

Policies For Female Employee In Public Services In Terms Of Professional Gender Discrimination

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Abstract:- Genderdiscrimination Which Is One Of The Social Problems Is Basicallyagainstwomen. GenderdiscriminationShowsitselfInAllareas Such As Social, Political, Economic, Education. The Essence Of Gender Discrimination Bases On Thetraditionalgender Role Emerged In Thesocialization Process Of Communityof Which Human Is Part. In Almost All Societies, Women Are Positioned At Lower Levels In Almost All Areas Comparing To Men.The Service Sector Is The Field Where Women Are Employed Most In Professional Life, That Can Be Considered In Economic Field In Terms Of Social Production, Even If It Is Basically In Equality Struggles In Political Sphere. In Thisstudy, The Policies For Women In Thepublicservices Would Be Evaluated And The Solution Proposals Would Be Presented.

Key Words:*GenderDiscrimination,Occupationalgenderdiscrimination, FemalepersonnelinThepublic Service.*

I. INTRODUCTION

Other Than Simple And Basic ‘Sex’ Concept Explaining That Each Person Has Biological Attributes Of Being “Male/Man” Or “Female/Woman”, The Concept Of “Gender” Gives More Complicated Meanings To These Two Sexes Particularly In Conjunction With Cultural And Ideological Codes. In Association With Gender Concept, The Expected Attitude And Behavior Patterns Of Women And Men Are Shaped In Society They Live In. Womanhood And Manhood Are Learned By Experience In Society. The Characteristics Of “Weakness, Passiveness, And Emotionality” Attributed To Women; And The Characteristics Of “Power, Activeness, And Rationality” Attributed To Men Are Outputs Of Gender Concept.While Biological Sex Differences Remind The Physical Differences Between Man And Woman, The Differences Between Womanhood And Manhood Were Identified Being Said Gender. The Content Of Difference Between Woman And Man Is Defined Genetically And It Has Majorly A Universal Quality. In Spite Of That, The Content Of Difference Between Womanhood And Manhood Is Identified By Cultural Aspect And It Varies (Reported By Demirbilek, 2007:13). Resulting From Being Rigged With Different Marginal Identities And Attributes, Women And Men Have Unequal Roles In Particularly Social, Economic, Cultural, Political, And Scientific Fields. In All Areas Where Woman Is Placed In A Disadvantageous Position, The Concept Of Gender Discrimination Comes To The Fore. Gender Discrimination Appears In All Spheres Of Social Life (Cultural, Social, Educational, Political, And Economic) Between Women And Men. In This Study, The Economic Dimension Of Gender Discrimination, In Other Words The Discrimination Against Women In Professional Life, Would Be Addressed. The Discrimination Against Women In Professional Life Is Restricted To The Public Services Sector. Despite The Fact That,Indiscriminately In Both Public And Private Sector, The Sexual Identity Of Women Obliges Them To Work At Lower Status To Men And Under The Lower Wages Policy In Their Engagement Into Professional Life, The Restriction Of Study To Service And Public Service Sectors Stems From Two Important Points. Firstly, The Field Thorough Which Women Get Involved At Most Into Professional Life Is Service Sector. Therefore, It Is Expected That Approaching The Issue Of Gender Discrimination In Professional Life Over Service Sector Where Women Are Employed Primarily Would Givehints To Resolve The Gender Discrimination. On The Other Side, Since Public Administration Is Defined As Organizing The Economic And Social Structure In A Certain Society (Güler, 2005:15), The Positioning Of

Women, Composing Half Of Social Structure, By State Is Critical. The Discrimination Against Women In Professional Life, Leading To Social Segregation,Seems One Of The Biggest Challenge Areas Before Social Integration.The Study Comprises Of Three Parts. In The First Part Would Be Dwelled On The Sexism In Public Administration That Would Be Instrumental To Delimit The Study. The Concept Of Being Civil Servant (Public Official, Public Agent, Public Servant Etc.) Which Executes Public Services Meaning The Manner Of Organizing Socio-Economic Structure And Acting In The Name Of State; And The Fight Against Sexism In

Professional Life, That Was Constructed Initially Through The Conception Of Political Equality And Then Incorporated Into The Economic Sphere, Would Be Assessed. In The Second Part, The Professional Sexism And The Fight In This Field At The International Level Would Be Discussed. The Issue Would Be Examined Within The Historical Process. In The Third Part Of Study Would Be Investigated The Sexism In Public Services At The National Level. The Research Focusing On The Sexism In Public Services In Turkey Would Be Carried Out On The Basis Of National Policy Documents (Constitution, Other Legal Texts, Government Agendas, Development Plans Etc.) And International Policy Texts Which Are References For National Policy Documents. As The Documents Are Reviewed, It Would Be Detected To What Extent Administration, Hence Society, Is Grounded And Truthful In The Fight Against Sexism Directed To Women In Public Services. The Study Would End Up Touching Upon How The Fight Against Sexism In Professional Life Around The World Appears In National Level And The Recommendations For Resolution.

II. SEXISM IN PUBLIC ADMINISTRATION

Women That Compose The Half (3,642,266) Of World Population Of 7,349,472 in 2015 According To The Data Of The United Nations (The United Nations (Bm), 2016) Have Been A Crucial Factor At National/Domestic Economy Being Involved Personally In Production Since The Early Ages When Hunter And Gatherers Subsistence And Lifestyle Had Prevalled. On The Contrary, The Presence Of Women In Spheres Of Education, Social Life, Politics, And Culture Always Has Been Problematic And Women Have Been Exposed To Discrimination At Various Stages During The Historical Process. The Concepts Expressed By Terms Such As Gender Discrimination And Sexism In Literature Refer Essentially To Biological And Social Difference Between Woman And Man. According To Ann Oakley Who Introduced The Term Of (Social) Gender Into Sociology "While Sex Explains Biological Distinction Of Male-Female, (Social) Gender Refers To The Unequal Division In Social Terms Between Manhood And Womanhood In Parallel To The Former. Thus, "Gender" Draws Attention To The Constructed Aspects Of Differences Between Women And Men At Social Level. Yet, The Scope Of This Term Has Expanded As Far As Embracing Not Only Individual Identity And Personality, But Also Cultural Ideals And Stereotypes Of Masculinity And Femininity At Symbolic Level; And Sexual Division Of Labor In Institutions And Organizations At Structural Level (Marshall, G., 2005:98). By That Way, The Concept Of Gender Explains Gender Oriented Division Of Labor Which Is Derived From Individual And Reaches To Society Over Institutional Level.

