

Change Interventions of the Ministry of National Education: An Evaluation from an Organizational Perspective¹

Milli Eğitim Bakanlığı'nın Yapmış Olduğu Değişimler: Örgütsel Açıdan Bir Değerlendirme

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Abstract

Change movements in the Turkish education system have been ongoing since the first years of the Republic. It is clear that restructuring the Ministry of National Education through enacted regulations has moved the current state of the Turkish education system to a different position. In this study, change interventions of the Ministry of National Education are aimed to be examined and the theoretical foundations of these movements are intended to be revealed regarding the organizational theories. This study is designed as a qualitative study in which document analysis is utilized. Government policy documents like laws, legislations, regulations, notices, and decrees enacted between the years of 2009 and 2014 in Turkey are used as data source. By means of examining the conducted changes, this study is thought to present a holistic perspective about the future of the Turkish education system and the tenor in the change initiatives.

Key words: Change interventions, organizational theories, Ministry of National Education, Turkish education system.

Öz

Türk eğitim sistemindeki değişim girişimleri Cumhuriyetin ilk yıllarından itibaren devam etmektedir. Milli Eğitim Bakanlığının birtakım düzenlemelerle yeniden yapılandırılması Türk eğitim sisteminin mevcut durumunu farklı bir pozisyona taşımıştır. Bu çalışmada, Milli Eğitim Bakanlığı tarafından yapılan değişimlerin incelenmesi ve örgüt teorileri bağlamında bu değişim hareketlerinin teorik temellerinin ortaya koyulması amaçlanmıştır. Çalışma, döküman analizinin kullanıldığı nitel bir araştırma olarak tasarlanmıştır. 2009 ve 2014 yılları arasında Türkiye'de çıkarılan kararname, yönetmelik, yönerge ve genelge gibi yasal mevzuatlar veri kaynağı olarak kullanılmıştır. Yapılan değişimlerin incelenmesiyle bu çalışmanın Türk eğitim sisteminin geleceği ve değişim girişimlerinin gidişatı hakkında bütünsel bir bakış açısı sunacağı düşünülmektedir.

Anahtar Sözcükler: Değişim girişimleri, örgüt kuramları, Milli Eğitim Bakanlığı, Türk eğitim sistemi

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Introduction

Since the existence of societies, the most debated and raised topic is education. Societies shape their education systems regarding their political, economical, cultural and value structures. Indeed, the questions of how better generations can be raised nowadays with rapid developments and new perspectives in science and technology, and how more qualified education systems can be built are discussed constantly by the societies. However, creation of qualified education depends on qualified organization, in other words, educational administration is critically significant for education quality (Drucker, 1983; cited in Çoban, 2011).

As in all systems, the education system and educational organizations are influenced by global developments and maintain their assets in response to changing environmental conditions (Çelik, 2002). Thus, it is necessary for the educational administration field and educational organizations to keep up with the competition in the global market, changes occurring in social structure, and modern developments in information technology and communication. In accordance with these changes and developments, Ministry of National Education in Turkey has striven to renew itself as regards organizational perspective and to adapt requirements of this era to its organizational structure by making change efforts in recent years.

The Ministry of National Education, being the largest public organization in Turkey, is responsible for strategic and critical obligations in education in order to meet the society's educational needs, provide human resources and prepare society for the future. Therefore, the change process experienced in the Ministry is necessary to be performed meticulously and reflections of the implemented change initiatives onto internal and external organization should be taken into consideration. Specifically, change efforts are needed to improve effectiveness, efficiency, productivity, coordination and communication in the organization; the Ministry needs to achieve a contemporary and professional functioning organizational structure. Therefore, change management within the Ministry is required to be enacted with a scientific infrastructure (Yıldırım & Çankçı, 2013).

Since the establishment of the Ministry of National Education, many changes have been made over the years in terms of organizational structure; but these changes gave birth to the dominance of cumbersome, vertical, hierarchical, complex, and inadequate policy making, and a centralized, limitedly authorized and weakly coordinated structure rather than providing a well functioning structure for the Ministry. However, today it is expected from the educational organizations to generate an organizational structure that possesses some characteristics like being accountable and respondent, transparent, participatory, providing solutions to experienced problems in a short time, progressing with strategic goals and objectives, being far from excessive bureaucracy, operating effectively and efficiently, being responsible for the performed implementations and producing educational policies. By means of the 5018-numbered Public Financial Management and Control Law (Başbakanlık, 2010a) new public management approach has been adopted in Turkish public organizations, especially in schools. In fact, Ministry of National Education has undergone critical changes in the last years regarding its organizational structure and

area of operation through legal arrangements. Specifically, legal acts and change efforts of the Ministry are listed as: rearrangement of organizational structure of the Ministry by approving the 652-numbered decree law and withdrawing the 3797-numbered law, decreasing school types by the Circular on Decreasing Secondary Vocational and Technical School Types, rearrangement of provincial organizational structure by the Directive on Duty, Authority, Responsibility and Working Guidelines of the General Directorate of Secondary Education, targeting corporate standardization by the Circular on Primary School Standards and the Directive on Private Education Institution Standards, and changing control mechanism and audit structure of the Ministry through the Directive on Ministry of National Education Internal Audit.

If change initiatives performed by the Ministry are approached by organizational management theories, it is clear that the background of these changes has different organizational perspectives. When change efforts are investigated through classical, neo-classical and modern management approaches, some of those legal arrangements have traces of a classical perspective and some of them have taken steps in accordance with modern organization theory. In order to address the background of these change implementations effectively, organizational approaches have been summarized below.

Classical Organizational Theory

Classical organization theory emerged during the early years of 20th century by comprehending the behaviour of organization members, investigating survival of the organizations, examining whether organizations achieve their goals against environmental factors like developing technology, competition and the government, and providing scientific propositions in this regard. In fact, classical organization theory includes two different management perspectives: *scientific management* and *administrative management*. Actually, scientific management concentrated on the management of work and workers with the pioneers as follows: F. W. Taylor, Frank and Lillian Gilberth, Henry Gantt and Herrington Emerson (Lunenburg & Ornstein, 2011). The basic characteristic of this management approach is to get highest productivity from organization members and maximize profit at work. The other tenets of scientific management approach comprise scientific job analysis, standardization of tools and equipments, selection and recruitment of personnel, fair remuneration and job specialization (Taylor, 1911).

Furthermore, the other management perspective which is administrative management deals with how the overall organization should be structured. Indeed, administrative management focused on the management of an entire organization with primary contributors Henri Fayol, Luther Gulick and Max Weber (Lunenburg & Ornstein, 2011). Five basic functions performed by all managers claimed by Fayol are planning, organizing, commanding, coordinating and controlling. Besides these five basic management functions, Fayol identified fourteen principles guiding management of organizations which are division of work, allocation of authority, order, equity, stability of personnel, discipline, unity of command, unity of direction, subordination of individual interest, remuneration, centralization, chain of command, initiative members, and esprit de corps (Fayol, 1949). In short, both Taylor and Fayol answer

how members in an organization can be efficient and productive while performing tasks. In this manner, they give rise to the basic understanding of rationality.

Furthermore, Max Weber, who was the first man to describe the concept of bureaucracy with a comprehensive set of rational guidelines in the early years of the 20th century, believed in constituting an “ideal” structure for organizational effectiveness. That bureaucratic organization structure is rational, gives no place to any personal and emotional commitment, and provides a system of rules and regulations that is far from the human system. In this approach, it is believed that all problems faced in an organization can be overcome by rules, and organization members are required to act with an order and unity of command (Özkalp & Kirel, 2010, Weber, 1947). More specifically, Weber asserted that “ideal” bureaucracy involves five tenets namely hierarchical structure, job specialization, authority, and responsibilities defined by regulations and administrative documents, rules and procedures, and a detailed archiving system (Weber, 1947). In short, it can be asserted that the focus of classical organizational theory depends on the task, by giving little attention to the individuals in the workplace.

