EVALUATION OF TOP MANAGERS AND WORKERS' VIEWS WHO WORK IN THE CENTRAL ORGANIZATION OF MINISTRY OF NATIONAL EDUCATION ON RESTRUCTURE

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ABSTRACT

Aim. The aim of the study is to examine the views of top managers and workers that work in the central organization of Ministry of National Education on restructure (MoNE).

Method. The qualitative method was used in this study. The views of top managers in MoNE on restructure were collected via semi-structured interview form. Moreover, focus group interview was held with a group of nine participants (two chefs, a teacher who works in the headquarter of MoNE, two educationalists, a branch manager, an inspector, a head manager and two MoNE educational assistant experts).

Findings. In this qualitative research, content analysis was conducted and the themes after the analysis were very close to the organizational change management model of Tushman and O'Reilly. The themes of the analysis were human, culture, structure, task, strategical choices and managerial leadership; and the restructure of MoNE was evaluated via these themes.

Results. When the findings related to these themes were examined, it was seen that participation in the decision making process of organizational changing was poor, the effects of change on workers were ignored, the model after the change processes was not well built, uneasiness was the dominant factor in the changing period, there was no environment of trust, organizational memory was destructed and there was no effective monitoring and evaluation mechanism. It could be said that the positive sides of the changing process were that the bulky body of MoNE decreased, the positions and criteria of MoNE educational assistant experts were organised via legal regulations, and overlap of works was more ordinate.

Keywords: Restructure, Turkish Ministry of National Education, top managers, central organization.

INTRODUCTION

With the emergence of the information society, information is quickly losing its validity and replacing its position with new information. The fast change of information, globalization and the fast changes in technology have been forcing organizations to review their strategies and their structures (Drucker, 2006). These circumstances are also pushing organizations into producing new information and using this new information effectively. Organizations should transform themselves without changing their core and should give flexible and quick reactions to the pressure from the environment (Özdemir, 2013). This flexible structure could be designed by enabling organizational improvement and by successfully managing organizational change. It is seen that the organizations that lead organizational change successfully adapt to the changing society more easily and last longer. When carrying out this change, it's crucial for the organization to make radical changes in its strategy and structure and rapidly get rid of the threats from its environment (Hannan and Freeman, 1984). In the studies, it has been established that in the organizational change, apart from technology, human, structure, and environment, organizational culture and organizational climate also play a significant role (Benneth, 2008; Lawler and Silitoe, 2010; Tseng and Mclean, 2008).,

It has been observed that in Turkey, especially after 1980s, there were a lot of changes and transform attempts in the educational system. Some of them were: Total Quality Management practices, preparing curriculums according to constructivist approach, the closure of private teaching institutions, change of compulsory education period (from 8 years to 12 years), FATİH project etc. The aim of these change attempts was to improve the educational system, to develop human and technological capacity and to reach the goals and targets effectively. However, these changes were not effective because they were facile changes (Hesapçıoğlu, 2003; Kaptan, 2001; Özdemir, 2013; Toklucu, 2001; Toptan, 2001; Türk, 1998).

Ministry of National Education (MoNE) aimed to have a more flexible and more effective organizational structure by restructuring its headquarter with the decree law 652. However, this process was a top-down process and the views of participants and stakeholders were neglected. Moreover, there was no shared vision and goals among the workers (Yıldırım and Çarıkçı, 2013). Besides this, Öztürk and Balcı (2014) indicated that public opinion was neglected during the restructuring of MoNE. The Institutional Educational Reform Initiative ERI's Education Monitoring Report (2011) showed that the body of the headquarter became simple but provincial organizations of MoNE had to be powered; otherwise, this would cause some managerial risks. Besides this, the sudden fall in the number of managers from 320 to 80 paralysed the decision making process. After the restructuring period, Research and Development Department was closed, which was a fatal error. According to Tabak (2013), institutional memory got lost and the organizational culture of MoNE was damaged. Moreover, managers in MoNE were changed frequently. As a result of this, there was no sound decision taken.

The studies above were the external evaluations of the restructuring period in MoNE. The aim of the study is to get internal evaluation while asking the top managers and the workers in MoNE. The importance of the study is

that its results will give idea to top managers about the restructuring in MoNE and it will enlighten other researchers because they will have the chance to access an internal observation on the restructuring in MoNE.