Women Face With Various Problems In Professional Life Due To Cultural, Social Etc. Reasons In Spite Of Their Contributions To Society In Economic Term Like All Other Terms. Professional Gender Discrimination Is In The Lead Among These Problems. The Exposure Of Women To Discrimination Has Compelled International Organizations And States To Develop Policy About This Issue Thanks To The Struggles Of Feminist Movements And Those Of Other Various Actors. Feminism, Despite Its Changing Content Depending On Time And Context, Bases In General Terms Upon The Claim About The Requirement Of Equality Between Women And Men; And For This Reason, It Aims To Eliminate The Masculine Domination Springing From Hierarchical Relationship Between Women And Men. Another Significant Assertion Of Feminism Is That Gender Inequalities Are Intertwined With Other Social Hierarchies/Inequalities And Then Each Social Inequality (Class-Based, Ethnic, Regional Etc.) Is Fed By Gender Inequality; And The Idea Over Coexistence Of All These Inequalities Merely Feeding Each Other. Thus, The Suppression Of Social Inequalities Requires The Elimination Of Gender Inequalities (Sancar, 55). Put It Differently, Gender Inequality Is The Root Of All Other Social Inequalities. The Suppression Of Gender Inequality Would Remove All Inequalities In Society.

The State Approaches To The Issue Of Professional Sexism Which Is One Of The Problematic Areas In Women Engagement Into Professional Life Are Made Visible In Public Administration Sphere. Public Administration, As It Is Known In Classical Sense, Is A Field Consisting Of Gulick's Posdcorb Procedures (Planning, Organizing, Staffing, Directing, Co-Ordinating, Reporting, Budgeting) And Being Driven Essentially With Public Services Perception. State Duties Are Corresponded To In The Public Service Sphere And This Concept Is Closely Associated With State Activities In Economic And Social Areas. (Karahanoğullari, 2002:5-6). Three Approaches Matter Basically In Definition Of Public Services. The First Approach Is The Public Service As Economic Objectivity, Second One Is The Public Service As State Functions/Duties, And Third One Is The Public Service As Functions Created By State (Reported By Karahanoğullari, 2002: 9). In This Study, The Public Services Are Taken As State Functions/Duties.

Three Functions Can Be Mentioned While Defining Public Services Through State Functions. The First Function Of State Is The Protection Of Productive Forces Given The Fact That The Main Condition For The Survival Of Society Is The Latter's Achievement In The Struggle Against Nature. This Function Is In The Service Of Entire Humanity Since The Production As A Whole Aims To Advance The Struggle Of Humanity Against Nature. This Function Of State Appears At The Present Time In The Manners Of Services Such As Creation Of Free Market, Establishment Of Measurement Standards, Education, Social Security Etc. In Addition

To Traditional Services Such As Defense, Maintaining Public Order, Providing Official Currency. The Second Function Of State Is To Protect The Relations Of Production And To Enable Its Development. This Second Function Has A Contradictory Quality unlike The First One's Quality Which Targets To Serve In Interest Of Entire Society Protecting Productive Forces. This Function Is Based On The Ground Of Social Conflict. This Function Is By Necessity In The Service Of Upper Classes. The Execution Spheres Of Second Function Are Preservation Of Sovereign Property Types, Expansion Of Its Scope, Consolidation Of Existing Business Relationships Etc. Hence, It Carries The Compelling Character. State Should Be Above All Social Controversies And Be Powerful To Fulfill Aforementioned Two Functions. The Arenas Where This Function Concretizes Are To Ensure Unity For Administrators Vis-À-Vis The Administered, To Hinder The Democratic Mechanisms Providing Public Participation Etc. These Mentioned Functions Of State Are The Fundamental Public Services Domains. The Initiated Activities To Perform These Functions Can Be Denominated As Public Service (Reported By Karahanoğullari, 2002: 19-23). All These Discussed Functions Crystallize The Existence Of Public Service. Citizens' Freedom To Be Employed In Public Services Is Situated Among Active Statute Rights (Political Rights, Participation Rights). The Source Of Change In Public Officer System Is Social Sphere. Constitution Is Also A Signal Of This Change And A Mirror Reflecting The Change (Arslan, 2006:12). The Principles Obtaining At Public Services Are The Employment In Return For Wage And Citizens' Free Participation To Public Services. These Principles Are Present In Social/Constitutional Documents And Hold A Place In Social Sphere (Arslan 2006:10). Public Officers Started To Be Employed On The Basis Of Being Engaged To Public Services By State And Being Paid By State In Return For Service. Being Employed By State And Making Living With Wage Are Historical Distinguishing Features Of Officers (Aslan, 2006a:55). The Subject Of Social Change Is Human And Human-Made Institutions And Relationships (Aslan, 2006a: 16). Public Services Are Carried Out Through The Agency Of Public Officers Acting On Behalf Of State And Taking Into Consideration Public Good And Social Needs. In General Term, The Administrators And Officers Designated As A Public Officer Are Natural Persons Attributing Their Operations To An Abstract Entity, State, In Case Of Acting Within The Scope Of Authority (Braud, 2000: 366). The Staff Designated For Public Services, Public Officer, Is The incarnated Form Of State. The Employment Conditions Of Women In Public Services Are An Indicator Of The State Policy Toward Women Because the Point In Question Is The Representation Of State. The Constitution And Other Legal Regulations Compose The Legal Documents Of The Women Employment In Public Services. Therefore, The Review Of Current Constitution And Other Legal Regulations With Respect To The Women Employment In Public Services come Into Prominence In Assessing The Issue From The Viewpoint Of Professional Sexism.

2-International Struggle Against Sexism

One Aspect Of The Struggle Of Women for Being Ranked As "Subject" At Equal Level To Men In Social, Political And Economic Spheres Under Their "Citizen" Identity Is Composed Of The Achievements Women Have Get In Professional Life. The Issue Of Women Involvement Into Professional Life Can Be Handled through The Approach With Two Aspects Fostering Each Other. One Of Them Is The Struggles Women Have Carried Out To Engage Into Professional Life As An Active And Equal Subject In The Historical Process; And These Struggles Are One Aspect Of The Feminist Movements' Achievements. Thereby, The Women Participation Into Public Services Can Be The Topic Of An Investigation Focused On Women's Movements. In The Other Aspect, The Female Staff Policies Can Be Evaluated Through The Public Services That Are Shaped Over The Understanding Of State, Which Is Redefined And Re-Bordered With Globalization And Neoliberal Policies.