Human Relations Perspective: Neo-Classical Approach

When the idea that management and policy or human and work can be separated from each other was adopted by public managers, social scientists did not accept the subordination of human values in human management. Thus, the human relations approach emerged at the end of a series of studies conducted at the Hawthorne Plant of Western Electric by Elton Mayo and his associates between 1927 and 1933 (Mayo, 1939). In fact, the Hawthorne studies at first measuring the impact of lighting conditions or other work-environment factors on productivity investigate behaviours of workers as regards psychological, economical and other aspects by scrutinizing the influence of the findings on extensive social organizations and management (Bursalioğlu, 2010). By means of these studies, it is concluded that group members produce at a standard level not to be excluded from the group membership. So the significant role of informal group structure in achieving the objectives of the organization has been revealed. In this approach, being a member of a group or succeeding at work are seen as important factors regarding human relations. Furthermore, these studies show that productivity improves by human-social factors such as morale, feeling of belongingness and effective management in which interpersonal skills like motivating, leading, participative decision making and effective communication are used.

After the Hawthorne studies, Elton Mayo and his colleagues contributed to the human relations movement by highlighting the significance of groups in influencing the behaviours of individuals at work. Besides, Chester Barnard pointed out that organizations can only operate if goals of the organization and the individuals working for it are kept in balance and productivity can only be achieved through cooperation (Barnard, 1938; Lunenburg & Ornstein, 2011). Jacob Getzels and Egon Guba, who were other contributors to the field, found out that conformity to the organization and

interaction between personal needs and institutional goals lead to organizational effectiveness (Getzels & Guba, 1957).

The other important theorists Abraham Maslow and Douglas McGregor also formed the basis of the human relations approach. Indeed, Maslow asserted that an administrator's job is to provide ways for the satisfaction of individuals' needs supporting organizational goals and to remove impediments blocking need-satisfaction and causing negative attitudes (Maslow, 1970). Maslow also supported the idea that human needs are caused by the emergence of a need to satisfy and he described the pattern that human motivations generally move through as physiological, safety, love/belonging, esteem and self-actualization in the hierarchy of human needs. Based on the work of Maslow, McGregor proposed two contrasting assumptions regarding people and the management strategies: Theory X and Theory Y. McGregor asserted that the classical management approach is based on assumptions of Theory X regarding people. Theory Y is the modified version of Theory X as being consistent with the human relations perspective. Actually, Theory X provides a pessimistic perspective of people by accepting them as being lazy and not liking work while Theory Y offers an optimistic view by considering human relations (McGregor, 1960).

With the extension of the human relations approach, Talcott Parsons claimed that organizations as being social systems involve roles, norms and values on that basis and that there is a mutual correlation between human and organization. Parsons also asserted that all social systems require four basic functions to perform if they are to exist. These functions that organizations are faced with are adaptation (the problem of acquiring sufficient resources), goal attainment (the problem of settling and implementing goals), integration (the problem of maintaining solidarity or coordination among the subunits of the system), and latency (the problem of creating, preserving and transmitting the system's distinctive culture and values). In addition, he distinguished three levels of organizational structure as *technical system* at the bottom manufacturing the actual product, *managerial system* mediating between the organization and the environment, and *institutional system* at the top relating the organization to society at large (Parsons, 1951). Thus, it can be concluded that his claim is the first examining open systems theories of organizations.

Modern Management Approaches

After the adoption of Classical Organization Theory and Neo-Classical Theory, modern management approaches like systems approach, contingency model, human capital approach, right-sizing or downsizing of the organizations, and governance have been discussed in management. Daniel Katz and Robert L. Kahn elaborated Parsons' theory and put forward *systems approach*. They asserted that organizations are open systems involving input and output processes that bring about organization-environment interaction. More specifically, open systems receive inputs such as materials, humans, finance and information, and present these inputs into the environment as outputs by processing. This process is a cyclic process in which some of the generated outputs enter the system again as inputs. The environment of the open systems consists of systems both affecting the environment and being influenced by it.

According to open systems theory, since the ratio of the energy change and the relationship between parts of the system stay the same, open systems have equilibrium and a consistent state. Moreover, open systems involve differentiation and separation processes. Thus, the general acts in the organization give their place to private and specialized tasks. Indeed, open systems work with specific laws to reach a goal, so open systems possess unity and integrity characteristics. It is also necessary to state that the system is a complex concept since change in one variable in a system influences the others (Katz & Kahn, 1966).

Situational or contingency model is another approach taken in management science. The basic assumption of this model is that organizations can change according to many conditions and results. In fact, every situation and the management perspective taken by the organization have peculiarity. Therefore, talking about a set of rules as in past approaches is not possible. In addition, there is no best way or type of shaping organizations, managing, motivating and leading the organization members, and making decisions in this approach. Instead, the contingency approach enables managers to develop various behaviours depending on the situation they are facing. Thus, the course of action is contingent upon the situation. The feature of the encountered situation directs the managers to the appropriate behaviour in that situation (Özkalp & Kirel, 2010). According to Gareth Morgan, different types of organizations need different types of environments and there is no best way of organizing since the appropriate way depends on the task or the environment (Morgan, 2007). Besides, Fred Fiedler asserted that group effectiveness in an organization depends on the appropriate match between the leader's style and the demands of the situation. That is, the interaction between personal characteristics and motivation of the leader, and the current situation determines the effectiveness (Fiedler, 1958).

The other approach which is *human capital approach* perceives people as the production source rather than as the manufacturing factor. Indeed, the human is acknowledged as the investment source rather than just accepting the human as the production input, acting with emotions and thoughts. Therefore, it is claimed that if humans are well trained and developed, they make huge profits for the organization in the long term. In the human capital approach, in which both scientific management and human relations approaches are adopted, skills and knowledge of workers are required to be maintained and evaluated as organizational inputs. Furthermore, management should prepare the necessary environment to fulfill the goals and meet employees' needs by means of this approach (Becker, 1964).

New management approaches are not limited to these approaches. *Right-sizing or downsizing of the organizations* can be also mentioned as one of the other approaches which means a decrease in management levels such as reduction of the levels between mid-managers and top managers. In fact, rightsizing is about reduction of management positions, embracing decentralization and taking responsibility for the work done by the employees. Empowering employees on the other hand means decision making of the employees, taking risks, not being afraid of risks and working without surveillance. Thus, working with empowered groups brings about change in the organizational structure and decision making process by taking routine tasks away.

In this approach, remuneration based on performance and providing reinforcement by rewarding the success of the groups in an organization increase the success of the organization. In addition, total quality management approach also increases quality of inputs within the process and focuses on obtaining quality outputs (Özkalp & Kirel, 2010).

One of the concepts discussed in public administration in recent years is *governance*. In fact, governance emphasizes managing together and restructuring of the management (Stoker, 1998). Governance brings decentralization rather than centralization, participation rather than rigid bureaucracy, openness rather than closeness, accountability rather than hierarchy. Therefore, it is expected from managers to involve other actors in the management, be transparent, economic and accountable, embrace democratic responsibilities and develop a new leadership understanding (Green & Hubbell, 1996; Peters & Pierre, 1998). Lastly, learning organizations deal with the use of experienced results in adaptation to the changing environment and focus on creation of a system that develops employees. The basis of learning organizations comprises staff training and development practices. Indeed, it is expected from organization members to develop themselves and their training experiences constantly and systematically since it is believed that the success of organizations depends on employees' success in finding, creating and using information. Thus, employees are expected to adopt their work as their own, transfer their knowledge and skills to the work and do teamwork by improving themselves constantly.

Considering classical, neo-classical and modern management approaches, changes conducted in the last years by the Ministry of National Education regarding its organizational structure and area of operation through legal arrangements are aimed to be investigated. More specifically, the background of the implemented changes is examined in terms of organization theories in order to understand the rationale behind the changes.

Method

This study was designed as a qualitative study in which document analysis was utilised. Document analysis refers to systematically reviewing of the existing records or documents as a data source (Karasar, 2007). In order to examine change interventions performed in the national education system regarding organizational theories, government policy documents like decree laws, regulations, directives, general written notifications and circulars related to education enacted between the years 2009 and 2014 in Turkey were used as data sources. Between these years, 311 policy documents were obtained from the official web-site of the Ministry of National Education. As a result of the pre-evaluation, 19 policy documents were detected as being related with organization theories and examined in the context of the study.