Organizational Change Management

Organizational change management is the process in which organizations make planned and systematic changes to achieve their goals and to meet the expectations and needs of the workers and societies in the changing circumstances of the world (Robbins and Judge, 2013). In the change management process, four factors are vital: human, structure, task and organizational culture or technology. Tushman and O'Reilly (2004) focused on these four factors and they established how an organizational change should be managed through appropriate leadership and well-built strategies,

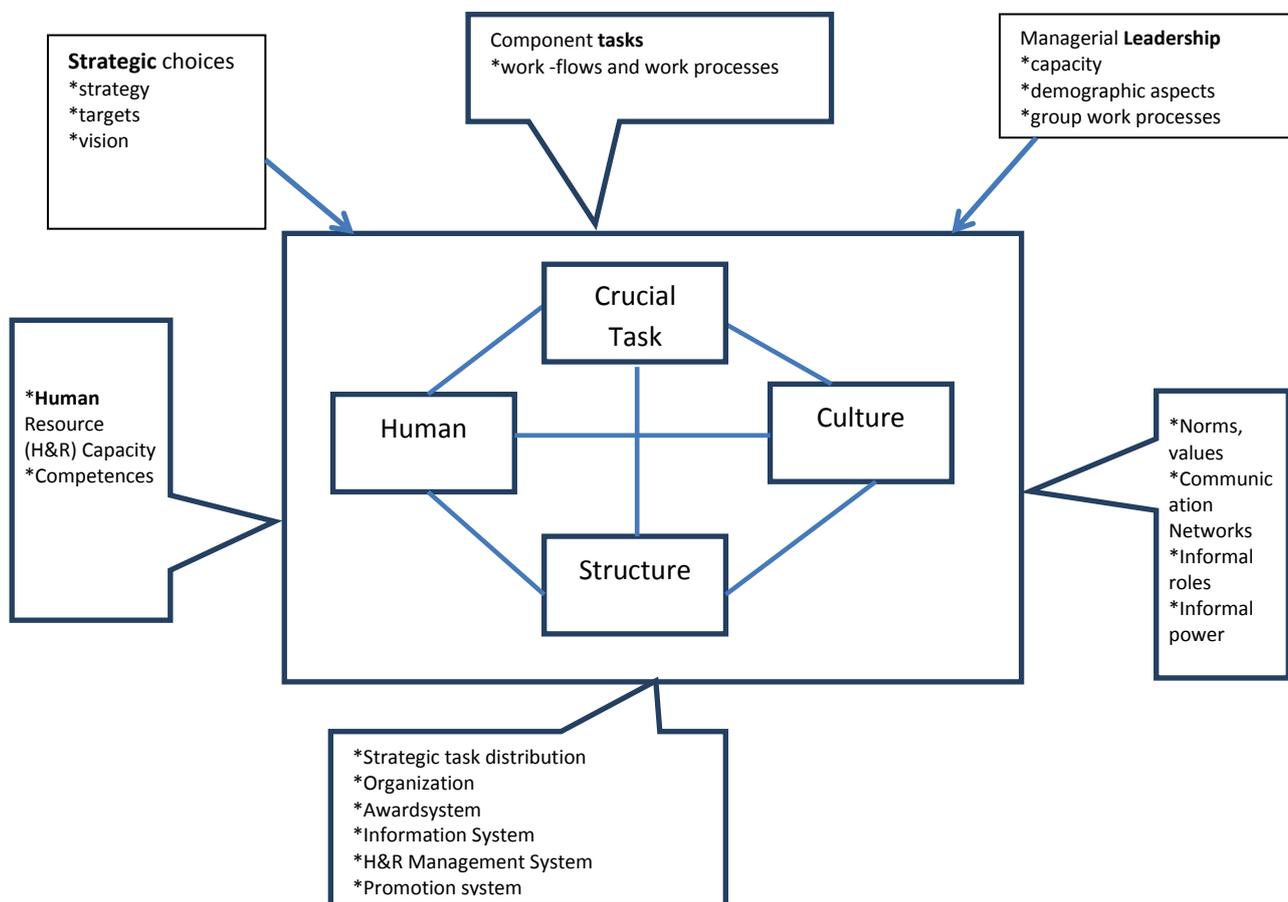**Through appropriate leadership and well-built strategies,**

Figure 1. Tushman and O'Reilly's change management model

As is seen in Figure 1, while changing human during the changing process, using effective H&R, building human capacity and competences are very important. While changing the structure, strategic task distribution, organization, award system, promotion system, information system and H&R management system are built and

run in an effective way. In culture dimension, it is necessary to create norms and shared values, open communication channels and to use informal roles and informal power. In the task part, work flows should be designed, work processes and competences should be clear. While paying attention to these factors, in the changing process, there should be a leader who knows group work and has capacity and competences to manage the change process and there also should be strategies to help the leader to achieve the goals.

