumni Association in 1918. In 1921, with the support of

Atatürk, the Union of Turkish Teachers and Teachers Associations was established, and then this association continued its activities under the name of Turkish Teachers' Association until the 1935-1936 academic year. (Eraslan, 2012, p. 61).

2.2.2. The Organizational Struggle of Teachers in the Republican Period and Today

After the proclamation of the Republic, the enactment of the Law of Takrir-i Sükûn in 1925 had a negative impact on teacher organizations as in other organizations. From 1936 to 1946, teacher organizations could not be established. The reason for this is the Law of Associations No. 3512 in 1938. This law prohibited “establishment of associations based on class and establishment of associations by public officials” (Yıldırım, 2007, p. 54).

In the Republican period, teacher organizations were concentrated in two periods. First, the organizations established in 1946 with the transition to multi-party system; National Federation of Teachers' Associations of Turkey (TÖDMF), this institution was first established as Ankara Teachers' Assistance Association, and then in 1948 it was renamed the Association of Teachers' Assistance Associations. In 1954, it was transformed into the National Federation of Turkish Teachers' Associations. Apart from this institution, it is seen that teacher associations spread in every region in this period. The second can be expressed as the period of intensity experienced in teacher organization and unionization after the 1961 Constitution. Some of those; Founded in 1963; Village Teachers' Associations Federations, established in 1964; Nationalist Teachers Union, founded in 1965; They are the Turkish Primary School Teachers' Union (ILK-SEN), the Nationalist Turkish Teachers' Union, the Turkish Teachers' Union (TÖS), the Nationalist Turkish Teachers' Union, and the Turkish Primary School Teachers' Federation (Durmuş, 2018, p. 27; Karaman & Erdoğan, 2016, p. 126).

Founded in 1971, Idealistic Faculty Members and Teachers Association (Ülkü-Bir), All Primary Education Inspectors Association (TİM-DER), established in 1972; Turkish Teachers' Union and Solidarity Association (TOB-DER). Established in 1975; All University, Academy and School Assistants' Association (TÜMAS), Freedomist Teachers' Aid and Solidarity Union (HÜR-ÖĞRET-BİR), Moralistic Teachers' Association (MEF-DER). Established in 1992; Eğitim Bir-Sen, Türk Eğitim-Sen, established in 1995; Education and Science Workers' Union (EĞİTİM-SEN) (Durmuş, 2018, p. 27; Karaman & Erdoğan, 2016, p. 126).

Established in the 2000s; Education and Science Employees Union (Eğitim-İş), founded in 2012; It can be listed as Education and Science

Employees Union (EĞİT BİLSEN), Vocational and “Technical Education, Training and Science Service Branch Employees Union (METESEN) and Independent Education-Sen (Durmuş, 2018, p. 27; Karaman & Erdoğan, 2016, p. 126).

3. RESEARCH

3.1. Ethical Consent of the Research

In this study, all the rules specified to be followed within the scope of "Higher Education Institutions Scientific Research and Publication Ethics Directive" were complied with. None of the actions specified under the title of "Actions Contrary to Scientific Research and Publication Ethics", which is the second part of the directive, were not carried out.

Ethics committee permission information:

Name of the committee that made the ethical evaluation = Erzurum Atatürk University Rectorate Legal Counselor.

Date of ethical evaluation decision= 11.10.2019

Ethics assessment document number = 77040475-000-E.1900291764

3.2. Purpose of the Research

The aim of the research is to determine the unionization tendencies of education workers working in public high schools located in the center of Yakutiye district of Erzurum province. It is thought that the results obtained by quantitatively describing the unionization tendencies of teachers can help both teachers and education administrators to raise awareness about this issue.

In the research, it was also tried to express the positive or negative situations seen in the unions by taking the opinions of the union member teachers and school administrators. It was tried to obtain information about why they were not members of the unions by taking the opinions of the teachers and school administrators who were not members of the union, which are the other participants of the study. With this study, it is thought that with the revealing of the shortcomings of the unions, it will be helpful for the unions to work in this direction.

3.3. Studies on Teachers Related to Union

Kara (2016, p. 423), in his article titled "The Reasons for Not Being a Member of Trade Unions and Their Expectations from Trade Unions", published in 2011, the study group consisted of 20 teachers working in primary and secondary schools in Birecik district of Şanlıurfa province and Nizip district of Gaziantep province in the 2013-2014 academic year. In this study, the reasons for not being a member of the unions and the expectations of the teachers from the unions were investigated.