Five practical stages were followed in the study while using, accessing and utilising the policy documents. These stages were respectively named as (i) accessing the documents, (ii) checking for authenticity, (iii) understanding the documents, (iv) analysing and (v) utilising the gathered data (Forster, 1995). More specifically, the

selection of the policy documents was determined from the web-site of the Ministry of National Education. For checking authenticity, the obtained data, due to being policy documents of the government, were thought as genuine and original primary data sources. Then the obtained data were examined in detail and while understanding the documents, interpretations were placed on performed change interventions according to organizational theories as cited in the policy documents. In data analysis stage, conducted change initiatives were analysed in a systematic way as decree laws, regulations, directives, general written notifications and circulars. Lastly, related information in these policy documents about change implementations was selected and interpreted with a deductive approach while utilising the data.

Findings

Performed change implementations by the Ministry of National Education in Turkey were analyzed depending on the type of the policy documents as decree law, regulations, directives, general written notifications and circulars.

Decree Law on Organization and Duties of Ministry of National Education

One of the most comprehensive change initiatives conducted by the Ministry of National Education is related to changes in organizational structure of the Ministry by altering the duties of the organization members. This change implementation has been placed in the Decree Law on Organization and Duties of the Ministry of National Education (Başbakanlık, 2011a). According to this decree law, the objectives of the Ministry have been changed as to developing policy and strategies depending on annual goals and objectives; building performance criteria, determining the budget of the Ministry, preparing the necessary legal and administrative arrangements, coordinating, monitoring and evaluating the works in accordance with predetermined strategies, goals and performance criteria. Performance based system approach and strategic management have been adopted in the Ministry which bring *Taylor's scientific management approach* into practice. By this implementation, it is intended to provide efficiency and effectiveness in schools in accordance with greater performances.

By means of this decree law, the thirty-three units under the main service, assistance, information and supervision units in the Ministry have been joined under nineteen service units. Job description of each service unit has been specified in detail and setting up the structure of preparing policies and strategies for the related service units has been achieved. Also, under these nineteen different service units that are horizontally organized, working teams are formed with group chairs. That is, organization structure of the Ministry has been changed and simplified, flat organization structure has been adopted, responsibility and authority have been given to the related units, specialization has been accepted and remuneration of the personnel has been achieved. To illustrate this, the number of assistant undersecretaries in the Ministry has been decreased from seven to five. Duties of the Board of Education and Training are transferred to the specific units. For example, working areas like investigating educational plans and programmes, developing all

course materials and books, and approving educational implementation decisions are all given to basic service units. Hence, the Board of Education and Training has become an advisory and decision making body in the Ministry. This change in the law shows the adoption of specialization and division of work in the Ministry by providing working responsibilities to the related units. Therefore, specialization brings *Fayol's administrative theory* into practice while division of work provides the adoption of *Weberian approach*. Furthermore, division of work has been achieved through decrease in service units having different responsibilities in different educational functions. Change in organization structure like decrease in the number of the service units, clear job description, given authority and responsibility to service units put forward *Weber's bureaucratic approach*.

Assignment to administrative tasks was done on the basis of career and merit while the relocation was achieved depending on the job tenure. In the new decree law, it is asserted that assignment of provincial, district and school principals will be done on a district service and rotation basis considering performance competencies and job tenure of the personnel. By means of altering the assignment and replacement procedure of the administrative personnel, it is aimed to achieve efficiency and embrace performance based management in the Ministry, which in turn gives birth to *Taylor's management approach*, while providing rationality and equity under *Fayol's administrative theory*.

Regulation on Staff Promotion and Title Change

Besides the Decree Law, one of the regulations that have importance on the Turkish education system in terms of organizational aspect is the Regulation on Staff Promotion and Title Change (Başbakanlık, 2013a). By means of this regulation, central and provincial staff promotion criteria in the Ministry have been changed by adding written and oral exam criteria and years of experience required for some positions. Thus, objective criteria are brought in to ensure equity in the Ministry when *Fayol's administrative theory* is considered.

Regulation on Designation and Relocation of Educational Institution Administrators

The criteria for the designation and relocation of educational institution administrators have been also altered with Regulation on Designation and Relocation of Educational Institution Administrators (Başbakanlık, 2013b) coming into force. Before this regulation, assignment of the school principals was done through written exam results, awards attained and considering additional points gained by graduate degree and performed academic studies. More specifically, assignment of the school principals was under the central Ministry's monopoly. Now, by the new regulation, school principals have been designated only by written and oral exam scores. In fact, school principals have been designated by the governor on the proposal of the provincial education director. In addition, assistant school principals were assigned depending on the written exam before. By the new regulation, designation of the assistant school principals has been assigned by the governor according to written and

oral exam results. This situation indicates equity performed, responsibility given to local authorities and *decentralization* in the principal designation process by disregarding the specialization in the related field or awards achieved when *modern management approaches* are considered.

Regulation on Secondary Education Institutions

The other regulation having importance on school principals in Turkey by providing some alterations is the Regulation on Secondary Education Institutions (Başbakanlık, 2013c). The role of the school principal has been changed in the regulation. Specifically, the school principal is firstly referred to as a school leader who fosters administrative tasks by creating team spirit and cooperation in the school. This regulation indicates that school principals are not expected to be only school administrators but also school leaders. By means of esprit de corps and cooperation duties of school principals, *Fayol's administrative theory* is said to be achieved in schools. In addition, school principals are expected to follow performance of the teachers in the school by monitoring and providing guidance. In this way, increase in the school performance is aimed for. Following performance of the teachers to reach efficiency puts *Taylor's scientific management* into practice.

Regulation on Education Inspection Heads

The significant change performed in the inspection system has been carried out in the Regulation on Education Inspection Heads (Başbakanlık, 2011b). A two-headed inspection system in the central and provincial structure has been congregated under one structure, named Department of Guidance and Inspection. The great responsibility and authority of the Ministry inspectors has been reflected onto the inspectors who are working in the districts. Improvements about their personal rights have been made. As regards *modern management approaches*, it can be concluded that equity and justice between all the inspectors have been achieved, simplification has been followed, and responsibility has been transferred to the local area.

Regulation on Designation and Relocation of Teachers

Regulation about the teaching profession has come into operation by the Regulation on Designation and Relocation of Teachers (Başbakanlık, 2010b). The Ministry of National Education has prevented learning exemption of teachers. By that regulation, the Ministry has prohibited relocation of teachers for their education exemption. Therefore, teachers are deprived of having the right to specialise in the proper field by having graduate degrees. Prevention of learning exemption and depriving of specialization right are far from *Neoclassical approaches*.

Regulation on Principals' Assignment in Educational Institutions

Assignment of the school principals has changed in that they are expected to serve four years as a school principal in the same school and eight years in total as a school principal and teacher in the same school. The regulation related to assignment of the principals in schools has been placed in the Regulation on Principals'

Assignment in Educational Institutions (Başbakanlık, 2014a) and in the Guide for Assignment Instructions of Educational Institutions Administrators (MEB (MNE), 2014a). Within these documents, it is also asserted that school principals will be selected through an oral exam depending on the views of evaluation and oral exam commissions. District principal, department principal, school council president and vice president, the senior and the junior teachers and two other teachers selected from the school, and the student council president assess the school principals and decide on the principal assignment. By this process, it is clear that organizational mobility is ensured, organizational inertia is taken into account in educational institutions and views of the stakeholders on the evaluation of school principals are considered.

Regulation on Information Systems of the Ministry of National Education (MEBBIS)

In order to ensure transparency and efficiency of the electronic communication system within the educational organizations, (MEBBIS) which has been created within the central organization has been also transferred to the provincial and district directorates (Başbakanlık, 2014b). By this change emphasized in the regulation, responsibility, jurisdiction and authority have been given to provinces and districts. By means of this policy, the speed, quality, effectiveness and efficiency of communication within educational organizations have been tried to be developed. Since participative management is fostered within the education system, *modern management approaches* are said to be adopted.

Directive on R & D Units

R & D units have been established within provincial national education directorates with the Directive on R & D Units (MEB (MNE), 2014b). By this directive, the aim of these units is determined to ensure strategic management, internal control system, planning, administration and project development in the national education system. In order to establish productivity in the technical and managerial system, division of labor and specialization are given place when the *Weberian approach* is considered, and strategic management, internal control system, planning and project development are taken into account if *modern approaches* are practiced.