Restructuring of the MoNE Headquarter

The structure of MoNE was organized on 30.04.1992 with the law of 3797. In this law, there were 29 directorates general in the structure (Resmi Gazete, 1992). But this body was bulky. MoNE tried to restructure its body to meet the expectations of the society and to make it more active and effective. In EU adaptation process, MoNE prepared the document that is called as "The Green Book" or "The Green Document". In this document, there was information about how MoNE would restructure itself and what managerial reforms MoNE would improve (MEB, 2010). In "The Green Book", the number of directorates general was planned as 11. However, in the restructuring period in 2011, although some ideas were taken from "The Green Book", the document was neglected. On 14.09.2011, MoNE was organized with the Decree Law 652 (Resmi Gazete, 2011). While in the law of 3797, there was a director general, two deputies' director general, five heads of department and 15 branch managers; in Decree Law 652, there was a director general and seven group presidents in a directorate general. It can be seen that the number of decision makers was decreased. Moreover, the number of directorates general became 19. To make the organization more active and effective, the position of MoNE assistant experts and experts were allocated. Their task and responsibilities, working rules and procedures were defined with the Regulation on 30.03.2012 dated (Resmi Gazete, 2012). After Decree Law 652, on 01.03.2014, with the Law of 6528, the structure of MoNE was re-designed. Two new directorates general were established and thus the number of directorates general became 21. Besides this, the name "group presidents" was replaced with "head of department". In Figure 2, the latest organizational chart of MoNE can be seen.
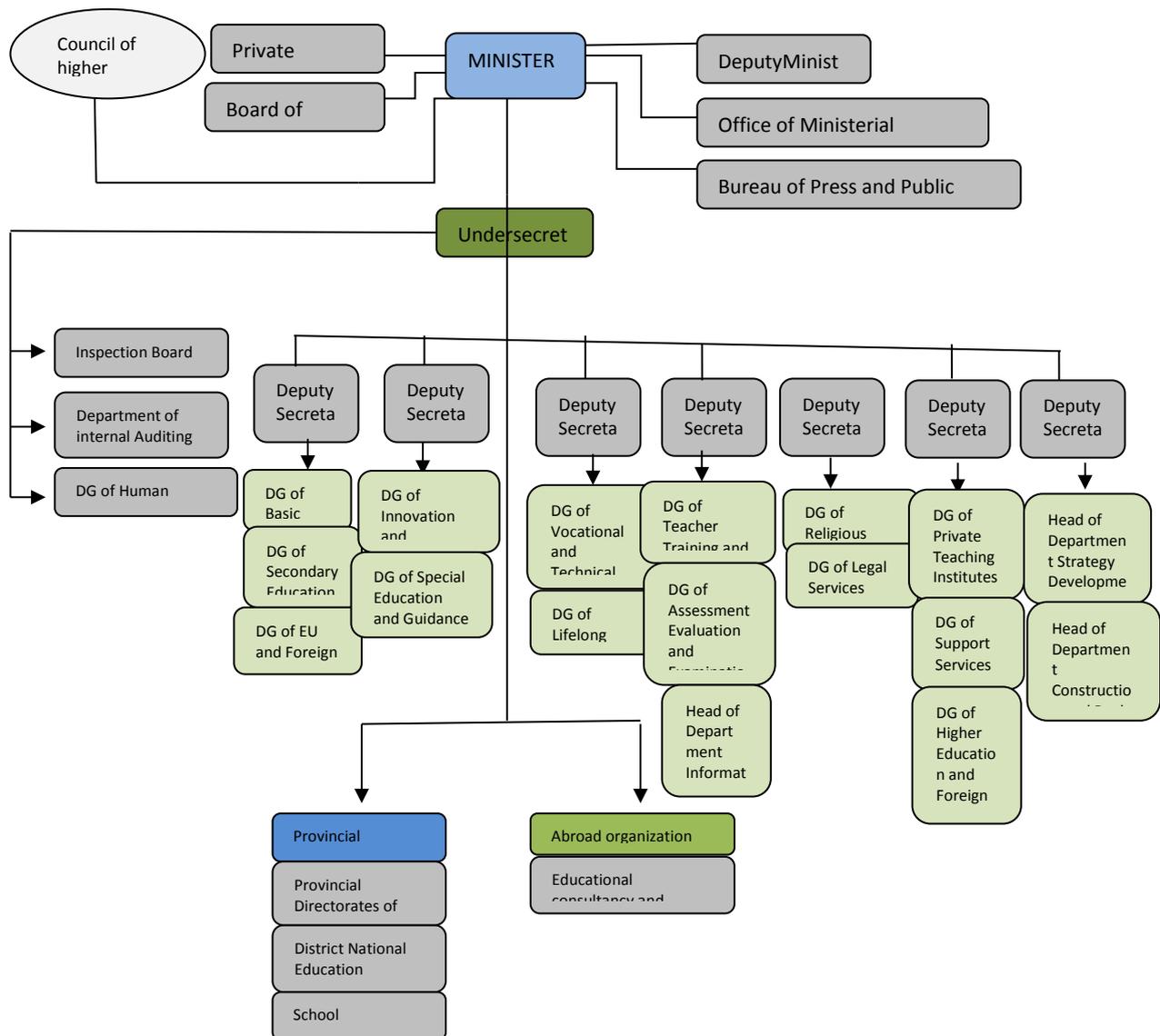
Figure 2. Organizational Chart of MoNE.