As a result of the study, the reasons why teachers do not become members of unions; It has been stated that there are three categories: the reasons for not being a member due to unions, the reasons for not being a member due to social factors, and the reasons for not being a member due to their own thoughts. In the study, the expectations of teachers from unions were specified in five categories, namely personal and economic rights, gender equality, solidarity, religious and national values, and social sensitivity.

Aıcı (2017, pp. ii-49) included 108 teachers who work in primary, secondary and high schools in the central district of Artvin and are not members of any union in his study titled "The Reasons for Teachers Not to Be a Member of Teachers' Organizations (Union) (Artvin Province Example)", published in research has been done. It was stated that this research was carried out to investigate the reasons why teachers working in schools in the central district of Artvin did not join the union. According to the results of the research, it was concluded that the reasons for teachers not to be members of unions were social reasons, reasons stemming from unions and reasons stemming from teachers.

Alabaşoğlu (2019, p. iv), in his research titled "Being a Unionized Woman: A Comparative Study on Teachers in Kırklareli for Work and Family Life" published in 2007, twenty-five union members and twenty-five union members working in kindergartens, primary schools, secondary schools and high schools in Kırklareli province. A study was conducted involving a total of fifty female teachers who were not members. It was stated that the study was carried out in order to make a comparison between the thoughts of the women teachers who are members of the union and the women teachers who are not members of the union and their perspectives on the working life and to determine the similarities or differences between them.

According to the results of the study, female teachers stated that they have problems in working life whether they are members of a union or not. According to another finding, it was concluded that the number of women in school administrators is low. Teachers who are union members think that unions provide unity to them, while teachers who are not members of unions think that unions cause discrimination and exclusion due to their relationship with politics. According to union member women's statements, there is no gender discrimination in unions. However, they also stated that the number of women in union management was insufficient.

3.4. Developing Research Hypotheses

H1: Unions that serve educators in the public sector are not sufficiently active in strikes and collective bargaining.

H2: The fact that union administrators expect benefits from governments negatively affects the unionization rates of education workers.

H3: Trade unions are insufficient in improving the personal rights of education workers.

3.5. Research Universe, Sample

The universe of the survey study includes 2341 teachers and 258 school administrators working in public high schools located in the center of Yakutiye district of Erzurum province. These data were obtained through the Yakutiye Director of National Education. The sample size to be selected from the aforementioned study population was calculated as 335, within the 95% confidence limit, with a 5% margin of error (<https://www.surveysystem.com/sscalc.htm>).

The prepared questionnaires were applied to 400 participants. 337 of the questionnaires were returned. 38 out of 337 questionnaires were excluded from the analysis due to various missing or inconsistent data. Therefore, analyzes were carried out on 299 questionnaires in total.

The sample number of this study consists of 171 education employees who are union members and 128 education employees who are not members of the union, working in state high schools in the center of Yakutiye district of Erzurum province in the 2019-2020 academic year.

3.6. Development of Data Collection Tool

Data collection tool questionnaire form was used in the research, and a 5-point Likert scale was preferred as a scale. The preferences that the respondents should choose are “strongly disagree”, “disagree”, “partially agree”, “agree” and “strongly agree”.

Table 1: 5-point Likert Definition

Range	Choice	Value of Range
1.00-1.80	I strongly disagree	Very Negative
1.81-2.60	I do not agree	Negative
2.61-3.40	Partially Agree	Middle
3.41-4.20	I agree	Positive
4.21-5.00	Absolutely I agree	Very Positive

This scoring can be done in reverse for negative items. Considering the assumption that the intervals are equal, it is stated that the score interval coefficient for the arithmetic means is 0.80. (Score Range = Highest value – Lowest value /5 = 4/5 = 0.80). In this context, the evaluation intervals of the arithmetic means are shown in Table 2.4 (Çınar, 2010, pp. 271-272).

4. RESULTS

The situation of education workers working as union members in state high schools located in Erzurum, central Yakutiye District Center is shown in Table 2.