Directive on Ministry of National Education Internal Audit

The Head of Internal Audit Unit has been established in order to evaluate and develop internal supervision, management processes and competencies in the Ministry with the Directive on Ministry of National Education Internal Audit (MEB (MNE), 2014c). The Head of Internal Audit Unit has become independent and impartial, and responsible for conducting risk analysis, ensuring the use of resources effectively, efficiently and economically. The internal Audit Unit also helps in risk management, evaluation and development of the effectiveness and adequacy of the internal control and management processes to attain the objectives of the Ministry. Thus, transition from management to governance has been enhanced and internal audit practices are aimed to adopt a new approach to governance and to reach an accountable Ministry.

Furthermore, job descriptions of the internal auditors have been assigned to ensure integration and coordination within the organization. Therefore, all these changes regarding the internal audit and inspection practices in the Ministry correspond to *modern approaches*.

Directive on Quality Management System in Education

The quality management system in central, provincial and foreign educational institutions has been constructed by providing awards to institutions and teams having outstanding performances (MEB (MNE), 2014d). “Quality institution of the year” and “quality team of the year” have been selected and they are all rewarded. Quality certification, a degree award and a plaquette comprise the rewards in the quality management system. This situation shows human relations and needs are considered in this reward system; however, attained rewards can not be used in any place in the education system such as in relocation or designation. Therefore, providing dispensable awards in the system is far from *Neo-classical approaches*.

Directive on Duty, Authority, Responsibility and Working Guidelines of General Directorate of Secondary Education

In order to plan the future of the education system and develop education policies with the vision of the Ministry, new units have been constructed in the education system under the name of Department of Research-Development and Projects, and Department of Education Policies (MEB (MNE), 2014e). By means of these units and policies to be created, right-sizing and strategic management have been achieved within the education system if *modern management approaches* are considered. Furthermore, the Department of Improving Education and Learning has been built with an aim to develop school and corporate culture, identify efficiency standards, improve the quality of schools and determine physical standards of the schools. Likewise, the Department of Monitoring and Evaluation has been constructed to assess outputs of the education system and monitor education programs. Thus, influence of *scientific management* on performed implementations has been seen with the goals of increasing standardisation and efficiency. In addition, duty, authority and responsibilities of the general directorate and head of department of secondary education have been determined as to designate employees’ division of labor, to determine the need for manpower and staff planning, to be responsible for staff training, to evaluate the work done at certain intervals, to check the functionality of the existing structure, to evaluate employee performances, and to monitor their professional development by providing necessary guidance. Due to specific role definition, productivity, evaluation of performances and personnel empowerment, the traces of *Taylor’s scientific management approach* are seen in the Ministry.

Directive on Private Education Institution Standards

How the physical appearance of private education institutions should be is determined through the Directive on Private Education Institution Standards (MEB (MNE), 2014f) coming into force. By providing information about settlement plan,

school buildings and classrooms, departments that should be present in schools, physical hardware of special education and rehabilitation centers, scientific management is achieved in terms of standardisation with this directive.

General Written Notification on Public Personnel

Some rights are given to public personnel in the education system through General Written Notification that is coming into operation (Başbakanlık, 2011c). Specifically, female teachers are given the right to breast-feeding leave after giving birth and eight weeks' maternity leave (4 weeks before birth and 4 weeks after birth). Moreover, husbands of the female teachers are given the right to ten days' paternity leave. Besides, unpaid leave can be given to the couples for up to twenty-four months upon request. By considering the state of pregnant and disabled personnel, some preparations in favor of them have been adopted such as working time arrangement of the disabled personnel, and night shift duty arrangement of the pregnant and disabled personnel. In this written notification, human nature and needs of the working personnel are considered, and working conditions are said to be improved when *Neo-classical approach* is taken into account.

Circular on Decreasing Secondary Vocational and Technical School Types

Arrangement related to vocational and technical schools has been carried out with the Circular on Decreasing Secondary Vocational and Technical School Types (MEB (MNE), 2014g). Vocational and technical school types are agreed to be restructured and simplified by the governorship. In fact, twenty two school types are restructured and named under vocational and technical Anatolian High Schools or Multi Programmed Anatolian High Schools (Anatolian vocational program, Anatolian technical program, Anatolian high school and/or Anatolian religious high schools). Thus, the decrease in vocational and technical school types corresponds to simplification in school types and decentralization when *modern management approaches* are considered.

Circular on Ministry of National Education Communication Center

ALO 147 (Ministry of National Education Communication Center) has entered service to effectively answer and resolve any requests, complaints, opinions, notices and problems raised from the citizens and students with the Circular on Ministry of National Education Communication Center (MEB (MNE), 2012). By this service, accessibility, accountability and amenability of the Ministry have been aimed for when *modern approaches* are considered.

Circular on Strategic Plan Making in Districts, Schools and Institutions

Educational institutions are expected to develop their own strategic plans by means of the Circular on Strategic Plan Making in District, Schools and Institutions coming into force (MEB (MNE), 2010). In fact, the first strategic plan of the Ministry was completed in 2009 comprising the years 2010-2014. Preparatory work for the second strategic plan continues. In the first strategic plan, the e-Performance Budget

Project was aimed to be established. By this project, budget performance will be assessed depending on the strategic plan. Actually, *modern approaches in management* are aimed to be achieved by strategic planning.

Circular on Primary School Standards

Primary school standards are determined to bring quality education to a certain level and sharing good practices between schools is intended by the Circular on Primary School Standards (MEB (MNE), 2009a). In this way, stakeholders have been given the opportunity to follow evaluation of the schools for school improvement with national standards if *modern approaches in management* are considered.

Circular on Teacher Qualifications and School Based Professional Development Model

Teacher qualifications are determined by the responsibility of the Teacher Training and Education Directorate (MEB (MNE), 2009b). General competencies of the teaching profession and special field competencies are identified and published as a book. Besides, the School Based Professional Development Model has been created by the Ministry in order to provide teachers with the opportunity to have guidance in their professional development. Due to determination of teacher qualifications and creation of School Based Professional Development Model in the whole country's education system, standardisation is said to be performed for school development if *Taylor's scientific management* is taken into account.

Discussion and Conclusion

The Turkish Ministry of National Education has made radical change implementations in organizational structure by legal arrangements in the last five years. If these changes are examined as regards organizational theories, it is clear in this study that the Ministry is renewing and restructuring itself. When the 652-numbered decree law is firstly taken into consideration in terms of Taylor's scientific management approach, it is concluded that the goals of the Ministry anticipate a performance based system for organization members and expect schools to adopt effectiveness and productivity tenets. If one of the significant principals of Taylor's scientific management which is productivity in organizations is addressed in the Organization and Duties of Ministry of National Education Decree Law (Başbakanlık, 2011a), it can be claimed that administrators are assigned according to performance competency, service district, rotation and evaluation of the internal (the most senior and junior teachers, other two teachers, school council president and student representative) and external stakeholders (district national education director and director manager) rather than considering career and merit basis as before. Thus, it can be indicated that the role of oral exams for the assignment of school administrators can be restricted due to possibility of unfair practices as well as favouritism; multi evaluations (written exam, stakeholder evaluation, oral exam, graduate degree in educational administration etc.) can be utilized for democratic, fair and transparent perspective in terms of modern management approaches. Furthermore, the other basic

principles of Taylor which are efficiency and performance (Gross, 1964) are shown in the Directive on Duty, Authority, Responsibility and Working Guidelines of General Directorate of Secondary Education. In this directive, general directorates and heads of departments are expected to follow, develop and evaluate their subordinates' performance. In classical management approach, when Fayol's administrative theory is considered, changing assignment and relocation criteria for inspectors, provincial and school administrators, fairness in the job permanence, rationality in job assignment, efficiency and performance based management can said to be achieved in addition to preventing organizational inertia by the Regulation on Education Inspection Heads and the Regulation on Principals' Assignment in Educational Institutions coming into force.

In *classical organizational theory*, the most prominent point of Weber's ideal structure is specialization (Weber, 1958). Indeed, when performed changes in the Ministry are examined through Weber's bureaucratic approach, specialization efforts can be concluded as the most striking results. Simplification in the organizational structure has been achieved and specialization has been aimed for by generating new units by giving policy and strategy development roles and assuring expanded authority and responsibility to these units. Another example that can be given for specialization is change in duties of the Board of Education and Training. By means of the 652-numbered decree law, development of all teaching materials and books, and approving educational implementation decisions were transferred to specific units and the only duty of this Board stays as being an advisory and decision making body in the Ministry (Başbakanlık, 2011a). Thus, this change in the law presents the adoption of specialization and division of work in the Ministry. However, specialization is not limited to these changes in the Ministry. By this decree law, generating specialized staff in the Ministry that was not done before can be seen as an example of the efforts taken for specialization. However, it can be concluded that specialization endeavour in the central organization does not show itself in the local area. For example, learning exemptions of teachers in order to be specialized in the proper field has not been supported by the Regulation on Designation and Relocation of Teachers.

