Evaluation of the last configuration in the central organization in Turkish Education System

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Abstract

The organizational structure and the name of the Ministry of National Education have been changed at different times since the establishment of the Republic of Turkey several times. Although the purpose of every change in the structure of the organization is to make the ministry more functional, it made the central organizational structure complicated and a cumbersome structure was established. A kind of giant and cumbersome and complex structure which has over 17 million students and 700,000 teachers spreading all throughout Turkey hasn’t been simplified.

However, a new restructuring was carried out in Ministry of Education central organization in order to eliminate the complex and cumbersome structure in 2011, and central organizational chart re-created. The purpose of this study is to reveal what recent restructuring in the organization structure of the Ministry of Education central organization has changed and to debate whether the transition from vertical organization structure to the horizontal organization eliminated complex and cumbersome structure or not in terms of management theories.

Keywords: Ministry of National Education, Ministry of Education central organization

1. Introduction

The most important aims of societies can be stated as keeping their existence and increasing their life quality. To achieve this aim, it is important to use all of the sources including mainly human in the most effective way. One of the most important elements which affect the level of the efficiency in the source use is perception of management and its practices in an organization. Today, one of the most important features which separates developed countries from developing ones is the management quality in the organizations in former ones. In this study, Ministry of National Education’s central organization’s organizational structure is investigated and it is compared with organizational theories.

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Classic Theory:

Classical Management Theory which investigates the organizations’ structure and individual efficiency is the first theory which is produced in management literature. There are three approaches under the classical management theory. Frederic Taylor’s (1856 – 1915) Scientific Management Theory foresees finding the best way for a job to be done and its application (Design of the job) to increase the individual efficiency (Eren, 1911, 16). The structure of an organization is not very interested. Henry Fayol’s (1841 – 1925) management process put emphasis on organizational structure to increase organizational efficiency. Karl Emil Maximilian Weber’s (1864 – 1920) bureaucratic approach expresses the organization of scattered social activities and their management (Ülgen, 1989, 20 – 21). Generally, classical theories in management depend on the hypothesis that human will be employed as a machine to increase organizational and individual efficiency. So, they have strict rules, they are not flexible. At this point of view, it can be said that this theory has a narrow contented, bureaucratic and mechanic structure.

Behavioral Theories:

A new theory named behavioral theory (human relationships) started to develop in 1930s when classical management theory’s developments reached to the top. The most important feature of behavioral theory is its investigation of human element which is lack of classical theory. Two of the important studies, Kurt Lewin’s leadership study which behavioral theory depends on reveal the importance of democratic leadership (Eren, 1991, 25) and at the end Hawthorne studies which is conducted by the leadership of Elton Mayo, it is revealed that it is not necessary to improve physical conditions to increase organizational efficiency but social and psychological factors are important Efîl, (1995 : 32 – 33).

Contemporary Theories:

Advances like the complication of organizations structures, rapid advances in production and information technologies, acceleration of democratizing process, appearing of human’s real value and importance, advances in mass communication opportunities causes classical and behavioral theories become insufficient. In the basic of contemporary management theory, it can be said that, a management process is dominant in which the aim is not to rule but to join and joining in a democratic level.

Contemporary Management theory can be investigated under three topics, system approach, contingency approach and dynamic management approach. According to the system approach, the existence of the organizations and actualization of their aims effectively and productively depend on their ability to ensure system – environment (inside and outside) suitably. So, it is vital for the organizations solving the problems which occur from system environment relationship. Contingency in management approach intends to understand that every organizational system have its own structure and environment. So it is not true trying to find general principles which can be applied to all organizational structures and there is not such kind of principles, either. Different structures and different process conditions of organizations require different management perceptions (Koçel, 2011). There is not a “the best approach” which is valid in every place and condition in management.