Table 2: Situation of Education Employees Working as Unionists in State High Schools Located in the Center of Yakutiye District (171 Educators)

UNITED EDUCATION EMPLOYEES			
Personal Information		Frequency	%
Gender	Boy	87	50.9
	Woman	84	49.1
	Total	171	100
Age	18-25	10	5.8
	26-30	25	14.6
	31-35	51	29.8
	36 and above	85	49.8
	Total	171	100
Marital status	married	142	83.0
	Single	29	17.0
	Total	171	100
Educational Status	Licence	127	74.3
	Degree	33	19.3
	Doctorate	11	6.4
	Total	171	100
Duty	manager	7	4.1
	assistant director	13	7.6
	Teacher	151	88.3
	Total	171	100
Professional Seniority	1-3	24	14.0
	4-6	22	12.9
	7-10	36	21.1
	11 and above	89	52.0
	Total	171	100
Union Membership	Yeah	171	100
	Total	171	100
Union Period	1-3	44	25.7
	4-6	44	25.7
	7-10	39	22.9

	11 and above	44	25.7
	Total	171	100
Active duty in the union	workplace union representative	5	2.9
	Union committee and commission membership	2	1.2
	Delegate	12	7.0
	Workplace committee and commission membership.	4	2.3
	Director of union bodies.	6	3.5
	I don't have an active mission.	116	67.8
	Other	26	15.3
	Total	171	100
The three most important activities for unions to do.	A democratic structure should be established in which members can participate more in union activities.	84	49.1
	A spirit of solidarity should develop among members.	46	26.9
	The association should cooperate with other non-governmental organizations such as foundations.	41	24.0
	Total	171	100
What will be the future of Public Unionism?	It will have gained the right to strike and collective bargaining, and will have improved the working conditions of its employees.	44	25.7
	We will achieve a modern unionism that is integrated with international organizations and NGOs.	30	17.5
	Trade union activities will be politicized and there will be a scattered unionism with many unions.	53	31.0
	Unionism and trade unions will have an anti-democratic structure.	16	9.4
	Unionism and trade unions will disappear completely.	14	8.2
	Other	14	8.2
	Total	171	100

50.9% of the respondents are male and 49.1% are female. 5.8% (18-25), 14.6% (26-30) of unionized education workers participating in the research, 29% (31-35) and 49.8% (36 and above) are in the age range, 83.0% of the employees are married and 17.0% are single.

When the educational status of the employees participating in the survey is considered, 74.3% of them are undergraduate, 19.3% are graduate, 6.4% are doctoral education.

Of the participants, 4.1% were managers, 7.6% were assistant managers, 88%. 3 of them are teachers.

14% of the distribution of education employees by professional seniority. 0 (1-3), 12.9% (4-6), 21.1% (7-10), 52.0% (11 and above).

When the union duration of the unionized education employees participating in the survey is examined, it is 25%. It is seen that 7 (1-3), 25.7%

(4-6), 22.9% (7-10), 25.7% (11 and over) have been members of the union for years.

As shown in Table 2, according to the majority of teachers and school administrators working as union members, the option "a democratic structure should be established in which members can participate more in union activities" is seen as the most important activity for the development of unions.

To the question of what will be the future of public unionism, the majority answered that "trade union activities will be politicized and it will be a scattered unionism with many unions" and "it will have won the right to strike and collective bargaining, and will improve the working conditions of the employees".

Table 3: Non-Unionized State High Schools Located in the Center of Yakutiye District Status of Training Employees

NON-UNITED EDUCATION EMPLOYEES			
Personal information		Frequency	%
Gender	Man	50	39.1
	Woman	78	60.9
	Total	128	100
Age	18-25	14	10.9
	26-30	20	15.6
	31-35	42	32.8
	36 Years and older	52	40.7
	Total	128	100
Civil Situation	Married	98	76.6
	Single	30	23.4
	Total	128	100
Educational Status	Licence	98	76.6
	Master	26	20.3
	Doctorate	4	3.1
	Total	128	100
Duty	Director	2	1.6
	Assistant director	10	7.8
	Teacher	116	90.6
	Total	128	100
Professional Seniority	1-3	24	18.8
	4-6	22	17.2
	7-10	30	23.4
	11 Years and Above	52	40.6
	Total	128	100
Union membership	Not a member	128	100