In Figure 2, the organizational chart of MoNE can be seen. As is seen in the Figure 2, there are seven deputy secretaries and two or three DGs work with each deputy secretary. Besides this, the undersecretary works with Inspection Board, Department of Internal Auditing Unit and DG of Human Resources. In the chart, it is also observed that there are Provincial Organization and Abroad Organization of MoNE, as well as the headquarter of MoNE.

METHOD

Research Design

In this study, qualitative method was used. In qualitative researches, there is no generalization. Instead of that, detailed information is vital (Creswell, 2014; Glesne, 2014; Patton, 2014; Yıldırım & Şimşek, 2013). In the study, semi structured interview form was used and there were 6 main questions, as well as 5 questions that made the interview clearer. By the help of the interviews, detailed information on organizational change management was gathered from the top managers and the other workers in the MoNE.

Study Group

In the study, the semi-structured questions were asked to 5 deputy secretaries, 5 general directors. In MoNE, there were totally 5 deputy secretaries and 19 general directors, but five of them were the general directors of vital DGs. To keep in safe their identification, little information was given about them. Besides this, two chefs, a teacher, two educational experts, a branch manager, an inspector, a MoNE educational expert assistant and a head of department joined the focus group interview. The deputy secretaries, general directors and other workers had been working at MoNE for at least five years and they were there during the pre-change, while change and post-change periods. Therefore, they knew the change period and the effects of it well. All deputy secretaries were male, and with the exception of one of the general managers, the other general directors were male. Their ages were between 42 and 59. Moreover, in the focal group interview, there were five female and four male participants. Their ages were between 27 and 48. With the deputy secretaries and general directors, face-to-face interview was made because the researchers tried to take detailed info about restructure of MoNE and these people were the decision makers of this process. However, focus group interview was made with two chefs, a teacher, two educational experts, a branch manager, an inspector, a MoNE educational expert assistant and a head of department because they were affected from this process.

Instrument and procedures

In the study, semi structured interview form was used and there were 6 main questions as well as 5 questions that made the interview clearer. For the preparation period of semi structured interview forms, firstly, the literature about organizational change management was deeply investigated. Then, the draft interview form was sent to five experts whose field of study was organizational change management. Besides this, three undersecretaries gave their opinions on the semi structured form. After the finalization of the interview form, the interviews were started. Except for two deputy secretaries and two general directors, all participants gave permission for voice record. The interviews with them lasted between 45 minutes and an hour. After the interview, the whole text that included their answers were sent to them in order to provide them check their ideas. After their feedbacks, the texts were started to be coded by two independent researchers. At the end of their coding, it was seen that 90% of their codes were the same. Moreover, the focal group interview was held

with two chefs, a teacher, two educational experts, a branch manager, an inspector, a MoNE educational expert assistant and a head of department. Focal group interview was an interview in which there were 8 to 10 people and they talked about a certain subject in an interactive way (Glesne, 2014; Patton, 2014; Yıldırım and Şimşek, 2013). To hide the identification of the participants, some initials were used. For example, for deputy secretaries, "DS" was used and each deputy manager got a number. To general directors, "DG" was used and again a number was given to each of them. In the focal group interview, initials "FG" was used. The initial "FGH" meant it was the head of department in the focal group interview. "FGB" referred to the branch manager in the focal group interview. "FGC1" referred to the first chef in the interview and FGC2 symbolised the second chef in the interview. The external reliability of the research, the researchers gave detailed info about their position, their experience about the subject, the other participants joined to the research, the social environment where the research was conducted and the phases of the study. Moreover, for the sake of external reliability, the data was stored in case any researchers might ask for their research and the researchers might compare the results of the new researchers.

Data Analyses

The speech text of the focal group interview and the interviews with general directors and deputy secretaries were coded via two researches and it was seen that %96 and %90 of the codes were the same respectively. In this content analysis part, it was observed that all codes were very similar to Tushman and O'Reilly's model. Therefore, the data analysis was done by the help of this model. NVivo 11 was used to analyse the codes. In this qualitative research, content analysis was conducted and the themes after the analysis were very close to the organizational change management model of Tushman and O'Reilly. The themes of the analysis were human, culture, structure, task, strategical choices and managerial leadership; and the restructure period of MoNE was evaluated via these themes.

RESULTS

This part consists of the findings that were obtained through content analysis. According to the participants' sayings, "monitoring and evaluating system" and "institutionalism" were added to "structure". Moreover, "organizational memory" was joined to the theme "culture". In addition to this, some codes that existed in Tushman and O'Reilly's model but not said by the participants were omitted. In Table 5, the symbol "n" did not refer to number of participants, but it referred to the number of interviews.