One of the key concepts underlying the *neo-classical approach* is human needs (Özkalp & Kirel, 2010). If the General Written Notification on Public Personnel is considered in terms of human relations approach, some rights are given to public personnel like increasing breast-feeding leave for female teachers in addition to maternity leave, giving ten days' paternity leave, increasing unpaid leave for up to twenty four months in pregnancy cases, and improving working conditions for pregnant and disabled personnel. However, it is significant to state that the Directive on Quality Management System in Education has just granted awards that are far from contributing to school development like providing monetary support or ensuring teacher motivation in schools when human needs are considered in this perspective.

One of the issues that have been discussed in organizational management since the 1980s is *new management approach*, or new public management. New public management involves transforming of organizations into accountable and respondent structures, and managing in a transparent, participatory, economical and efficient way.

In fact, employee performance and evaluation of that performance are important factors in governance. This new approach based on governance encompasses beliefs and practices aiming for improvement of public services (Eryılmaz & Biricikoğlu, 2011). So it is clear that the Ministry of National Education has experienced legal changes when classical organizational approaches are considered and modern approaches are also taken into account in change implementations. To illustrate, the Directive on Ministry of National Education Internal Audit provides new understanding for management and inspection in accordance with Public Financial Management and Control Law No. 5018 by presenting transition from management to governance in public organizations (Başbakanlık, 2010a).

By means of internal audit, it is aimed to use resources with an effective, economical and efficient way, adopt accountability in the Ministry, enable internal control, legal integration and coordination, and control compliance of the financial expenses with the country's development programs and strategic plans. When the practitioners are considered, this kind of financial control paves the way for efficient and economical use of resources. Also, it is clear that the Ministry of National Education has tried to adopt a strategic management approach from now on by performing internal risk analysis and determining performance criteria by this directive. Furthermore, performance based budgeting has been targeted by requiring all organizations to develop their strategic plan with the Circular on Strategic Plan Making in Districts, Schools and Institutions. In order to increase efficiency and performance, the general directorate and the head of department are given authority to monitor and evaluate their subordinates' performance by the Directive on Duty, Authority, Responsibility and Working Guidelines of General Directorate of Secondary Education. In the 652-numbered decree law, the duties of the Ministry are also assigned as to determine performance criteria of the organization, control and evaluate conducted implementations with the predetermined criteria (Başbakanlık, 2011a). All of these traces indicate that the performance based approach will spread within the Ministry and in all types of schools and educational organizations. Besides, the ALO 147 service introduced by the Circular on Ministry of National Education Communication Center has contributed to accessibility of the Ministry through giving place to accountability and amenability when *modern approaches* are considered. In order to ensure transparency and efficiency of organizational communication within the central and provincial organization, MEBBIS has been created and participative management is developed within the education system.

The prominent point in the legislative changes carried out in the last five years in the Ministry of National Education is the issue of governance adopted in new public management which is based on decentralization rather than espousing a rigid central structure by transferring the centralized authority to the local areas (Stoker, 1998). The other significant matter experienced in the Ministry is the endeavour of decentralization and devolution. For example, assignment of educational institution administrators has been designated by the governor on the proposal of the provincial education director by the Regulation on Designation and Relocation of Educational Institution Administrators. Vocational and technical school types are also agreed to be

restructured and simplified by the governorship with the Circular on Decreasing Secondary Vocational and Technical School Types. Therefore, the decrease in vocational and technical school types corresponds to simplification in school types and decentralization. Besides, the great responsibility and authority of the Ministry inspectors have been reflected onto the inspectors who are working in the districts by means of the Regulation on Education Inspection Heads. All these legal changes show decentralization efforts of the Ministry by providing authority to the local area if modern management approaches are considered.

New management approaches are not limited to decentralization and sharing the authority with the local. Right-sizing or down-sizing of the organizations are also can be acknowledged as other approaches. Specifically, it is clear that as organizations grow, they may become cumbersome structures and it may be difficult to manage the homeostatic process of the organizations which in turn may jeopardize the survival of these organizations (Başaran, 2000). It may be concluded that cumbersome organizations need a simple structure to reach effectiveness, productivity and healthiness. Therefore, creation of a simple structure within the organization can be achieved by performing right-sizing and down-sizing practices (Özkalp & Kirel, 2010).

If the Ministry is examined as regards new management approaches, it may be stated that the Ministry made efforts aiming to decrease its bulky structure and restructure the organization by down-sizing practices. Actually, more simple organizational structure is aimed for in the Ministry by decreasing thirty-three service units to nineteen units and decreasing the number of assistant undersecretaries in the Ministry from seven to five through the 652-numbered decree law coming into force (Başbakanlık, 2011a). School types are simplified as well as to simplification of the inservice units with the Circular on Decreasing Secondary Vocational and Technical School Types. To illustrate this, twenty-two school types are restructured and named under vocational and technical Anatolian High Schools or Multi Programmed Anatolian High Schools (Anatolian vocational program, Anatolian technical program, Anatolian high school and/or Anatolian religious high schools) without any change in the rights and privileges of the graduates, or period of the academic year. Simplification efforts have found a place also in the inspection system of the Ministry. Indeed, the two-headed inspection system in the central Ministry and provincial structure has been congregated under the Department of Guidance and Inspection by the Regulation on Education Inspection Heads. As well as such down-sizing efforts, right-sizing activities are also available in the Ministry. Specifically, new service units have been constructed in the education system under the name of Department of Research-Development and Projects, and Department of Education Policies in order to plan the future of education system and develop education policies within the vision of the Ministry. In this context, strategic management endeavour can be clearly seen in the Ministry in the direction of right-sizing and the generated policies. By means of the Directive on Duty, Authority, Responsibility and Working Guidelines of the General Directorate of Secondary Education, duty, authority and responsibilities of the general directorate and head of department of secondary education have been also

determined as to designate employees' division of labor, to determine the need for manpower and staff planning, to be responsible for staff training, to evaluate employee performances, and to monitor professional development by providing necessary guidance. Strengthening of the staff is also expected from the general directorate and head of department of secondary education by this aspect.

The Ministry of National Education has both performed change implementations based on classical organizational theory and developed its organizational structure with the perspectives of new public management and modern approaches. In terms of Taylorist perspective, it can be said that the Ministry of National Education has increased simplification, efficiency and effectiveness attempts in education. Regarding Weberian approach, specialization efforts can be seen in the Ministry with the aim to provide a more horizontal organizational structure. If Fayol's administrative theory is considered; by changing the assignment and relocation criteria for inspectors, provincial and school administrators, fairness in the job permanence, rationality in job assignment, efficiency and performance based management are aimed to be achieved in addition to preventing organizational inertia. However, the legal changes that have been made remained limited since regulations have not been carried out to develop the personal rights and the working conditions that will satisfy the personnel when we consider neoclassical management approach.

In addition, legal infrastructure of performance based management approach has been tried as regards modern management approaches, having its roots in Taylorism. In fact, organizational structure of the Ministry has been transformed from a vertical structure to a horizontal structure by down-sizing and right-sizing practices. Furthermore, steps have been taken regarding decentralization and strategic management has been adopted with an aim to reach an accountable and respondent organization operating with an effective internal audit. In general, legal implementations of the Ministry can be concluded as more horizontal, efficient and effective in terms of organizational structure. However, it is necessary to indicate that an effective performance system needs motivated teachers, and needs to contain measurable and feasible performance criteria, and a well functioning reward system. Although decentralization efforts have been carried out by the Ministry, these efforts can be said to remain as insufficient. The Ministry of National Education should create more autonomous and independent schools by transferring power and responsibility to provincial areas and school principals based on the framework of School-Based Strategic Management discussed in the 2015-2019 Strategic Plan.