	Total	128	100
The three most important activities for unions to do	A democratic structure should be established where members can participate more in union activities.	60	46.8
	A spirit of solidarity should develop among members.	34	26.6
	The association should cooperate with other non-governmental organizations such as foundations.	34	26.6
	Total	128	100
What will be the future of public unionism?	It will have gained the right to strike and collective bargaining, and will have improved the working conditions of its employees.	42	32.8
	We will reach a modern unionism that is integrated with international organizations and non-governmental organizations.	16	12.5
	Trade union activities will be politicized and there will be a scattered unionism with many unions.	40	31.3
	Unionism and trade unions will have an anti-democratic structure.	6	4.7
	Unionism and trade unions will disappear completely.	10	7.8
	Other	14	10.9
	Total	128	100

Among the participants, 39.1% of the non-union education workers are male and 60.9% are female. Education workers who are not union members; 10.9% (18-25 years old), 15.6% (26-30 years old), 32.8% (31-35 years old), 40.7% (36 and over) age group, 76.6% of the employees it is seen that they are married and 23.4% are single. It is seen that 76.6% of the education staff have undergraduate education, 20.3% master's education and 3.1% doctorate education.

The distribution of duties and seniority of the education employees participating in the survey are as follows: 1.6% are principals, 7.8% are assistant principals, and 90.6% are teachers. It is seen that 18.8% (1-3), 17.2% (4-6), 23.4% (7-10), 40.6% (11 and above) years of service.

As shown in Table 3, non-union teachers and school administrators asked, "What are the three most important activities that unions should do?" The first answer to the question (46.8%) was "A democratic structure should be established in which members can participate more in union activities". "What will the future of public unionism be like?" The answer to the question "would have won the right to strike and collective bargaining, will be able to improve the

working conditions of the employees" (26%). Again, at the same rate (26%), they gave the answer that "trade union activities have become politicized, there will be many unions". In this context, it has been concluded that unionized education workers and non-union education workers share the same opinion at a high level.

4.1. The Arithmetic Means and Standard Deviations of the Questions Asked to the Education Staff Participating in the Research

Table 4: Arithmetic Means and Standard Deviations of Common Questions Asked to Unionized and Non-Unionized Education Workers

	Arithmetic Mean	Standard Deviation	Evaluation
Trade unions are the most valid way of organized struggle for the solution of problems.	2,9933	1,13218	Partially Agree
Trade unions are institutions that ensure the solidarity and unity of the workers, where democracy is lived and lived.	3,0769	1,03825	Partially Agree
If the number of members of the unions increases, their effectiveness will be higher.	3,1973	1,23070	Partially Agree
Public unionism in Turkey is strong enough to protect the rights and interests of employees.	2,6254	1,11435	Partially Agree
In Turkey, the managers of public unions act according to the interests of the employees.	2,7224	1,06808	Partially Agree
Employees can easily convey their problems related to working life to the union.	3,0368	1,03722	Partially Agree
There is no intra-union democracy in unions.	3,0569	1,13521	Partially Agree
Being a union member positively affects my position in society.	2,4013	1,07416	I do not agree
The union avoids problems with the teaching profession and education policies.	2,6488	1,01023	Partially Agree
I do not believe that unions will adequately protect the rights of teachers.	2,9030	1,17894	Partially Agree
Unions should change and improve their institutional structures.	3,7525	0,92990	I agree
I believe that the fact that the collective negotiations with the governments do not turn into a collective agreement is against the spirit of union organizing.	3,0301	1,14799	Partially Agree
I think that unions are insufficient in improving the personal rights of teachers.	3,5050	0,99114	I agree
I think unions create grouping in our schools.	3,3579	1,10628	Partially Agree
I think that education unions do not do enough social and cultural activities for teachers.	3,4649	1,1268	I agree

Among the common questions asked to unionized and non-unionized education workers (128 educators); For the question "being a union member positively affects my position in society", 24.1% of the participants strongly disagree, 30.1% disagree, 30.4% partially agree, 12.4% agree, and 3.0% strongly agree. It has been revealed that the participants generally do not think that "being a union member affects my position in society positively".

For the question; "The unions should change and develop their institutional structures", 3.0% of the participants strongly disagree, 3.0% disagree, 31.4% partially agree, 40.8% agree, 21.7% strongly agree. Thus, it has been concluded that both unionized education workers and non-union education workers agree.