In Figure 3, the themes and codes that were the results of content analysis and that were parallel to Tushman and O'Reilly's model can be seen. This model was designed via NVivo 10.
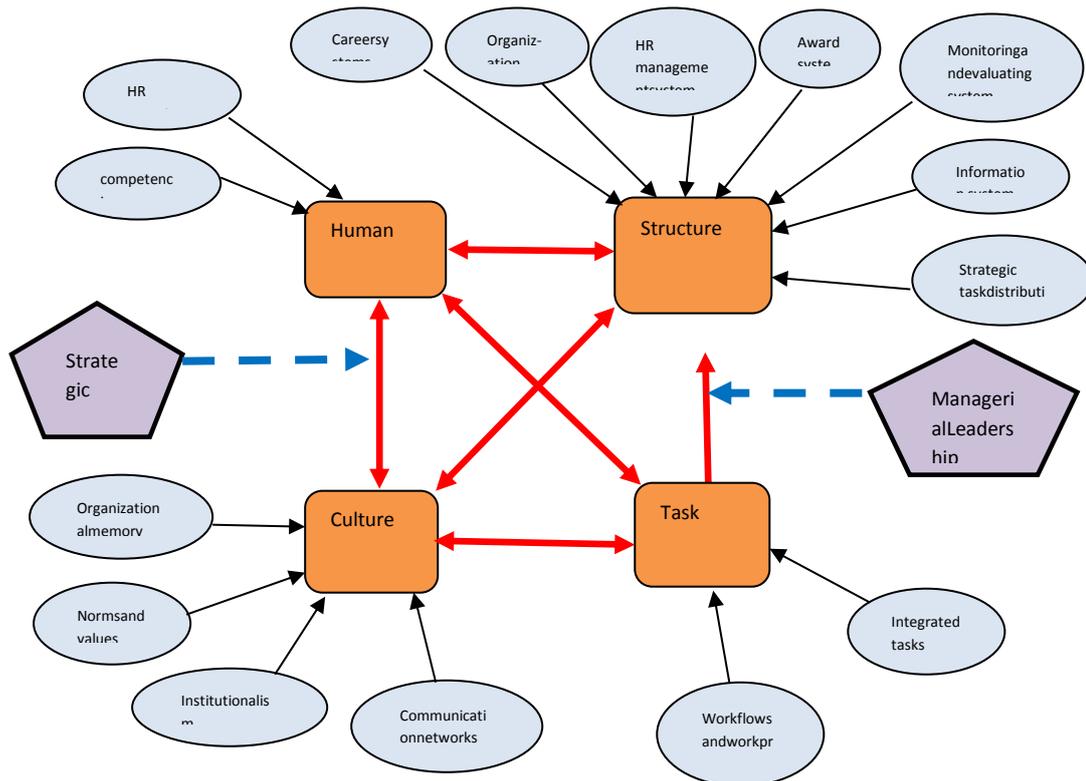
Figure 3. The model as a result of content analysis

When Figure 3 was examined, it was seen that the codes and themes of the model was parallel to Tushman and O'Reilly's model. The participants mostly focused on the four components of change management –human, structure, task and culture- and strategic choices and leadership were the instruments that directed the change management. At the end of the content analysis, the codes and themes were found out. In Table 1, the numbers and frequencies of the codes and themes are given.

Table 1. Themes and Codes Distribution of Interviews

Themes	Codes	n	f
Managerial Leadership	Managerial Leadership	7	34
Human	HR Capacity	7	10
	Competencies	2	11
Task	Component Tasks	5	7
	Work Flows and Work Processes	6	19
Strategic Choices	Strategic Choices	8	31
Culture	Communication Networks	6	15
	Norms and Values	4	7
	Organizational Memory	8	18
Structure	Information Systems	2	3
	HR Management Systems	8	36
	Monitoring and Evaluating Systems	3	3
	Institutionalism	4	5
	Career System	2	6
	Award System	1	1
	Organization	9	25
	Strategic Task Distribution	1	2

While Table 1 was examined, it was considered that managerial leadership and strategic choices were the instruments that affected organizational change management however human, culture, task and structure were the instruments that were affected by organizational change management. That is the reason why managerial leadership and strategical choices have no codes. In Table 1, it was obviously seen that in the interviews, participants mostly talked about "organization" (n=9) and they rarely mentioned about "award system" (n=1). When the frequency of the codes was examined, interviewers mostly talked about "human resources" (f=36), managerial leadership (f=34) and strategic choices (f=31). On the other hand, they rarely mentioned about "award system" (f=1) and "strategic task distribution (f=2).