Vertical – Horizontal Organization

This model is the one in which under a specific person’s management, administrative grades are under the management of one another from top to down in a hierarchical form or a model of organization model which successively rises from the bottom to the top. Vertical Organization is also called hierarchical or line type organization. It is a good type of organizing in the conditions like for a company in which so many people work together and group the staff’s work and have them work in a discipline and also in the condition which the authority should be collected in someone (Tortop, 1983, 71). The most beneficial part of vertical organizing is that one can rapidly make a decision and it is easy to establish discipline.

In the horizontal organizing, missions are considered and expertness plays an important role. There is no strict hierarchy like vertical organizing. The important thing is doing the mission in an effective way. In this type of an organizing, orders can be taken from a relevant person not from a superior. These kinds of organizations are founded by adding a technical personnel service to a hierarchical or line type organization and they are suitable for team work and job sharing (Kalkandelen, 1986, 105). The most important superiority of horizontal organization model is the accomplishment of job sharing; decision of obligations and authority and sharing obligations caused by
the most important drawback of the model is the difficulty on the establishing coordination among units and the problems faced in inspections.

**HISTORICAL DEVELOPMENT OF THE MINISTRY OF NATIONAL EDUCATION**

During one party period, the Ministry of Education’s structure has been consistently developed. The name of the Ministry has changed eight times as well. The name of the Ministry has become the Ministry of Education (Maarif Vekaleti) in 1920, the Ministry of Culture in 1935, the Ministry of Education (Maarif Vekilliği) in 1941, the Deanery of National Education in 1946, the Ministry of Education (Maarif Vekilliği) in 1954, the Ministry of National Education in 1961, the Ministry of National Education Youth and Sports in 1983, and the Ministry of National Education in 1991 again. From 1920 to 1950, during one party period, in the central organization of the Ministry, crucial structural change has been carried out five times. (Başaran, 2000, S.43).

First of all, at the time of Ottoman Empire, the government of Turkish Grand National Assembly has been established with the law of number 3 and the Ministry of Education (Maarif Vekaleti) has been established inside the government. The second one has been made with the law (the law related to Educational Organization) related to Education organization of number 789 in 1926. The most important change is the establishing of country organization in this law. It has been added the units of stores, building, libraries, old works, vocational and technical education, Education and Discipline Department. The third one has come true with the Ministry of Education’s law (Mission and Central Organization of the Ministry of Education’s Law) of Central Organization and Missions of the number 2287 in 1933. As a result of organization’s expansion, the numbers of the counselorship has doubled. The fourth change has been made with the law of number 2773 in 1935, the fifth one with the laws of number 4113 in 1941. Instead of the radical changes, in these laws, it has become as leaving Counselorship and the Counselorship of the Vocational and Technical Teaching from each other and making them less dependent to each other. These two-headed process has been lasted to 1980s. (Başaran, 2000, S.43).

The Ministry of National Education’s organization has consistently been the theme of modernization and development studies during Republic Period, these change studies has been mostly approached in terms of structure and laws. From beginning to today, the tendency of name changing, development and sorting to interior departments has been strong in central organization, it has been as adding new units to the Ministry and removing some units.

The central organization of the Ministry of National Education was regulated with the No.3797, 1992 dated law on Organization and the Duties of Ministry of National Education. The management structure and central organization has been restructured with the No.652 Decree Law on the Organization and Duties of the Ministry of National Education which was come into force on 14th September, 2011 and it has taken its current state.

**THE ORGANIZATION STRUCTURE OF THE MINISTRY OF NATIONAL EDUCATION**

With the No.652 Decree Law on the Organization and Duties of the Ministry of National Education which was come into force on 14th September, 2011, the management structure of the Ministry of National Education has been revised and restructured. According to this Decree Law, the duties, powers and responsibilities of the ministry have been reorganized. The number of the service units have been reduced.

**The General Directorate of Basic Education:** The General Directorate of Basic Education has been established by combining the General Directorate of Pre-school Education and The General Directorate of Primary Education. The duties of these two general directorates were given to the General Directorate of Basic Education.