Based on the study findings, one of the weak points in the change regulations is the development of human capital and inability to become a learning organization. Therefore, more steps are necessary to be taken in terms of teacher training both in in-service and pre-service, and preparation of programs for employees to develop the cooperation of universities and the Ministry. Besides, the Ministry should be able to expedite the transition efforts from the management to the governance, transform some of its authority to the provincial and the district education directorates, strengthen school administrators' authority and autonomy by providing them with the opportunity to take their decisions and generate school policies. Finally, it is

significant to state that all parts of the Ministry including schools need to attain a democratic, transparent, effective, participative, accountable and respondent organizational structure, effectively operate legal regulations, and perform change implementations successfully.

Özet

Giriş

Toplumların varoluşundan bu yana tartışılmalan konuların başında eğitim gelmektedir ve toplumlar kendi siyasi, sosyolojik, ekonomik anlayışları ve kültür ve değer yapıları etrafında eğitim sistemlerini şekillendirmektedirler. Günümüzde bilim ve teknolojide yaşanan hızlı gelişmeler ve yeni bakış açıları doğrultusunda daha iyi nesiller nasıl yetiştirilebilir ve daha nitelikli bir eğitim sistemi nasıl oluşturulabilir sorularının cevabı toplumlar tarafından sürekli ele alınmaktadır. Nitelikli bir eğitimin oluşturulmasında ise nitelikli bir eğitim örgütü diğer deyişle eğitim yönetimi kritik derecede önem taşımaktadır (Drucker, 1983'den akt. Çoban, 2011).

Tüm sistemlerde olduğu gibi eğitim sistemi ve eğitim örgütleri evrensel gelişmelerden etkilenmekte ve değişen çevresel koşullara göre varlıklarını sürdürmektedir (Çelik, 2002). Dolayısıyla küresel ölçekte yaşanan rekabet, toplumsal yapıda gerçekleşen değişimler, bilgi teknolojilerindeki ve iletişimdeki çağcıl gelişmeler ışığında eğitim yönetiminin ve eğitim örgütlerinin kendini yenilemesi ve bu değişimlere ayak uydurması gerekmektedir. Son yıllarda Türk Milli Eğitim Bakanlığı (MEB) bu doğrultuda örgütsel açıdan kendini yenilemeye ve gerçekleştirdiği değişim çabalarıyla çağın gerektirdiklerini örgüt yapısına adapte etmeye çalışmaktadır.

Türkiye'nin en büyük kamu örgütü olan MEB, toplumun eğitim ihtiyacını ve insan kaynağını sağlamak ve toplumu geleceğe hazırlamak üzere üzerine düşen stratejik ve kritik sorumlulukları yerine getirmekle yükümlü bir örgüttür. Dolayısıyla MEB'de yaşanacak değişim sürecinin dikkatlice yapılması, yapılacak olan değişim girişimlerinin örgüt içi ve dışı yansımalarının göz önünde bulundurulması gerekmektedir. Öncelikle değişim çabaları örgütün etkililiğini, etkinliğini, verimliliğini, koordinasyonunu ve iletişimini arttırmayı hedeflemeli; MEB'i çağdaş ve profesyonel düzeyde işleyen bir örgüt yapısına büründürmeyi amaç edinmelidir. Bu nedenle de MEB'deki değişim girişimlerini yönetenlerin, bilimsel bir altyapıyla hareket etmesinin temel bir kabul olması beklenmektedir (Yıldırım & Çarıkçı, 2013).

MEB kurulduğundan bu yana örgütsel yapısı açısından yıllar içerisinde birçok değişikliğe gitmiş; ancak bu değişiklikler bakanlığı iyi işleyen bir yapıya büründürmekten ziyade hantal, dikey hiyerarşinin baskın olduğu, karmaşık, politika üretmede yetersiz, merkeziyetçi, yetki devrinin kısıtlı ve koordinasyonun zayıf olduğu bir hale getirmiştir. Oysa günümüzün çağdaş eğitim örgütlerinden beklenen hesap ve cevap verebilir, saydam, katılımcı, yaşanan sorunlara kısa zamanda çözüm üreten, stratejik hedef ve amaçları doğrultusunda yol alan, yoğun bürokrasiden uzak, uygulamalarından sorumlu, etkili ve verimli çalışabilen, paydaşlarının memnuniyetinin yüksek olduğu, eğitim ve öğretim hususunda üreteceği politikaları odağına yerleştirmiş bir örgüt yapısıdır. 5018 sayılı Kamu Mali Yönetimi ve Kontrol Kanunu ile değişen yeni kamu yönetimi anlayışı da Türk Kamu Yönetimi'nde sıraladığımız özellikleri içerisine alan

örgüt işleyişini hedeflemektedir (Başbakanlık, 2010a). MEB bu doğrultuda son yıllarda birtakım hukuki düzenlemeler ile kendisine bağlı kurum ve kuruluşların yapısında ciddi değişikliklere giderek örgüt yapısını ve işleyişini yeni kamu yönetimi anlayışı çerçevesinde değiştirmeye ve yenilemeye çalışmaktadır. MEB teşkilat ve görevleriyle ilgili 3797 sayılı kanunun 652 sayılı kanun hükmünde kararnameyle boşa çıkarılması ve bakanlığın teşkilat yapısının yeniden düzenlenmesi, Mesleki ve Teknik Ortaöğretimde Okul Çeşitliliğinin Azaltılması Genelgesi ile okul çeşitliliğinin azaltılması, İl ve İlçe Milli Eğitim Müdürlükleri Yönetmeliği ve İl/İlçe Millî Eğitim Müdürlüklerinin Teşkilatlanması Genelgesi ile MEB taşra teşkilatının yeniden yapılandırılması, İlçe, Okul ve Kurumlarda Stratejik Plan Yapılması Genelgesi ile stratejik plan yapılması ve bu plan doğrultusunda hareket edilmesi, İlköğretim Kurumları Standartları Genelgesi ile kurumsal standartlaşmanın hedeflenmesi, Eğitim Müfettişleri Yönetmeliği ve İç Denetim Yönergesi ile denetim yapısının değiştirilmesi MEB'in attığı hukuki adımlara ve değişim çabalarına örnek olarak gösterilebilir.

MEB'in yaptığı bu değişim çabalarına yönetim teorileri açısından yaklaşıldığında ise bu çalışmalarda farklı örgütsel yaklaşımların etkisinin olduğu söylenebilmektedir. *Klasik* (Fayol, 1949; Gross, 1964; Lunenburg & Ornstein, 2011; Taylor, 1911; Weber, 1947, 1958), *neo-klasik* (Barnard, 1938; Getzels & Guba, 1957; Maslow, 1970; Mayo, 1939; McGregor, 1960; Parsons, 1951), *modern yaklaşım* (Başaran, 2000; Becker, 1964; Bursalıoğlu, 2010; Eryılmaz & Biricikoğlu, 2011; Fiedler, 1958; Green & Hubbell, 1996; Katz & Kahn, 1966; Lunenburg & Ornstein, 2011; Morgan, 2007; Peters & Pierre, 1998; Özkalp & Kirel, 2010; Stoker, 1998) açısından değişim çabaları değerlendirildiğinde bazı hukuki düzenlemelerde örgütte klasik yaklaşımın etkisi ağır basarken; bazı düzenlemelerde modern örgüt teorisi doğrultusunda adımlar atıldığı görülür. Bu bağlamda, bu çalışmada Milli Eğitim Bakanlığı tarafından son beş yılda yapılan değişimlerin klasik, neo-klasik ve modern yönetim yaklaşımları dikkate alınarak incelenmesi amaçlanmıştır.

Yöntem

Bu çalışma, döküman analizinin kullanıldığı nitel bir araştırma olarak tasarlanmıştır. Döküman analizi, veri kaynağı olarak mevcut kayıtların veya belgelerin sistematik olarak incelenmesi anlamına gelmektedir (Karasar, 2007). Örgüt teorileri bağlamında ulusal eğitim sistemi tarafından gerçekleştirilen değişimlerin incelenmesi amacıyla, 2009 ve 2014 yılları arasında Türkiye'de çıkarılan kararname, yönetmelik, yönerge ve genelge gibi yasal mevzuatlar veri kaynağı olarak kullanılmıştır. Bu yıllar arasında ulaşılan 311 devlet dökümanına Milli Eğitim Bakanlığı'nın internet sitesi aracılığıyla erişilmiştir. Yapılan ön değerlendirme sonucunda 19 dökümanın örgüt teorileri bağlamında incelenebileceği belirlenmiş olup; dökümanlara ulaşmada ve dökümanları kullanılmada beş temel basamak sırasıyla takip edilmiştir: (i) belgelere ulaşma, (ii) özgünlüğün kontrol edilmesi, (iii) dökümanların incelenmesi, (iv) analiz ve (v) elde edilen verinin kullanılması (Forster, 1995).