In The Study, The Recruitment Of Women In Public Services Would Be Tackled Assessing It Over The Second Approach Mentioned Above. Even If The Second Approach Does Not Exclude The First One, It Is Supposed That The Second One Would Enable To Handle The Issue Through A More Comprehensive Perspective. In Evaluating The Policies For Female Staff At Public Services In States Whose Duties And Functions Are Narrowed Due To Neoliberal Policies, The Most Crucial Policy Documents are International Documents, Treaties, National Texts (Government Programs, Codes, Constitutions Etc.), And International Institutions. Within This Framework, The Issue Of Women Involvement Into Professional Life All Over The World Would Be Discussed On The Basis Of International Initiatives And Struggles In The Historical Process; And The Principal Constitutional Texts That Can Set Other Nations An Example And The Legal Regulations Of International Institutions Would Be Examined.

The Features Of Public Personnel System As Being The Employment Regime Of Bureaucracy Which Is Recruited By State Appear In Social And Historical Texts Which Are Called As Constitution. Each Constitutional Principle Is A Legal Relationship. The Legal Relations Being The Embodied Version Of Social Relations Return Their Own Reality Acquired From Social Relations To The Social Relations Sphere Ultimately Following Its Transformation Into A Norm Adding It The Enforcement Ability. Within This

Reciprocal Cycle Between Social And Legal Relationships, The Constitutional Principles Are Also Social Relations In The Form Of Legal Relations. (Aslan, 2006a: 8-9).

As Stated At The Beginning Of Paper, Constitutions Are Historical And Social Documents Being The Indicator Of Societies' Qualifications In Certain Historical Stages. Therewithal, They Are The Fundamental Historical And Social Documents Reflecting The Development Level Of Mode Of Production And The Way In Which Sovereign Uses Power In Society (Aslan, 2006a: 8). The Most Critical Policy Texts Delimiting Public Services, In Addition To Constitutions, Are Other Legal Texts Regulating The Labor Relations Of Public Employees Executing Public Services On Behalf Of State. The Historical Stages Of Constitutional Principles With Regard To Public Personnel Regime In The World And In Turkey Can Be Split Into Three:

- 1-Theestablishment Of Capitalistpublicpersonnelregimeandthe Liberal Historicalstage (1776)
- 2-Thefordisthistoricalstage-Statutelaw (1945) Statü Hukuku
- 3-Post-Fordist/Neoliberal Historical Stage-Flexibility(1980) (Aslan, 2006a:52).

In The Feudal Mode Of Production, The Position Of "Public Employment" Had Been Constituted Upon Suzerain-Vassal Relationship. The Officers Were Employees Of Suzerain And Linked Directly To The Latter With A Personal Tie. During The Absolutist Period, That Can Be Qualified As A Transitional Stage Between The Feudal And Capitalist Order, Two Attributes Existed Concomitantly. Accordingly, The Public Officers Were Still Employed By Suzerain Similarly To The Feudality. On The Other Side, The Public Employment Was Started To Be Merchandized. The Documents Abolishing The Office-Selling And Permitting The Recruitment Of Citizens As A Public Officer Are Constitutional Documents. The Precursors Of These Documents Are The 1776 Virginia Constitution, The Bill Of Rights In The Preamble Of Former, And The 1776 American Declaration Of Independence. First Two Documents Are The Founding Texts For Citizens'right To Be Employed In Public Services (Aslan, 2006a: 55, 58).

The Equal And Free Recruitmentpossibility Of All Citizens At Public Services, Like Other Political Rights, Had Remained On The Pages Of The 1789 Declaration Over The Course Of 18th And 19th Centuries. In France, The Active-Passive Citizenship Introduced By The 1791 Constitution Had Tied The Citizenship Notion To Social Status. In Compliance With The Rational Of The Constitutional Regulation Following The Connection Of Citizenship To Property, The Legislation Enacted By The National Convention In 1792 Had Prohibited Women's Participation In Politics, Outlawed All Women's Clubs, And Abolished The Women's Right To Vote(Reported By Aslan, 2006a: 67-68). In That Period, The Stay Of Rights, Acquired By Women In Political Field, In The Passive Citizenship Level Did Not Become The Pushing Force For The Employment Of Women Who Were Involved In Professional Life, Hence For That Of Women In Public Services.

The Political Rights Vested Abstractly By The 1789 Declaration For All Were Started To Be Exercised Solely By The Sovereign Sections And Active Male Citizens. In This Context, The Formal Equality Aspect Of The Employment Right In Public Services Continued To Remain At The Lines Of The 1789 Declaration.The Recruitment Of Certain Sections In Public Services Had Mediated Directly The New Sovereign Class To Found Political Sovereignty. At This Point, There Was An Association Between The Citizenship Notion And The Freedom Of Employment In Public Services. In The Social Order Established Upon Citizenship And Equality At Political Sphere, The Freedom Of Employment In Public Services Was Born As A Component Of Citizenship In Political Field (Aslan, 2006a:68-69). At This Very Juncture, The Symbolic Yet Initial Enterprises On Women's Employment In Public Services Had Come Out.

In The Midst Of 20th Century, The Fordistapproach To State And The Freedom To Employment In Public Services Directed The Labor Section To Be Employed Widely In Public Services. In This Framework, The Employment In Public Services Spread Among The Social Sections. The Disappearance Of Discrimination Based On Origin, Belief, Gender Etc. In Recruitment At Public Services Happened Barely Through The Socialization Process After The Second World War. In The Early 21st Century, The Freedom Of Citizens To Be Employed In Public Services Commenced To Recede In The Presence Of The Post-Fordistneoliberal State (Aslan, 2006a:72). The Idea On The Limitation Of State By Its Regulatory Function In The Debates Concerning Neoliberal State Has Led To Revisethe Present Limitations Of Public Services In The 21st Century.