Another question; It is the question of "I think the unions are insufficient in improving the personal rights of teachers". To this question, 4.3% of the participants strongly disagree, 7.0% disagree, 38.8% partially agree, 33.4% agree, 16.4% strongly agree. The prevailing opinion is that unions are insufficient to develop teachers' personal rights.

The answer given by the participants to the question "I don't think the education unions do enough social and cultural activities for teachers" is as follows: 5.7% strongly disagree, 11.4% disagree, 36.1% partially agree, 24.4% agree, 22.4% and 'I strongly agree', and stated that they agree with the acceptance that education unions do not carry out enough social and cultural activities for teachers.

Table 5: Arithmetic Means and Standard Deviations of the Questions Asked to Unionized Education Workers

	Arithmetic Mean	Standard Deviation	Evaluation
My union is in harmony with its members.	3,1228	1,10193	Partially Agree
My union takes the necessary initiatives to regulate the system before problems arise regarding the quality of the education given to the students.	2,9942	1,03183	Partially Agree
My union influences political decisions with its activities.	2,9006	1,16647	Partially Agree
I have a strong sense of "belonging" towards my union.	2,8246	1,22411	Partially Agree
I think that education unions are useful and necessary for the development of democracy in our country.	3,0819	1,13980	Partially Agree
I follow the bulletins and publications of my union.	2,7310	1,16221	Partially Agree

I participate in social activities such as picnics and excursions organized by my union.	2,5322	1,28469	I do not agree
I attend courses, seminars and conferences organized by my union.	2,5556	1,25140	I do not agree
I follow union elections and I vote..	2,4971	1,27129	I do not agree
I visit the branch building of my union.	2,4386	1,26516	I do not agree
If necessary, I take part in the boards and committees of my union.	2,5673	1,31502	I do not agree
I participate in demonstrations, marches and rallies organized by my union.	2,5380	1,34712	I do not agree

As shown in Table 5, unionized education workers can attend picnics, trips, etc. organized by the unions. They stated that they did not participate in social activities, courses, seminars and conferences, demonstrations, marches and rallies. They also state that they do not follow the union elections and do not vote. They stated that they did not visit the branch building of their union, nor did they take part in their boards and committees.

Table 6: The Arithmetic Means and Standard Deviations of the Questions Asked for Non-Union Education Employees.

	Arithmetic Mean	Standard Deviation	Evaluation
I think unions are an unnecessary form of organization.	2,8125	1,13464	Partially Agree
Union activities bother me.	2,7031	1,14575	Partially Agree
I don't think it helps to be unionized.	3,4844	1,03471	I agree
I believe that union managers are managers to protect their individual interests.	3,2344	1,25167	Partially Agree
Union leaders expect benefits from governments.	3,5156	1,15004	I agree
I'm not unionized because I think I'll be tagged.	3,2969	1,21253	Partially Agree
I do not think that trade unions freely engage in trade union activities.	3,5938	1,03054	I agree
The fact that the unions engage in more political and ideological activities prevents me from being a member of the unions.	3,9531	1,04135	I agree
I do not find it appropriate for school administrators to become members of unions, as it would undermine the principle of equal distance from all staff.	3,4844	1,17711	I agree
I do not want to be a member of the union for economic reasons.	2,3438	1,23236	I do not agree
I am concerned that being a member of a union will not be welcomed by the management.	2,6250	1,24862	Partially Agree

Among the questions asked to non-union education workers (128 educators), to the question “I don't think being a union member is useful”, 4.7% of the participants strongly disagree, 6.3% disagree, 45.3% partially agree, 23.4% agree, 20.3% strongly agree. gave the answer. In this case, the majority of non-union education workers do not think that unions are useful.

For the question “Union managers expect benefits from governments”, 4.7% of the participants strongly disagree, 14.1% disagree, 31.3% partially agree, 25.0% agree, 25.0% strongly agree by ticking the option. stated that they agreed with the question.

Another question is "I don't think unions are free to engage in trade union activities". It was observed that 4.7% of the participants strongly disagree, 6.3% disagree, 34.4% partially agree, 34.4% agree, and 20.3% strongly agree to this question. In this sense, non-union education workers stated that they do not think that unions are free to engage in union activities.