Bulgular

Bu çalışmada, Türkiye’de Milli Eğitim Bakanlığı tarafından gerçekleştirilen değişim uygulamaları kararname, yönetmelik, yönerge ve genelge gibi yasal mevzuatlar bağlamında örgüt teorilerine göre analiz edilmiştir. Milli Eğitim Bakanlığı tarafından yürütülen en kapsamlı değişim girişimi, örgüt üyelerinin görevlerinin değiştirilmesiyle beraber bakanlığın teşkilat yapısının da değiştirildiği 652 sayılı MEB Teşkilat ve Görevleri Hakkında Kanun Hükmünde Kararname’dir (Başbakanlık, 2011a). Bu kararnameyle bakanlığın amaçlarında ve görev alanına giren konularda değişimler yapılmıştır. Bu kararnamede performansa dayalı sistem ve stratejik yönetim anlayışı benimsendiğinden *Taylor’un bilimsel yönetim anlayışından*, uzmanlaşmaya değinildiğinden *Fayol’un yönetim anlayışından*, örgüt yapısının değişmesi ve yalınlaşması, yataylaşmaya gidilmesi, personele sorumluluk ve yetki devri verilmesi açısından *Weber’in bürokratik yaklaşımından* bahsetmek mümkündür.

Görevde Yükselme ve Ünvan Değişikliği Yönetmeliği’yle (Başbakanlık, 2013a) görevde yükselme şartları değiştirilmiştir. Nesnel kriterler getirilerek eşitliğin sağlanması amaçlandığından *Fayol’un yönetim anlayışından* söz edilebilir. Eğitim Kurumu Yönetici Atama ve Yer Değiştirme Yönetmeliği’yle (Başbakanlık, 2013b) valiliklere okul yöneticilerinin atanması yetkisinin verilmesi yerelleşmeye gidildiğini göstermektedir. Böylelikle yönetici atamalarında adaletin sağlanması, yerele otorite ve yetki verilmesi bakımından *modern yönetim yaklaşımlarından* bahsedilebilir.

Ortaöğretim Kurumları Yönetmeliği’nin (Başbakanlık, 2013c) düzenlenmesiyle okul yöneticilerinin okullardaki rolleri değişmiştir. Okul yöneticilerinden sadece yönetici olmaları değil aynı zamanda lider olmaları beklenmektedir. Böylelikle performans artırılması hedeflenmektedir. Okullarda takım ruhu kazandırılması ve işbirliğinin sağlanması açısından *Fayol’un yönetim anlayışından* ve okul yöneticisine performans takip görevinin verilmesiyle okullarda verimlilik sağlanması açısından *Taylor’un bilimsel yönetim anlayışından* söz edilebilir.

Eğitim Müfettişleri Başkanlıkları Yönetmeliği’yle (Başbakanlık, 2011b) merkez teşkilatında görev yapan görev ve yetki alanları geniş olan bakanlık müfettişlerinin görev ve sorumluluk alanları illerde teftiş yapacak olan müfettişlere yansıtılmış ve özlük haklarında iyileştirmelere gidilmiştir. Bu bağlamda yerele yetki ve sorumluluk aktarımı yapıldığından *modern yönetim yaklaşımlarından* söz etmek mümkündür.

Öğretmenlerin Atama ve Yer Değiştirme Yönetmeliği’yle (Başbakanlık, 2010b) öğrenim ömrü kaldırılarak öğretmenlerin yer değiştirmelerinde ve kendilerini geliştirmeleri amacıyla yüksek lisans ve doktora yapmalarında kolaylık sağlanması ortadan kaldırılmıştır. Öğrenim ömrünün ve uzmanlaşmanın önüne geçildiği bu yönetmelikle *Neoklasik yönetim anlayışlarından* bahsetmek oldukça güçtür.

Milli Eğitim Bakanlığına Bağlı Eğitim Kurumlarında Yöneticilerin Görevlendirilmelerine İlişkin Yönetmelik (Başbakanlık, 2014a) ve Milli Eğitim Bakanlığına Bağlı Eğitim Kurumları Yöneticilerinin Görevlendirme Kılavuzu’nun (MEB (MNE), 2014a) yayınlanmasıyla yönetici görevlendirmelerinde sözlü sınav sonucunun, değerlendirme komisyonunun ve sözlü sınav komisyonunun görüşlerinin dikkate alınacağı belirtilmiştir. Bu bağlamda okul yöneticilerinin belirli sürelerde okullarda görevlendirilmeleri, tek bir okulda uzun süre kalmamaları ve eğitim kurumları paydaşlarının

görüşlerinin alınmasıyla örgütsel hareketliliğin sağlanacağı ve örgütsel ataletin önüne geçileceği söylenebilir. Ancak görevlendirilecek yöneticilerin belirlenmesi hususunda sözlü sınav yapılması kayırmacılığa yol açabileceği gibi adaletsiz uygulamalara ortam hazırlayabilir.

Millî Eğitim Bakanlığı Bilişim Sistemleri (MEBBİS) Bakanlık Merkez Teşkilatı Birimleri, İl ve İlçe Yöneticilerinin Görevlendirilme ve Çalışma Esaslarına Dair Yönetmeliğin Resmi Gazete’de yayımlanmasıyla (Başbakanlık, 2014b) eğitim kurumlarında iletişimin hızı, kalitesi, etkililiği ve verimliliğinin geliştirilmesi amaçlanmıştır. Katılımcı yönetim anlayışının MEBBİS ile eğitim sisteminde uygulanmasıyla, *modern yönetim anlayışından* bahsedilebilir. ARGE Birimleri Yönergesi’nin (MEB (MNE), 2014b) düzenlenmesiyle stratejik yönetim, iç kontrol sistemi, planlama, idareyi geliştirme ve proje geliştirme amacıyla millî eğitim müdürlükleri bünyesinde ARGE birimleri kurulmuştur. Teknik ve yönetim açısından üretkenliği sağlamak amacıyla iş bölümü ve uzmanlaşmaya yer verilmesi açısından *Weber’in bürokratik yaklaşımından*, stratejik yönetim ve iç kontrol sistemi açısından ise *modern yönetim yaklaşımlarından* söz edilebilir.

Millî Eğitim Bakanlığı İç Denetim Yönergesi’yle (MEB (MNE), 2014c) örgüt içi denetime yeni bir anlayışın getirilmesi söz konusudur. Bu yönergeyle yönetimden yönetişime bir geçiş sağlanmaya çalışılmış; risk analizi yapılması, kaynakların etkin, ekonomik ve verimli kullanımının sağlanması, atanan iç denetçilerin görev tanımlarının yapılmasıyla bakanlık hesap verebilir bir yapıya getirilmeye çalışılmıştır. İç kontrol, risk yönetimi, performans değerlendirmeleri ve yönetim sistemlerine yer verilmesi bakımından yönetimde *modern yaklaşımlardan* bahsetmek mümkündür.

Eğitimde Kalite Yönetim Sistemi Yönergesi’nin (MEB (MNE), 2014d) düzenlenmesiyle Millî Eğitim Bakanlığı merkez, taşra ve yurt dışı teşkilatına bağlı kurumlarda, eğitimde kalite yönetim sisteminin kurulmuş ve emsallerine göre üstün başarı gösteren kurum ve ekiplerin ödüllendirilmesi sağlanmıştır. Ancak verilen ödüller kalite belgesi, derece ödülü ve plaketten oluşmaktadır. Okulların desteklenmesine katkı sağlayacak bütçe ödülü veya öğretmen motivasyonunu sağlayıcı bir ödül sunulmaktadır. İnsan ilişkileri ve ihtiyaçlarının gözetilmemesi nedeniyle yönetimde *insan ilişkileri yaklaşımından* söz edilememektedir. Orta Öğretim Genel Müdürlüğü’nün Görev, Yetki, Sorumluluk ve Çalışma Esaslarına Dair Yönerge’nin (MEB (MNE), 2014a) çıkarılmasıyla bakanlıkta yeni hizmet birimleri oluşturulmuştur. Eğitim sisteminde yeni hizmet birimlerinin kurulması, örgütün küçülmesi ve stratejik planlamanın yapılması bağlamında *modern yönetim yaklaşımlarından*, yeni açılan hizmet birimleriyle eğitim sisteminin izlenmesi ve değerlendirilmesi uygulamalarıyla *bilimsel yönetimden*; özel rol tanımlarının yapılması, verimlilik ve performans değerlendirmesinden bahsedilmesi nedeniyle *Taylor’un bilimsel yönetim anlayışından* bahsetmek mümkündür.