As Of The Midst Of 1970s, Governments Have Gone For The Curtailment Of Spending In Result Of The Crises Of National Economies. Capitalism Has Brought Forward The Neoliberal Policies To Reproduce Itself Getting Out Of The Crisis Environment. Thereby, The Welfare State Conceptionhas Ended And A Set Of Systematic Solution Seeking Has Emerged Implying The Restriction Of State Activities In Socio-Economic Areas Since 1980s. The Restriction Of State Activity Spheres Has Engendered The New Approaches Such As Public Management/ New Public Management, Entailing Certain Changes In The Conception Of Public Administration. The Considerable Shifts In Bureaucracy And Corresponding Public Personnel System,That Can Be Qualified As Instruments Of State Operation, Have Occurred. In This Period, The Most Salient Characteristic In Public Administration Was The Prevalence Of Flexible Working Arrangement, Being No Longer An Exception, In The All System. The Most Vulnerable Sector In Face Of Sub-Contracting And

Flexible Working/Employment Practices In Public Services Was “Women” Who Were The Most Disadvantageous Part In Professional Life.

The Women’s Involvement Into Public Services Has Taken Place As They Have Started To Work As Cheap Labor Force In Factories Following The Dominance Of Capitalist Mode Of Production. Women, Working In The Family Economy In Rural Areas, Have Engaged Into Professional Life In Factories Along With The Migration Of Broad Masses Detached From Land. In This Course, The Women From Middle Class Were Recruited Initially Into Female-Specific Occupations And So As To Only Serve For Women Starting From 19th Century. After This Beginning Among The Middle Class Women, Women From Various Parts Of Society Has Entered Into Public Services In Conjunction With The Diffusion Of Education In Result Of Welfare State Practices Beginning In The First Half Of 20th Century (Aslan, 2006b: 117). The Employment Of Women In Public Services Has Gotten Easy Thanks To Their Improving Education Level.

Although The Women’s Involvement Into Professional Life, Out Of Agricultural Fields, Has Begun With The Industrialization, It Has Accelerated Particularly After The Second World War. The Women’s Participation Into Paid Labor Has Made The Matters In Professional Life And Unequal Status Of Women A Current Issue. In Developed Countries, The Employment Policies For Women Have Aroused To Eliminate The Inequality Of Women And Men In Employment Sphere, Like All Other Spheres. The Women’s Outdoor And Paid Employment Paves The Way For Contradictions Since It Requires Important Social Changes Distinctly From Men. The Conscious Women Who Are Trained And Engage Into Professional Life Realize The Existing Inequality Of Women And Men In Society And Demand Changes In Favor Of Themselves.

The Crucial Attempts For Wiping Out All Kinds Of Inequality Were Welcomed More Quickly In Developed Countries. Yet, This Situation Leads To The Equality Demands’ Contradiction With Traditional Roles Such As Motherhood And Womanhood (Koray, 1992: 93-94). The Direct Association Between Women’s Getting Education And Involvement Into Professional Life Has Not Resulted In Any Shift In Women’s Traditional Motherhood And Womanhood Roles As Well As The Social Support For The Identity Of Working Woman Has Been Mostly Derived Again From Women. The Duty To Be Demanding For Sharing The Responsibilities Around The House And To Sensitize The Other Sections Has Fallen Again To Women.

There Is Nodoubthatinternationalorganizationshave An Impact On Ceratingawareness In Internationallevelrelatedtogenderequalitypoliciesand On Formation Of Genderequalitypolicies. The Role Of The United Nations (Un) With Regard To This Issue Is Indisputable. The First International Initiative For The Developments About Women Rights And Gender Equality Was The Foundation Of The United Nations Commission On The Status Of Women In 1946. As The Universal Declaration Of Human Rights Prepared By The Commission On Human Rights And Approved By The Un General Assembly In 1948 (Un, 2016) Is Examined In Terms Of Professional Gender Discrimination And Women’s Involvement In Professional Life, It Is Seen That The Declaration Was Prepared Including All Discrimination Types Without Making Gender Discrimination. However, The Declaration Has Created Awareness About Human Rights In Subsequent Years All Over The World And Has Stimulated The Endeavors Related To Preventing All Kinds Of Discrimination Against Women Over The Issue Of Human Rights.

In 1970s Have Emerged The Sociological And Psychological Attempts To Assert That The Existence Of Gender, In Other Words The Differences And Distinctions Between Men And Women Cannot Be Explained Only By Biological Differences, And The Culturally Dominant Opinions About Manhood And Womanhood Reflect The Stereotypes Which Correspond Hardly To Reality. The Researches Have Focused On The Unequal Division Of Labor In Household, And Additionally Discriminations At The Recruitment Patterns Within Which Gender Has A Major Share To Determine Promotion Possibilities And Job Types (Marshall, G., 2005:98). On The Other Hand, In The Same Course, There Were Other Attempts And Cooperationswith The Intent Of Advancing An International Common Language About Women Rights. In The Meantime, The United Nations Has Gone For Organizing The World Conferences On Women.

In Mexico, The First Un World Conference On Women Was Carried Out In 1975 And The Women’s Decade Was Declared For The Period Between 1975 And 1985. The Themes Of The Women’s Decade Purposing To Reach The Aims Of Equality, Development, And Peace Were Employment, Health, And Education. In Consequence Of National And International Initiatives In The Context Of The Mexico Conference And The Women’s Decade, The Gender Equality Mechanisms Were Established In 127 Countries; And The International Research And Training Institute (Instraw) And The Un Development Fund For Women (Unifem) Were Founded Under The Umbrella Of The Un. The Shift Of Conception Concerning Women Has Occurred Also In Result Of These Attempts; Woman Is Began To Be Perceived, No More As The Subject Of Aid And Support, But The Principal And Equal Agent Of Development (Tbmm, 2016). It Is The Unique Center

Arranging And Conducting Training Programs, Determining The International Policies For Worldwide Networking With The Aim Of Contributing Women’s Advancement, Ensuring Women’s Active And Equal Involvement Into The Development Process, Raising Awareness On Gender Equality, And Enabling Gender Equality. The Organization Has Carried Out The Informing Works Related To The Impact Ofachieving Gender

Equality On The Roles Of Women And Men In Development Through The Gender Awareness Information And Networking System (Gains) Since 1999. In Addition, The Organization Conducts Researches In Strategic Areas Such As Forming Partnerships For Gender Equality, Position Of Women And Men In Information Society, Impact Of Globalization On Women, And Gender Equality And Peace (Un, 2016).