Table 2. Themes and Codes Distribution of Interviews

Themes	Codes	Interviewers' Code (f)
Managerial Leadership	Managerial Leadership	DG1(4), DG2(2), DG3(3), DG4(4), DS3(1), DS4(3), FG(17)
Human	HR Capacity	DG1(2), DG2(1), DG3(1), DS1(1), DS3(1), DS4(1), FG(3)
	Competencies	DS1(3), FG(8)
Task	Component Tasks	DG1(2), DG4(1), DS1(1), DS2(2), FG(1)
	Work Flows and Work Processes	DG2(2), DG4(4), DS2(2), DS3(1), DS4(2), FG(8)
Strategic Choices	Strategic Choices	DG1(2), DG2(5), DG3(4), DG4(4), DS1(1), DS3(6), DS4(2), FG(7)
Culture	Communication Networks	DG2(1), DG3(2), DG4(1), DS2(1), DS4(1), FG(9)
	Norms and Values	DG2(2), DG3(2), DG4(1), FG(2)
	Organizational Memory	DG1(3), DG3(2), DG4(4), DS1(1), DS2(1), DS3(3), DS4(1), FG(3)
Structure	Information Systems	DG2(2), DS4(1)
	HR Management Systems	DG1(3), DG2(6), DG3(4), DS1(1), DS2(1), DS3(2), DS4(1), FG(18)
	Monitoring and Evaluating Systems	DG2(1), DG3(1), FG(1)
	Institutionalism	DG1(1), DG2(1), DS1(1), FG(2)
	Career System	DG1(1), FG(6)
	Award System	FG(1)
	Organization	DG1(2), DG2(5), DG3(2), DG4(1), DS1(6), DS2(1), DS3(4), DS4(2), FG(2)
	Strategic Task Distribution	FG(2)

As it is seen in Table 2, participants talked about managerial leadership in seven interviews and the term was used in interviews 34 times. When participants mentioned about this theme, they used the terms such as process management, managerial policies, relationship with lowers, preparing legal regulations, designing a model, taking decisions and sharing policies. Two opinions about these terms were given below:

> *DS4: "I was in the preparing process of the Law 6528. I had an active role in turning the group presidents into head of department, and in increasing the number of them from 100 to 140."*

> DG3: *"Restructuring of MoNE was required but the changing process was not managed well. (…) In this process, compulsory education was organised as 4+4+4, the minister who started the changing process departed from his position and the law 6528 was passed. These things blocked the changing process."*

Interviews indicated that in the decision taking and sharing the policies processes just deputy secretaries joined actively and directorate generals took part in it partly. During the changing process, teachers, chefs, heads of department, branch managers, inspectors and other actors in MoNE did not take part. Besides this, they were not informed well about the changing process. The psychological effects of changing period on them were ignored. During the changing period, compulsory education was designed as 4+4+4, and after Decree Law 652, the law 6528 passed. These regulations affected restructuring of MoNE in a negative way. During the changing process, the most important thing is the changing of the work processes and work contents. However, trying to change the whole human resource suddenly might affect the changing process in a negative way. Besides this, if the subordinates had had knowledge about changing process, they would have accepted the changing processes and they would have had contribution to the changing process. Moreover, the Law 6528 should support the Decree Law 652, but in reality, the Law 6528 omitted some regulations that were designed in the Decree 652. For instance, the position of group presidents was designed in the Decree 652, but it was removed and again the position of Head of Department was designed. Besides this, in the Decree 652, the position of branch managers was removed, but in the Law 6528, it was appeared again. Top managers in MoNE did not narrate and design the new model that would appear after the changing process well. Moreover, they should build a mechanism that would avoid the stress and nervousness of the workers. They should also build a mechanism where the lowers would give their opinions about the changing process. They ignored building a trustful environment for the workers.

The second theme of the qualitative research was the theme of "human". In this theme, it could be seen the expressions of participants on HR capacity and competencies.

> DG1: *"I have 90-100 personnel in my DG. They were good at doing the works but now the roles and tasks are changing and to achieve these tasks and roles, the number of personnel is very few and the capacity of them is very little.*
>
> DG3: *"The newcomers especially, group presidents have lack of knowledge and experience. Their capacity of management is very low. MoNE expert assistants also have a lack of experience and they do not know what they will do. They have to be trained."*
>
> DS3: *"There are two key actors in educational system. These are teachers and school principals. MoNE has to focus on the training of these two actors and build their capacity. If MoNE achieves this, learning and teaching processes will be more affective."*

As the opinions of the participants on human capacity were evaluated, it was seen that current HR capacity was not suitable for the new restructure of MoNE, and group presidents and MoNE expert assistants need time and training. Besides this, top managers should organize an effective training system for teachers and school principals. When the expressions on the code of "competencies" were observed, it was said that especially MoNE expert assistants should have some criteria such as speaking and understanding a foreign language, three-year-

training-period etc. These criteria should lead to the development of competitive experts that will build the next generation educational system.

The next theme of the study was the theme of "task". The expressions on work flows and work processes were below.

> DS2: "Among the DGs, there were some work load, work confliction and work gaps. For example, in upper secondary level, there were 6 DGs and their training-learning units and other units were different from each other. There were a lot of work conflicts and overlaps in works. Now by the help of work flows and work processes, most of them have disappeared."