“The fact that the unions engage in more political and ideological activities prevents me from being a member of the unions”; 1.6% of the participants strongly disagree, 7.8% disagree, 23.4% partially agree, 28.1% agree, 39.1% strongly agree. There is general agreement to this question.

“I do not find it appropriate for school administrators to become members of unions, as it would undermine the principle of equal distance from all staff”; 6.3% of the participants strongly disagree, 12.5% disagree, 32.8% partially agree, 23.4% agree, 25.0% strongly agree with this question.

For the question “I do not want to be a member of a union for economic reasons”, 31.3% of the participants strongly disagree, 28.1% disagree, 23.4% partially agree, 9.4% agree, 7.8% strongly agree, by marking the options. stated that they did not agree with the question.

5. CONCLUSION AND RECOMMENDATIONS

The concept of union is expressed as organizations established to protect and develop the interests of both the worker and the employer. Unionization was primarily created by workers and this right was primarily provided to workers. Unionization of public employees took place later than the workers. Reasons such as good wages and working conditions of public employees are cited for the delay in unionization of public employees. Following the granting of the right to unionize for public officials, unions are defined as “organizations with legal personality formed to protect and develop the common economic, social and professional rights and interests of public servants” according to the Law 4688 on Public Servants Unions and Collective Bargaining (Law No. 4688, 2001, M. 3/f). As stated in the study, our teachers and administrators working in the field

of education also have the right to organize as a professional group and to form a union in line with their own interests. In this direction, unions such as EĞİTİM BİR-SEN, TÜRK EĞİTİM-SEN and EĞİTİM-SEN were established. Supreme organizations such as TÜRKİYE KAMU-SEN, KESK and MEMUR-SEN were established as the confederations of these unions.

This research was carried out in order to measure the unionization tendencies of teachers and school administrators working in high schools in the center of Yakutiye district of Erzurum province and to reveal the reasons why they are unionized or not. The sample group of this study, which was carried out with a questionnaire, consists of 171 education employees who are working in the 2019-2020 academic year and are members of any union, and 128 education employees who are not members of a union.

In the demographic characteristics section of our survey, the list of “the three most important activities that unions should do”, which was asked to our participants, was included, and this question was directed to both unionized and non-unionized education workers and their opinions were received. As a result, 84 out of 171 unionized education workers, ie 49.1%, marked the opinion that "a democratic structure should be established in which members can participate more in union activities". It was concluded that both unionized and non-unionized education workers were of the same opinion by marking the aforementioned item as 60 people out of 128 non-union education workers, ie 46.8%, and their percentages of three activities were higher than the other two items.

Again, to the question of what the future of public unionism will be, which is asked in the demographics section, the majority of the unionized education workers and the majority of the non-unionized education workers replied that "trade union activities will be politicized, it will be a scattered unionism with many unions", "it will have won the right to strike and collective bargaining, and will improve the working conditions of the employees". they have answered.

Among the common questions asked to unionized and non-unionized education workers (299 educators); For the question “being a union member affects my position in the society positively”, 24.1% of the participants strongly disagree, 30.1% disagree, 30.4% partially agree, 12.4% agree, 3.0% strongly agree by marking the options being unionized in general. It has been revealed that they do not think that they will affect my position in society positively.

To the question “The unions should change and develop their institutional structures”, 3.0% of the participants strongly disagree, 3.0% disagree, 31.4% partially agree, 40.8% agree, 21.7% strongly agree, and they are

the same for both unionized education workers and It has been revealed that non-union education workers are of the same opinion.

Another question is "I think the unions are insufficient in improving the personal rights of teachers". To this question, 4.3% of the participants strongly disagree, 7.0% disagree, 38.8% partially agree, 33.4% agree, 16.4% strongly agree that they think that the unions are inadequate in improving the personal rights of teachers in general, and indicated that they agreed with this question.

For the question, "I don't think the education unions do enough social and cultural activities for teachers", 5.7% of the participants strongly disagree, 11.4% disagree, 36.1% partially agree, 24.4% agree, 22.4% strongly agree. They stated that they generally agreed with the question "I think education unions do not carry out enough social and cultural activities for teachers" by marking them.