In Copenhagen, The Second World Conference On Women Was Held In 1980. The "Plan Of Action" Setting The Targets To Ameliorate Women's Situation Was Accepted Within This Conference. Following The Second World Conference On Women, In 1979, The United Nations Convention On The Elimination Of All Forms Of Discrimination Against Women (Cedaw) Was Approved By The General Assembly And It Was Opened For Signature Of Member States In 1980. The Cedaw Was Signed By 165 States Including Turkey (Tbmm, 2016). Considering That This Global Recognition With Regard To Gender Equality Reflects The Critics Of Feminism Against Patriarchal Society And The Social Assent For Feminism's Demand For Change In This Direction, It Should Be Assessed As An Achievement Of Feminist Movements.

The Third One Of The United Nations World Conferences On Women Took Place In 1985 In Nairobi With The Participation Of 157 Countries Counting In Turkey. At The End Of The Conference, The Nairobi Forward-Looking Strategies For The Advancement Of Women Was Adopted. Three Main Areas Were Identified Consisting Of Equality In Constitutional And Legal, Social, And Political Participation Within These Strategies (Tbmm, 2016).

In 1993, The Official Recognition Of Women Rights As The Integral, Indivisible, And Inalienable Part Of Universal Human Rights In The Un World Conference On Human Rights Has Been One Of The Most Striking Improvements In The Period After The Nairobi Conference (Tbmm, 2016).

In Beijing, The Un Fourth World Conference On Women Was Convened In 1995 With The Attendance Of Delegates From 189 Countries. In Consequence Of The Conference, Two Documents, Entitled As The Beijing Declaration And The Platform For Action, Were Accepted. Turkey Has Approved Also The Documents Without Making Any Reservation. The Beijing Declaration Has Encumbered The Governments Regarding To Empowerment And Advancement Of Women, Improvement Of Equality Of Women And Men, And Placing Gender Perspective In Primary Policy And Programs; While The Platform For Action Has Stated That The Obstacles In Front Of Women's Free And Equal Involvement In Public And Private Spheres Can Be Removed By Way Of Women's Participation In Economic, Social, Cultural, And Political Decision-Making Statuses And Mechanisms (Tbmm, 2016).

The Special Session Of The General Assembly On "Women 2000: Gender Equality, Development And Peace For The Twenty-First Century" Was Carried Out In 2000 In New York, With The Purpose Of Assessing The Developments Occurred Dating From The Fourth World Conference On Women, And Determining New Actions And Initiatives. In The End Of Special Session With Participation Of Turkey, The Political Declaration (Beijing +5) And An Outcome Document Were Adopted. In The Political Declaration, The Point That Gender Equality Would Be Achieved Only If Gender Equality Perspective Is Settled In Main Plan And Programs Was Underlined; In The Outcome Document, The Commitments Given In 12 Critical Areas (Women And Poverty, Education And Training Of Women, Women And Health, Violence Against Women, Women And Armed Conflict, Women And The Economy, Women In Power And Decision-Making, Institutional Mechanisms For The Advancement Of Women, Human Rights Of Women, Women And The Media, Women And The Environment, And The Girl-Child) Since 1995 Were Reaffirmed (Tbmm, 2016).

The Un General Assembly Constituted The Un Entity For Gender Equality And Women's Empowerment Assembling The Present Tasks And Functions Of Four Un Institutions And Offices, Which Were Known As Division For The Advancement Of Women, Office Of The Special Adviser On Gender Issues And Advancement Of Women, International Research And Training Institute For The Advancement Of Women, United Nations Development Fund For Women (Www.Unwomen.Org). Un Women Aims To Accelerate Progress On Meeting The Needs Of Women And Girls (Bm, 2016).

The United Nations Enumerates The Goals To Suppress All Kinds Of Inequalities In Societies Under The Titles Of "Reducing Inequalities" And "Gender Equality", Which Were Accounted In 17 Global Goals Within The Framework Of "Fight Against Inequality And Injustice" Among The Most Important Three Duties Proposed By The Un For Sustainable Development. One Of The Commitments Enumerated Under The Goal Of "Reducing Inequalities" Is To "By 2030, Empower And Promote The Social, Economic And Political Inclusion Of All, Irrespective Of Age, Sex, Disability, Race, Ethnicity, Origin, Religion Or Economic Or Other Status". Another Commitment Is To "Ensure Equal Opportunity And Reduce Inequalities Of Outcome, Including By Eliminating Discriminatory Laws, Policies And Practices And Promoting Appropriate Legislation, Policies And Action In This Regard." Two Of The Commitments Included Within Gender Equality Targets Are To "End All Forms Of Discrimination Against All Women And Girls Everywhere"; And To "Ensure Women's Full And Effective Participation And Equal Opportunities For Leadership At All Levels Of Decision-Making In Political, Economic And Public Life" (Un, 2016). The Effecting Of Attempts To Create A Global Common Mind Based On Gender Equality, Realized In Consequence Of Conferences Which Were Organized Under The Leadership

Of The Un Extending Over Years, Signifies The Affirmative Replies Of National And International Authorities For Demands Of Women's Movements And These Authorities' Assent To Smooth The Way Of Social Change Through These Regulations.

3-Nationalstrugglesagainstprofessional Genderdiscrimination In Public Services

Women In Turkey Have Participated In Professional Life Firstly As Cheap Labor Force In Factories Before Involving In Public Services. In Rural Areas, Women Working In Family Economy Have Engaged In Professional Life At Factories In Cities As Of The Migration Of Broad Masses Detached From Land. There Were Four Essential Stages For Women's Involvement In Public Services In Turkey. The Women's Engagement In Public Services In The Second Half Of 19th Century Within The Ottoman Empire Era Was The First Stage; The Women's Employment In Public Services Had Been Ensured By Legal/Constitutional Assurance With The Republic Era In The Second Stage; The Employment Rate Of Women From Rural Areas And Lower Social Parts In Public Services Had Increased Since 1960s (The Welfare State Practices) In The Third Stage; The Social Origins Of Women Had Become The Absolute Determinant In Women's Employment In Public Services With The Neoliberal Practices Of 1980s And Women's Employment Under Sub-Contracting And Flexible Working Conditions Had Been Preferred In The Fourth Stage (Aslan, 2006:117). This Historical Categorization About The Women's Engagement In Public Services In Turkey Results Fromshaping Of Women's Presence Manners/Limits By The Public Services' Reproduction Depending On The Transformation Of "State" In The Historical Process.