> DG4: "Some DGs were integrated into each other and work processes became more effective (…) Before the Decree 652, there were more than 30 DGs. Now, there are 21 DGs. Work flows are clearer now."

It was observed that there were work conflicts and overlaps in works before the Decree 652. It can be said that after the Decree 652, there were less work conflicts. In other words, it can be said that after the Decree 652, work flows and work processes became faster and more effective. However, terms of reference (ToR) of group presidents and educational experts should be described in a detailed way.

Under the theme of "culture", there were three codes: communicational networks, organizational memory, and norms and values. Some of the views of the participants are given below:

> DG3: "Change process was conducted behind closed doors and as a DG, I have learnt many things about my DG from news and newspapers."

> DS3: "Educational culture and educational memory disappeared during this changing process."

> FGT: "The feeling of commitment to the organization got lost. Every worker felt stress, anxiety and fear of losing their job."

When these expressions were evaluated, it was seen that change process was carried out behind closed doors and the top managers did not give any info about the change process. As formal communication network of MoNE did not work properly, informal communication network appeared and it became effective. It affected the workers' feelings and thoughts about the change period in a negative way. Another negative effect of change appeared as an organizational memory. Most of the decision makers and teachers in MoNE were dismissed and this made organizational memory get lost. Top manager should give importance to organizational memory during the restructuring period. Besides this, the feeling of trust and commitment to organization got weaker and weaker in this period. Top managers while ruining the change period should protect these values.

"Strategic choices" was another theme in restructure period. One of the DGs expressed his/her idea about this theme:

> DG2: "Turkish educational system has a very huge structure. While restructuring MoNE, radical changes are not suitable. It is very hard to manage radical changes. I think, instead of that, top managers should make some regulations and build some systems to run the system functionally."

When the expressions about the theme strategic choices were evaluated it was seen that top managers tried to make radical changes with traditional methods. Top managers should change their method while managing the change period. They should be more transparent. Besides this, they should encourage multi participation and they should balance between work load and the reduction in workforce. They should consider that the main thing in change management is to build systems that help the system work properly.

The last theme of the study was "structure". The codes of the theme were: organization, institutionalism, information systems, career system, award system and strategical task distribution.

> DG1: "There were a lot of DGs that had closely the same responsibilities. There was no unique structure. The organization of MoNE was not well-organised."

> FGH: "The structure was bulky before the Decree 652. The structure was very hierarchic. Now, by the help of group president positions, the organization turned into a matrix structure."

> FGC: "There are two key actors in the structure now. These are group presidents and MoNE expert assistants. Although they have not got enough experience, in the future, they will have experience and the organization runs well"

When the expressions on organization were evaluated, it was obviously seen that the structure before the Decree 652 was very hierarchic and very bulky. After the Decree 652 it became more dynamic and by the help of the coordination among the group presidents, the structure turned into a matrix structure. Moreover, it was considered that group presidents and MoNE expert assistants were the two key positions in the structure. When they had experience, the organization would work more functionally.

CONCLUSION and DISCUSSION

The aim of the study is to examine the views of top managers and workers that work in the central organization of Ministry of National Education on restructure (MoNE). The qualitative method was used in this study. The views of top managers in MoNE on restructure were collected via semi-structured interview form. Moreover, focus group interview was held with a group of nine participants (two chefs, a teacher who works in the headquarter of MoNE, two educationalists, a branch manager, an inspector, a head manager and two MoNE educational assistant experts).

In this qualitative research, it became obvious that top managers asked deputy secretaries' thoughts about the restructuring but they ignored the thoughts of DGs, heads of department, branch managers, chefs etc. Fullan (2004) expressed that in change period, top managers made authorization from top to bottom and they encouraged participation from bottom-to-up. Here it was seen that top managers of MoNE partly applied Fullan's this basic idea. The term participation does not only mean to give idea about something but also to take responsibility and task (Dobson, 1998). It was found out that top managers in MoNE ignored participation, as well as workers' psychological and emotional sides while managing the change. Managers should consider psychological and emotional dimensions of the change (Burnes, 2004). Top managers should also envision the

organization after the change period and they should make their followers envision the organization in the same way (Morris, 2011). It appeared that the sayings of participants were not parallel to Burnes and Morris' ideas. Moreover, it was obviously seen that top managers did not design or convey the model to the followers after the restructuring period. Bass and Avalio (1993) expressed that transformational leaders know how to transform the system into the new system and also they convey the idea of the new system into the followers' brains. Vera and Crossan (2004) said that an organization should be a learning organization and the change manager should be a transformational leader. It can be said that if leaders are not transformational leaders and organizations are not learning organizations, change managers keep away from radical changes.