Özel Öğretim Kurumları Standartlar Yönergesi’yle (MEB (MNE), 2014f) öğretim kurumlarının yerleşim planlarının, okul binalarının, dersliklerin, bölümlerin, özel eğitim ve rehabilitasyon merkezlerinin fiziksel donanımının nasıl olması gerektiğine dair bir standartlaşmaya gidilmiştir. Kamu Personeli Genel Tebliği’nin (Başbakanlık, 2011c) yürürlüğe girmesiyle bayan memur için doğum iznine ek olarak süt izin saati-

nin artırılması ve eşin de doğum sonrası babalık izni gün sayısının artırılması sağlanmıştır. Bu tebliğle, çalışan bireylerin durum ve ihtiyaçları önemsenerak çalışma durumlarıyla ilgili özürli memurun günlük çalışma süresi ve gece nöbeti, hamile öğretmenlerin gece nöbeti ve gece vardiyası görevlerinin düzenlenmesi gibi düzenlemeler yapılmıştır. Bu bağlamda çalışanların ihtiyaçları gözetildiğinden *Neoklasik yönetim anlayışından* bahsedilebilir.

Mesleki ve Teknik Ortaöğretimde Okul Çeşitliliğinin Azaltılması Genelgesi (MEB (MNE), 2014g) ile daha önce farklı birimlere bağlı iken halen MEB Mesleki ve Teknik Eğitim Genel Müdürlüğüne bağlı olarak faaliyet gösteren 22 okul türünün öğrenim süreleri ile mezunlarının hak ve yetkilerinde herhangi bir değişiklik yapılmaksızın Mesleki ve Teknik Anadolu Lisesi ile Çok Programlı Anadolu Lisesi (Anadolu meslek programı, Anadolu teknik programı, Anadolu Lisesi ve/ya Anadolu imam hatip lisesi) adı altında yeniden yapılandırılması onaylanmıştır. Okul türünün azaltılarak sadeleştirilmeye gidilmesi ve okul türlerinin belirlenmesinde valiliklere yani yerel yönetime yetki aktarımı açısından *modern yönetim yaklaşımlarından* söz edilebilir.

Millî Eğitim Bakanlığı İletişim Merkezi Genelgesi'nin (Başbakanlık, 2014b). yürürlüğe girmesiyle bakanlığa daha kolay ulaşılabilirlik amaçlanarak hesapverebilirlik ve cevapverebilirliğin önu açılmıştır. İnsan ihtiyaçlarına cevap verme ve örgütün açık olması açısından *modern yönetim anlayışının* benimsendiği söylenebilir. İlçe, Okul ve Kurumlarda Stratejik Plan Yapılması Genelgesi (MEB (MNE), 2010) ile stratejik plana dayalı bütçe performansının ölçümüne yönelik bilgi teknolojileri destekli bilgi yönetim sisteminin tasarlanarak kurulması hedeflenmiştir. Bu genelgeyle stratejik plana ve performansa dayalı bütçe yaklaşımı benimsenmiş olduğundan *modern yönetim yaklaşımlarından* bahsedilebilir.

İlköğretim Kurumları Standartları Genelgesi'nin (MEB (MNE), 2009a) paydaşların okulların değerlendirilmesini izleyebilmesinin sağlanması ve okullara standartlar getirilmesi açısından *modern yönetim yaklaşımlarının* benimsendiği söylenebilir. Öğretmen Yeterlikleri ve Okul Temelli Mesleki Gelişim Modeli Genelgesi (MEB (MNE), 2009b) ile öğretmenlik mesleği genel yeterlikleri, özel alan yeterlikleri belirlenmiş ve kitap olarak basılmıştır. Mevcut öğretmenlerin yeterlikler temelinde mesleki gelişimlerini sağlamalarında kendilerine rehber olması bakımından Okul Temelli Mesleki Gelişim Modeli oluşturulmuştur. Çalışanların sahip olması gereken yeterliklerin belirlenmesi ve okul gelişimi için standartlaşmaya gidilmesi açısından *Taylor'un bilimsel yönetim anlayışından* söz edilebilir.

Tartışma ve Sonuç

Türk Milli Eğitim Bakanlığı son beş yıl içerisinde yaptığı yasal düzenlemelerle yapısal olarak köklü değişim çabaları içerisine girmiştir. Bu değişim çabalarının örgütsel teoriler açısından incelendiği bu çalışmada bakanlığın yapısal olarak kendini yenilemeye ve yeniden yapılandırmaya çalıştığı görülmektedir. MEB'de Taylor'ın bilimsel yönetim anlayışı çerçevesinde sadeleşme, verimliliği ve etkililiği artırma çabaları görülürken; Weberyana açıdan uzmanlaşma çabaları gösterilmektedir. Öte yandan örgüt yapısını daha yatay bir yapıya götürmek hedeflenerek yerelleşme yönünde adımlar atılmıştır. Ayrıca modern yaklaşımlar açısından kökü Taylorizme dayanan

performansa dayalı yönetim anlayışının hukuki alt yapısı geliştirilmeye çalışılmış, stratejik yönetimi benimseyen, iç denetimini ve iç kontrolünü yapan hesap ve cevap verebilir bir bakanlık örgütü hedeflenmiştir. Neoklasik yönetim açısından bakıldığında ise yapılan hukuki değişimler kısıtlı düzeyde kalmış, işgörenlerin özlük haklarında ve çalışma koşullarında onları tatmin edecek düzenlemelere gidilememiştir. Genel olarak değerlendirildiğinde MEB'in hukuki çalışmalarının örgüt yapısı açısından daha yatay, etkin ve verimli bir yapıyı hedeflediği söylenebilir ancak iyi işleyecek bir performans sisteminin öğretmenleri motive edecek öğeleri içermesi, ödül sisteminin iyi işlemesi, ölçülebilir ve uygulamaya geçirilebilir performans kriterlerinin getirilmesi gereklidir. Ayrıca MEB'de yerleşme çabaları gösterilse de bunlar yetersiz düzeyde kalmaktadır. 2015-2019 stratejik planında ele alınan Okul Merkezli Stratejik Yönetim anlayışı çerçevesinde özellikle okul müdürlerine birçok yetki ve sorumluluk aktarımı sağlanarak daha özerk ve bağımsız okullar yaratılabilmesi, okul müdürlerinin birer stratejik ve öğretim lideri olması yolunda yetiştirilmesiyle uzmanlıkları artırılabilmesi, merkez teşkilatı hâlâ kendisinde tuttuğu yetkileri il ve ilçe milli eğitim müdürlüklerine aktarabilmelidir. Diğer taraftan sözlü sınav gibi kayırmacılığa ve adaletsiz uygulamalara yol açabilecek yöntemlerin yöneticilerin görevlendirilmesinde rolü kısıtlı olmalı; bu görevlendirmelerde nesnel ve çoklu değerlendirmelere (yazılı sınav, paydaş değerlendirmesi, sözlü sınav, eğitim yönetimi üzerine lisansüstü eğitim vb.) gidilerek modern yönetim yaklaşımları bağlamında daha demokratik, adaletli ve şeffaf bir yaklaşım benimsenmelidir. Ayrıca bakanlık yönetimden yönetişime geçme çabaları daha da hızlandırılarak okullardan, merkez teşkilatındaki her birime kadar şeffaf, etkili, katılımcı, hesap ve cevap verebilir bir örgüt yapısına kavuşmalıdır. En önemlisi de MEB, hedeflerini sadece çıkardığı hukuki metinlerle değil, bu metinlerin gerektirdiklerini etkin, verimli ve başarılı bir şekilde hayata geçirerek gerçekleştirmelidir.

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