The Women's Engagement In Public Services Corresponds To Their Involvement In Political Sphere (Aslan, 2006b:123). At The Ottoman Empire, The Formal Political Equality, Which Was Basis Of Equality Of Men And Women, Had Established By The Rescript Of Gülhane And The 1876 Basic Law, Abstractly Within Legal Order. The Women's Involvement In Public Services In The Ottoman State Had Occurred With Nursing And Teachership, Which Had Been Perceived As Traditional Feminine Occupations (Çitçi, 1982:85). Hence, It Was Observed That The Professions Such As Nursing And Teachership Perceived As Traditional Feminine Occupations Had Been Divided According To Sexist Patterns; And Then It Was Emphasized That The Social Roles Would Be Generated Complying With The Properness Perception Of Society For Gender With Respect To Divided Professions (Reported By Kahraman, Tunçbilek, Özcan: 114). These Occupations Have Essentially The Representation Qualification Of "Motherhood" Role In Health-Education Fields And Were Attributed By "Institutional Motherhood" Mission. Thereby, The Legitimization Of Women's Working Is Ensured By Transferring The Women's Motherhood Role In Private Sphere To Public/Institutional Sphere As Motherhood Role Again.

The Proclamation Of The Republic Was The New Stage For The Women's Employment In Public Services. With The Civil Code Of 1926, Women Have Reached The Legal Basis Of Formal Equality In Political Sphere. Thus, The First Concrete Legal Step Was Taken Against Gender Discrimination. However, The Essential Pushing Force For Women's Employment In Public Services In The Republic's First Years, Apart From The Legal Achievements, Was That The Massive Loss Of Men In Wars Had Compelled Women's Employment In Public Services. In The Constitution Of 1924, Unlike The Basic Law Of 1876, The Equality Of Women And Men Has Been Based On The Ground Of Citizenship, Concrete Individual Equality (Aslan, 2006b:130-139). This Formal Achievement Gotten In Political Area And The Women's Positioning As Citizen In Formal Equality In Political Sphere Have Led Women To Gain A Place In Economic Field, Namely In Professional Life.

The 6th Article Of The Law On Public Servants No 788 Adopted In 1926has Been Quietly Important For Women. It Was Stated That "To Be Public Officer And Civil Servant Is Licit For Women. What Kind Of Tenure And Public Services Women Can Be Employed In Is To Be Determined By The Laws Of Each Department's Officers." The Employment Of Women, Who Had Started To Enter In Public Services Since 1870, In Public Sector Has Reached The Legal Basis With This Law (Çitçi, 1982: 91). Thereby, The Legal Assurance Of Citizen Women's Recruitment In Public Services Is A Critical Development To Pave The Way For Participation In Public Services Though It Is Symbolic In Political Field.

The Significance Of 1961 Constitution With Respect Tothe Equality Of Women And Men Was Its Specific Emphasis On Gender Equality. The Public Employees With All Other Employees Have Attained To Several Social Rights Thanks To The 1961 Constitution. By The Clause In The 43rd Article Of The Constitution, Stating That "No Individual Can Be Employed At A Job That Does Not Suit His Age, Capacity, And Sex. Children, Young People, And Womenshall Be Accorded Special Protection In Terms Of Conditions Of Employment", The Duty Of "Women's Special Protection" Were Attributed To State. Despite This Positive Feature Of The 1961 Constitution, The Progress On Women's Engagement In Public Services Was Slow. There Were Differences Between After And Before 1961 With Respect To The Limitations On Women's Participation In Public Services. The Biological Sex Was Influential On Women's Engagement In Public Services In The 1924 Constitution, While "The Requirement And Qualification Of Service" As A Social Element Has Become

Prominent Being A Reason For Limitation In Front Of Women's Engagement In Public Services After 1961. It Finds Its Ground In The Idea On Impossibility Of Absolute Equality (Between Women And Men) (Aslan, 2006b: 139). Consequently, Public Services Have Divided Between Two Genders within The Framework Of Identified Attributes. The 1961 Constitution Did Not Succeed At Enabling Women To Engage In Public Services With The Exception Of Its Emphasis On Formal Equality, Like Other Legal Regulations.

The Clause Stating That In Recruitment At Public Services, Any Discrimination Shall Be Prohibited Saving Those On Grounds Of Attributes Required For Public Services Has Existed In the Act No. 657 For Public Servants, Including Detailed Regulations Related To Women's Employment In Public Services. Thereby, The Discrimination On The Basis Of Gender Has Been Forbidden In Recruitment At Public Services (Aslan, 2006b: 140).

In The Act No. 657, Three Clauses In Respect To Women Are Critical In Terms Of Balancing Women's Professional And Family Roles. Accordingly, The Maternity Leave Of Three Weeks Before And Six Weeks After The Birth Has Been Vested For Women. It Has Been Adopted That Female Officers Shall Be Entitled To Maternity Insurance And Both Female And Male Officers Shall Be Entitled To Payment Of Maternity Allowance In The Amount Allocated By Annual Budget Act. Within The Act No. 657 For Public Servants, The Nursing Allowance (Milk Money) Has Been Regulated With The Amendment In 1982. In Addition, The Right To Take Unpaid Leave For Six Months Has Been Vested For Female Public Officers With Another Legal Regulation (Çitçi, 1982: 116-117). In 2011 And 2016, Parental Leaves Of Public Officers Have Been Rearranged Within The Act No. 657. There Are Detailed Regulations About Parental Leaves In The Act No 657: Maternity Leave, Breast-Feeding Leave, Half Day Leave, And Unpaid Maternity Leave Etc. Within This Scope, The Clause Stating That "A- A Total Of Sixteen Weeks Maternity Leave Consisting Of Eight Weeks For Prenatal And Eight Weeks For Postnatal Period Shall Be Granted For Public Servants. B- In Case Of Multiple Pregnancies, An Extra Two Weeks Shall Be Added To Eight Weeks Prenatal Maternity Leave. Therefore, The Period Of Prenatal Maternity Leave In Multiple Pregnancies Is Ten Weeks." Takes Place In The Last Regulation. There Is A Salient Point At The Amendment Regarding To The Issue In The Act: The Clause Stating That An Unpaid Leave For The public Servant Whose Spouse Gives Birth Can Be Granted Regardless Of Whether His Spouse Is Public Servant Or Not If The Servant Wishes Is Found. It Can Be Claimed That This Regulation Is Symbolic. Put It Differently, The Possibility To Take Unpaid Leave For A Public Officer Whose Wife Gives Birth, If His Spouse Is Also A Public Officer And Has Taken Unpaid Leave Or She Is A Housewife And Has Not Any Regular Income, Is Obviously Low. It Is Apparent That Granting Paid Leave To One Of The Parents Would Be A More Realistic Regulation If the Intent Is To Confer On Male Public Officer The Same Responsibility With Female Public Officer Not Casting Aside The Motherhood Role In Baby-Care And Raising.