From the questions asked to non-union education workers (128 educators); To the question "I don't think being a union member is useful", 4.7% of the participants strongly disagree, 6.3% disagree, 45.3% partially agree, 23.4% agree, and 20.3% strongly agree. In this case, the majority of non-union education workers do not think that unions are useful.

To the question "Union managers expect benefits from governments", 4.7% of the participants strongly disagree, 14.1% disagree, 31.3% partially agree, 25.0% agree, 25.0% strongly agree to this question in general. stated that they participated.

Another question; It is the question of "I do not think that trade unions engage in trade union activities freely". It was observed that 4.7% of the participants strongly disagree, 6.3% disagree, 34.4% partially agree, 34.4% agree, and 20.3% strongly agree to this question. In this context, non-union education workers stated that they do not think that unions freely engage in union activities.

The proportional distribution of the answers given by the participants to the question "The fact that the trade unions engage in more political and ideological activities prevents me from joining the unions" is as follows: 1.6% strongly disagree, 7.8% disagree, 23.4% partially agree, 28.1% agree and 39.1% of them stated that they agreed with the question in general by marking the options I strongly agree.

The evaluation of the participants to the question, "I do not find it appropriate for school administrators to be members of unions, as it would harm the principle of equal distance from the administration to all staff", is as follows: 6.3% strongly disagree, 12.5% disagree, 32.8% partially agree, % It was seen that 23.4 percent of them agreed with this question in general, by marking the options "I agree" and 25.0% of them "strongly agree".

For the question “I do not want to be a member of a union for economic reasons”, 31.3% of the participants strongly disagree, 28.1% disagree, 23.4% partially agree, 9.4% agree, 7.8% strongly agree to this question in general. They stated that they did not participate. In this case, the majority of non-union education workers gave the answer "I agree" to the question "I do not think that unions engage in union activities freely". In this context, it is seen that the hypothesis of "the unions providing service to the educators in the public sector are not effective enough in strike and collective bargaining", which is the H1 hypothesis, is accepted.

The survey question supporting the H2 hypothesis that “the union managers' expectation of benefits from the governments negatively affects the unionization rates of education workers” was “the union managers expect benefits from the governments” and the majority of the non-union education employees answered “agree” to this question. In this case, it is seen that the H2 hypothesis is accepted.

Another question is "I think the unions are insufficient in improving the personal rights of teachers". It was concluded that the majority of education workers, both unionized and non-unionized, answered "I agree" to this question. This question supports the H3 hypothesis that “unions are insufficient in promoting the personal rights of education workers”. In this case, it is seen that the H3 hypothesis is accepted.

Suggestions:

- Unions, one of the most important actors of industrial relations, should change their institutional structures and become more transparent. This situation is expressed as the common view of both unionized education workers and non-union education workers. In this context, it has been concluded that the changes that the unions will make on their institutional structures will positively affect their self-confidence.
- Trade unions should be turned into democratic structures where their members can participate more in union activities, and they should share their arrangements and improvements with educators.
- Pressure should be exerted on legislators to take additional measures in order to ensure that the elements of collective bargaining and strikes by public unionism can bring the employer to a more conciliatory position. One of the fundamental phenomena in increasing the effectiveness of collective bargaining is the strike. Access to the right to strike by public employees will pave the way for a much healthier collective bargaining process with the government.

- The identification of unions with political parties may cause volatility in the number of members. It is foreseen that the number of members will increase during the periods when the political thought they support is in the administration, and decrease when they leave the administration.
- The perception that being a member of the unions close to the ruling party cannot be carried out properly, on the contrary, it is used as a means of gaining personal career and status should be eliminated.
- Raising awareness of public unions' potential members through various organizations and activities will contribute to unionization rates.
- Environments where unions can freely express their union activities and carry out these activities should be provided.

6. CONFLICT OF INTEREST STATEMENT

There is no conflict of interest between the authors.

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8. AUTHOR CONTRIBUTIONS

A. K.: Idea;

A. K.: Design;

A. K.: Supervision

E. G.: Collection and/or processing of resources;

E. G. and Adnan K.: Analysis and/or interpretation;

E. G.: Literature review;

E. G. and A. K.: Written by;

9. ETHICS COMMITTEE STATEMENT AND INTELLECTUAL PROPERTY COPYRIGHTS

Ethics committee principles were complied with in the study and necessary permissions were obtained in accordance with the intellectual property and copyright principles.

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