**The General Directorate of Secondary Education:** The duties of the General Directorate of Higher Education and the Department of Secondary Education Scholarships and Dormitories have been given to the General Directorate of Secondary Education and it has maintained its position in the new structure.

**The General Directorate of Vocational and Technical Education:** The General Directorate of Technical Education for Boys, The General Directorate of Technical Education for Girls and The General Directorate of
Commercial and Tourism Education have been combined and The General Directorate of Vocational and Technical Education has been established instead of them.

**The General Directorate of Religious Education:** There haven’t been any differences in the General Directorate of Religious Education.

**The General Directorate of Special Education and Guidance Services:** The General Directorate of Special Education and Guidance Services has been established instead of The General Directorate of Special Education Guidance and Counselling Services.

**The General Directorate of Life-Learning:** The General Directorate of Life-Learning has been established by changing the name of The General Directorate Apprenticeship and Non-Formal Training and the duties of The Departmet of the Fund for the Development of Apprenticeship, Vocational and Technical Education have been added.

**The General Directorate of Private Education Institutions:** There haven’t been any differences in the General Directorate of Private Education Institutions.

**The General Directorate of Innovation and Education Technologies:** The General Directorate of Education Technologies have been changed into The General Directorate of Innovation and Education Technologies.

**The General Directorate of Teacher Training:** This directorate has been established by combining the General Directorate of Teacher Training and the Department of In-Service Training.

**The general directorate of the European Community and Foreign Relations:** The general directorate of the European Community and Foreign Relations has been established by combining The general directorate of Education and Training Abroad and The general directorate of Foreign Relations.

**The Guidance and Inspection Presidency:** Guidance and Inspection Presidency has been established instead of the Board of Inspector.

**The Strategy Development Presidency:** This presidency has been established to fulfill the duties given by the Ministry of National Education according to the Law on Public Financial Management and Control No. 5018.

**The Legal Consultant:** It has been established for the trials and other judicial affairs to which the ministry is a party.

**The General Directorate of Human Resources:** The General Directorate of Human Resources has been established by changing the name of The General Directorate of Personnel.

**The General Directorate of Support Services:** The General Directorate of Support Services has been established by combining the duties, powers and responsibilities of the department of education devices and equipment, the department of administrative financial affairs, the department of operations and the department of publications office.

**The group Department of Information Technologies:** It has been established to fulfill the works and operations such as information, internet and automation of the Ministry of National Education.

**The Group Department of Construction and Estate:** The Group Department of Construction and Estate has been established instead of The Department of Investments and Facilities.

**The Press and Public Relations Consultant:** It has been established to plan the activities related to the press and public relations of the ministry and to fulfill these activities according to principles and procedures.

**Private Office Secretary:** It has been established to prepare the working program of the minister and to carry out the protocol and ceremonial activities.

**Changes come into force with No.652 Decree Law**

At the Central organization of the Ministry, the people appointed to the positions of Undersecretary, Deputy Undersecretary, The Head and Member of the Board of Education, General Administrator, The Head of Guidance and Control, The Head of Strategy Development, The Advisor of Ministry, First Legal Counsel, The Head of The Group, Press and Public Relations Officer, Private Office Secretary, National Educational Specialist, Legal Counsel and National Educational Specialist Assistant, on the condition of corresponding their own positions, can be employed regardless of the law No.657 and the provisions of employing contracted personnel of other laws. In this way, the senior management can be dismissed from their positions at any time.
Permanent boards in the Ministry of Education (the board of administrators, the board of Apprenticeship and Vocational Training, the board of Student Discipline, Specialization Commissions) have been abolished. But the National Education Council has been defined as the highest advisory board and authority of examining the necessary issues related to the education and training and taking advisory decisions.

The displacements of the Provincial National Education Directors, the District National Education Directors, the principals of the schools and institutions will be done on the basis of regional service and job rotation considering their duration of service, performance and competencies. In this way, the job rotation has been adopted to those serving at these positions.