The Regulations Brought By The Labor Act No. 4857 With Regard To Women's Employment Embodies Maternity And Nursing Leave In Addition To That The Time Allowed To A Nursing Female Employee Shall Be Considered As The Employee's Daily Working Hours; The Employment Of Women At Any Age On Underground Or Underwater Work Is Prohibited. Furthermore, The Abovementioned Act Prescribes That Employer Shall Pay The Penalty In Case Of Detecting That Female Employee Is Worked Noncompliantly To The Projected Time Period.

In Collaboration With The Turkish Labor Agency (İşkur), The International Labor Organization Announced That The Project Of Policies For Active Labor Force, Oriented To Progress On Gender Equality By Way Of Providing Decent Employment Opportunities For Women In Turkey Has Been Put Into Effect. In The Course Of The Project, Unemployed Women Would Be Improved In Economic And Social Terms, Giving Professional Training Courses And Training On Women's Human Rights (Bm, 2016).

İşkur Reported That The Year Of 2013 Was Declared As "The Year Of Women And Disabled Persons." In The Period Between 2009-2013, "The Operation For Promoting Women's Employment" With A Budget Of 27,150,589 Euro Financed By Funds From European Union And Turkey Was Carried Out To Improve The Employability Of Women, Facilitate Their Access To Better Jobs, Diminish Obstacles Hindering Women's Participation In The Labor Force, To Assist İşkur To Deliver More Effective Public Employment Services In Particular At Local Level. According To The Results Of The Project, Several Women Received Multiple Certificates In Relation With Their Fields, Participated To Vocational Courses, And Have Been Employed In Various Occupations (İşkur, 2016).

İşkur Has Prepared The National Action Plan To Increase Women's Employment. The Plan Has Been Adopted In Partnership With ILO And İşkur As Being "The Action Plan On Women's Employment" Prepared Under The Project Of "More and better jobs for women: Women's Empowerment Through decent work In Turkey", Which Has Been financed by the Swedish International Development Cooperation Agency (Sida) (İşkur, 2016).

The Most Concrete Tie With Regards To Policies On Gender Equality Between The European Union And Turkey Has Been The Declaration Of Turkey As A Candidate-Country In The Helsinki Summit In 1999. In This Context, The Enforcement Comes To The Forefront For Harmonization Of Turkey's Legislation With The

European Union's Directives As A Superior Policy Document. Turkey Prepares Various Reports On Functioning Of The Process Of Legislation Harmonization, Like Other Candidate Countries. These Documents Are Primarily Progress Reports And Accession Partnership Documents. In Terms Of Gender Equality And Women's Participation To Professional Life, The Accession Partnership Documents (2001, 2003, 2006, 2008) Have Reflected The Increasing Sensitivity To Women's Employment. The Significant Efforts Have Been Observed In Harmonizing The National Legislation And Other Policy Documents (Government Documents Development Plans, Medium Term Programs) With All These International Documents With Regards To The European Union Process. Even, The Sentence Of "A Turkey Completed The Harmonization Process For Membership To The Eu" Was Set In The Ninth Development Plan (2007-2013) (Ab, 2016). It Is An Explicit Expression Of Will To Harmonize The National Legislation With The EuAcquis.

Apart From The Eu, One Of The Most Important Texts Is Convention On The Elimination Of All Forms Of Discrimination Against Women In Turkey (Cedaw) In The Adaptation Of National Legislation To International Regulations On Fight Against Sexism. Turkey Has Become A Party ToCedaw In 1985 (Bm, 2016). In The Convention, All Forms Of Discrimination Against Women Have Been Identified In Detail. The Convention Has Imposed Obligations On All Contracting States To Take All Kinds Of Measures, Including Legislation, For Protecting Women In Face Of Sexist Policies.

The Development Plans, Government Programs, And Medium Term Policies Have Guiding Function For Attending Desired Changes Within The Framework Of Aforementioned International Regulations. In Respect To Women's Employment In Public Services And Professional Sexism, The 9th (2007-2013) And 10th (2014-2018) Development Plans Have Particularly Been Assessed (Ministry Of Development, 2016). In The 9th Development Plan, The Lower Rate Of Women's Participation In Labor Force And Employment Than That Of The Eu Average Was Tied To The Underemployment Of Women. It Was Stated That The Policies Of Active Labor Force Would Be Enforced. In This Scope, The Policies Of Active Labor Force Which Aims To Increase Employability Improving Skill And Competence Of Labor Force Comprise Of Delivering The Programs Of Educating Labor Force, Occupational Training, And Labor Force Adaptation; Providing The Services Of Vocational Guidance And Counseling; Advancing Job Search Strategies; Placing The Disadvantageous Groups Such As Unemployed, Disabled, Young Persons, Women Etc.; Entrepreneurship Trainings; And Employment Guaranteed Training Programs.

The Sentence Of "The Increase Of Women's Participation In Professional And Social Life Especially Through Education Will Be One Of The Most Significant Factors Affecting The Economic And Social Development Of Countries" Has Taken Place In The 10th Development Plan (2014-2018). It Was Mentioned That In The Context Of Gender Equality, The Empowerment Of Women's Role In Social, Cultural And Economic Life, The Protection Of Family And Advancement Of Its Status, And Strengthening Social Cohesion Are The Essential Goals. Another Salient Point In The Plan Is The Statement That "The Awareness On Budgeting Sensitive To Gender Will Be Created And Model Practices Will Be Improved." In The Medium Term Program Covering The Course Between 2016-2018, It Has Been Stated That "The Enforcement Of Policies For Augmenting The Participation Rate Of Disadvantageous Social Parts In Labor Force And Employment Will Keep On."

Within The Framework Of The Preferential Transformation Programs Of 10th Development Plan, The Goal Of The Action Plan On Activating Labor Force Market Was Identified As That "In Recent Years, Although A Substantial Progress Has Been Made In Result Of Measures To Activate The Labor Force Market, The Needs For Matching Effectively Unemployed Persons With Open Positions, Increasing Women's Participation In Employment And Labor Force, Resolving The Problems Concerning To Sub-Contracting And Seniority Indemnity, Effective Implementation Of Flexible Working Forms, And Consolidation Of The Ties Between Employment And Social Welfare Are Still Important. This Program Whose Intended Populations Are Unemployed Persons, Women Out Of Labor Force Market, Informal Employees And Employers Targets To Activate Labor Force Market, To Increase Decent And Qualified Employment Which Is Required In A Competitive Economy, To Reduce Unemployment, And To Boost Productivity Of Labor Force." Two Of Goals Are Striking. One Of Them Is Upgrading The Rate Of Women's Participation To Labor Force And Employment Respectively To 34.9 Per Cent And 31 Percent, The Other One Is Generalizing The Flexible Working Forms.

Moreover, The Programs Of 60th, 61st, 62nd, And 64th Governments Were Examined Within The Scope Of The Issue. In The 64th Government Program Are Striking The Statements That "New Working Models Will Be Set For Increasing Women's Employment... A Work Environment Augmenting Youngs' And Women's Employment Will Be Created By Way Of New Jobs Developed In Circumstances Of Information Society, And The Instruments Such Aspart Time Working, Internship, Premium Support." To Mention The Part Time Working Signals An Emphasis On Flexible Working Form. On The Other Side, The Meaning Of "New Working Models" Did Not Manifested Obviously.Other Than National And International Policy Documents, The Most Explicit Indicatorof Policies For Women In Public Services Is Basically The Number Of Female

Employees In Public Services. As It Is Observable Below, It Is Apparent That The Number Of Female Employees In Public Services Is Not Pleasant Despite Allegedly Taken Measures According To The Data Of 2016.

Prime Ministry, Ministries, Unversities, Militarydepartments,Undersecretariats,Presidencies, General Directorates, Andother □nstitutionswith High Status, Publiceconomic Enterprises	Total Employees	Rate Of Employees (%)		
Female	1.165.481	37,01		
Male	1.983.696	62,99		
Total	3.149.177	100		
Note:ThestaffandpositionsinThesecretariat Of ThenationalintelligenceorganisationandthenumberofTroopsinTheturkisharmedforceswere Not Included.				

Thestatepersonelpresidency’s Data Of May 2016

[Http://Www.Dpb.Gov.Tr/Tr-Tr/Istatistikler/Kamu-Personeli-Istatistikleri](http://www.dpb.gov.tr/tr-tr/istatistikler/kamu-personeli-istatistikleri)(Access:12.11.2016)

Employment Style	Number Of Female	Female (%)	Male	Male (%)	Total
Officers	1.015.880	40,35	1.501.633	59,65	2.517.513
Judge And Prosecutor	4.011	25,23	11.888	74,77	15.899
Academic Instructor	54.185	41,89	75.174	58,11	129.359
Contracted Personnel	34.408	28,87	84.791	71,13	119.199
Temporary Personnel	3.762	16,72	18.734	83,28	22.496
Permanent Employee	19.093	7,57	233.043	92,43	252.136
Permanent Employee Out Of Scope	839	23,22	2.775	76,78	3.614
Temporary Employee	3.046	11,68	23.030	88,32	26.076
Personnel Subjected To Special Provisions	30.257	48,11	32.628	51,89	62.885
Total	1.165.481	37,01	1.983.696	62,99	3.149.177
Note: The Staff And Positions In The Secretariat Of The National Intelligence Organization And The Number Of Troops In The Turkish Armed Forces Were Not Included. The State Personnel Presidency’s Data Of May 2016					
Http://Www.Dpb.Gov.Tr/Tr-Tr/Istatistikler/Kamu-Personeli-Istatistikleri (Access:12.11.2016)					

III. CONCLUSION

The Struggles, Notably That Of Women’s Movements, In Face Of All Types Of Discrimination Against Women All Over The World Were Corresponded By National And International Responses In Legal, Economic, And Social Spheres. In International Level, The Lion’s Share Belongs To The Un In Creating Awareness To Eliminate Gender Inequality. The Attempts On Gender Equality, Like Other Areas, In Our Country Are Associated With The Intensification Of Egalitarian And Libertarian Demands Over The World; And It Was Detected That In The State With Restricted Functions As A Requirement Of Transparent, Accountable, Local, And Participative Modern Administration Approach, The Ultimate Aim Of Making Egalitarian Policies Was Reduced Only To “Be Adapted To Neoliberal Order.” It Is Observed That This Approach Equates The Attempts On Gender Equality To Superficial Regulations At Institutional Level, Rather Than Involving Them To A Social Transformation. There Is A Formal Affirmation For Women’s Engagement In Professional Life In The Documents, Including Related Acts, Government Programs, Development Plans,

Medium Term Programs, And The Regulations And Reports Adopted Pursuant To The International Treaties We Are Subjected To, Which Were Examined In Terms Of The Employment Of Women In Professional Life In General And In Public Services. However, None Of These Texts Has Systematized The Policies For Employment Of Women In Public Services Or How The Involvement Of Women To Public Services And Professional Life Will Be Ensured. The Number Stated Above Implies That The Attempts On More Employment Of Women In Public Services Are Not Successful. Apart From The Number Of Female Personnel, Under The Impact Of Neoliberal Policies, The Promotion Of Flexible Working Forms As A Golden Solution For Advancing Women's Employment Requires A Prudent Approach To The Issue. Because, The Flexible Working Forms Leads To Reservations About Catering For Secured Working Conditions In Every Aspect Of Women's Professional Life. Instead Of This Model, Women's Participation To Public Services In A Systematic Working Order, In Which Working Conditions Are Depicted Clearly, With Employment Security Would Be An Obvious Indicator Regarding To The Achievement Of Their Struggle.

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