The Inspector of Education has been changed as the Provincial Education Supervisor. The Provincial Education Supervisors and the Provincial Education Supervisor Assistants have been authorized to carry out the services of guiding, at work training, supervising, evaluating, investigating and inquiring of all levels and types of formal and non-formal education institutions and Provincial and District National Education Directorates in the city.

The second step of restructuring is about the units running under the main service units mentioned above. The Ministry of National Education consisted of the units dealing with the administrative duties, structural accomplishments and the duties and functions of resolving daily problems. About 540 titles have been abolished and 106 titles have been come into force in order to provide a functional structure (652 S.K.H.K.).

With the restructuring, new units have been established to improve the educational policies and educational environment and to remove the fundamental problems of education. The 88 chairmanships of Groups have been constituted running under the General Directorates and the Chair of Turkish Education Board.

Horizontal organizational model has been adopted instead of vertical organizational model with the new structure of the Ministry of National Education. General Directorates having co-working tasks have been combined and the units have been reduced from 32 to 18. The positions of General Director Assistants and the Head of Departments, the Branch Departments running as units under The Ministry of Education have been abolished and less bureaucratic group heads have been come into force. The group departments of educational policies have been established under each unit in order to improve education quality. These units are in charge of improving education policies in accordance with the principle of quality, equality and effectiveness of education system. Increasing the quality of education is in charge of the group departments of the newly established education programs and the renovation of content and the head groups of teaching materials.

The group departments of improving education environment and learning processes have been established in order to provide the equality of opportunity which was one of the most fundamental issues in our country. It will undertake the task of improving educational environments and processes and the task of removing the quality and quantitative differences among the schools.

Some units have been established to remove the ingrained problems of education system. The group department of Reading Culture and Libraries will implement the duties of determining new strategies to improve reading culture and creating projects.

Another fundamental shortage of The Ministry of National Education is not making the human resources planning related to the teachers and other personnel. Henceforth, the head group of teacher training and planning will implement the duties related to meeting the need for teachers. The group department of teacher qualifications will maintain the duties of increasing the quality of teachers, determining and improving their effectiveness. The group department of professional development support will plan training in cooperation with institutions of higher education and pursue the teacher qualifications regularly.

The group department of Social Partners and Projects established under the Directorate of Apprenticeship and Vocational Education is responsible for providing the attendance of Professional chambers and the representatives of the business world to education process.

Special talent is one of the most debated subjects of education issues in our country. A group department has been established to deal with this subject specifically and it has been aimed to determine the talented individuals and increase the education opportunities for these individuals. This unit will work with the civil society and representatives of the relevant sectors closely.
The fundamental change related to The civil society relationships is the establishment of the group department of labour relations and operations under General directorate of human resources.

The general directorate of life-learning is one of the most important restructuring. The links among our public will be strengthened with the education for all ages and in all places with modern point of view by the group department of non-formal vocational education, the group department of social and cultural trainings and activities and the group department of open learning.

**Conclusion and Discussion**

The societies produce their products they need with the help of their members in order to make themselves alive. In order to produce this product, they need people more than one in terms of the quality and quantity. For this reason, people organize in cooperation (Başaran,1989:145). Therefore, the birth reason of the organizations produces the product and services the society needs in accordance with legal borders.

Establishing a structure appropriate to the target, employing the personnel who can carry out the targets, the working of personnel and appropriate equipment for carrying out the targets of the organization are needed to provide to reach the targets of the organization. Especially in educational organizations, establishing the structure of the organization functionally for organizational productivity and improving personal relations among personnel is needed. Because the organizations can reach positive results only with the help of their members.

As it is mentioned in the beginning of the study, management theories and vocational organisation of the Ministry of National Education’s organizational structure are inspected. When the old version of vocational organization of the Ministry of Education, a vertical organizational structure is seen. An organization has been constituted at the level of common management for each unit and under the control of them, the cadre of many assistant managers, head of department and branch offices are available. Assigned position of these common managements have been within the other. In this structure, being approved of an official document or a project thought to be carried out takes a long time and this causes the loss of both time and labor.

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