As a result of the views on the theme of human, it was seen that the existing HR capacity could not be transformed into a new formation, the newly formed staff in the group presidency (department head) and the staff of the MoNE educational assistant specialist needed time to be effective. When the ideas related to the sub-theme of qualification were evaluated, the qualifications set forth for the MoNE educational assistant specialist had been presented in a transparent manner, and it should be predetermined for the other titles. This finding is in parallel with the research done by Tabak. Tabak (2013) also reached the conclusion that the capacities of group heads and MoNE educational assistant specialist should be improved in order to institutionalize organizational change.

When the views on the theme of "task" were examined, it was found that after the restructuring, the majority of the overlaps and conflicts in the duties became spruce, and functionality in MoNE increased. With respect to job descriptions, the only distressing point was that the heads of the departments were not only decision-makers (assuming the role of former department heads and assistant general managers) but they were also conducting technical jobs (former branch manager's jobs). These sayings were similar to the sayings in the ERG (2011) report. According to the report of the ERG, it was stated that 320 decision-makers were taken out of their posts in the process of change and replaced by 80 group presidents. Despite the acceleration of the workflow, it was emphasized that this decrease in the number of decision makers was hampering the workings.

When the sayings on culture theme were examined, it was revealed that the process of change was carried out behind closed doors, the formal communication network was not healthy, and the influence of gossip and speculation on structure was increased. Öztürk and Balcı (2014), and Yıldırım and Çarıkçı (2013) had found similar findings. In the mentioned researches, it was revealed that the change was made behind closed doors and no information sharing about the change was made.

Regarding the institutional memory sub-theme included in the theme of culture, it was stated that the organizational memory came to a halt. As for the other sub-themes -norms and values-it was said that feeling of sincerity, confidence and loyalty to organization were weakened. The report of ERG (2011) and Tabak's work (2013) also paid attention to these points. It was pointed out that the removal of the decision makers from duty without exchanging the flag with the newcomers gave damage to the institutional memory and especially to the environment of trust (ERG, 2011). Although the reform of staffing and the recruitment of new staffs provided

the sanity of organizational memory, there was a decrease in organizational memory as there was no change of flag between former decision makers and new managers during the transition period (Tabak, 2013). The outcomes of the organizational culture were as follows: Institutional memory came to full stop, the feeling of sincerity, trust and commitment to organization got damaged.

When the opinions of the theme -strategic choices- were examined, it was stated that the change to be made in large-scale organizations such as the Ministry of National Education should be accompanied by multiple participation and slow progress; and should pay attention to a balance between the workload and the number of cadres. It was also emphasized that the main tasks of the organization were policy development, monitoring and evaluation, and what was essential in the changes was to create mechanisms to conduct these tasks. Burnes (2004) suggested that if it was a transformation at the organizational level, it should be slow; and if there was a harmony at the organizational level, it should be done in a short time. The change in the central organization of MoNE should be gradual because it is not a harmony but a restructuring. ERG (2011) reported that the central organization of MoNE was aiming to focus on the main task such as monitoring and evaluating policy implementation and policy implementation for education and wanted to become downsize by transferring its duties and responsibilities to the provinces as it was said in the 2010-2014 strategic plan. In the report above, it was also stated that making this transfer without increasing the capacity of the provincial organization made some difficulties in operation.

Considering the opinions about the theme of structure, it was stated that bulky body of MoNE decreased, the functional general directorates were formed and the coordination among the group presidents was transformed from a hierarchical vertical structure to a horizontal structure. These sayings were in line with the research done by Tabak (2013), Öztürk and Balcı (2014) and Yıldırım and Çarıkçı (2013). Reducing the bulky structure of the organization, providing co-ordination among the group presidents (department heads) and becoming more horizontal were the result of the theme of "structure". Another result about organizational structure was that group presidency and MoNE educational experts were two titles with strategic importance in the structure. Besides this, another result was that the institutionalization phase of change did not occur, and the realization of institutionalization needed time. These finding were in line with Tabak's study (2013). Moreover, it was expressed that the removal of some positions, frequent recruitments, neglecting merit-based appointment criteria, assigning by proxy brought the works to a halt. These findings were in parallel with the results of ERG (2011) report. Moreover, it was determined that there was no effective monitoring and evaluation system for change processes and work processes. One of the most important elements in managing change was monitoring and evaluating the process, and it was often mentioned in the literature that it was difficult to achieve the desired goal in the management of change without getting and evaluating the data from the monitoring and evaluating system (Burnes, 2004; Floyd, 2002; Fullan, 2007; Özdemir, 2013).

When the opinions about career systems were examined, it was seen that there was a deprivation of rights in some titles (i.e. manager of branch office, educational inspectorate etc.), and also the way of progress was closed

down in some titles (i.e. chef, VHKI, civil servant, etc.) though it was found that the best planning for career planning was devised in the title of MoNE educational expert assistants.

Upon analysing this study, Researchers can examine the organizational performance after the restructuring in the central organization of the Ministry of National Education. In addition, they can determine the workers' organizational citizenship levels and organizational commitment levels after the change period, or they can compare the views of workers in the provincial organization and those in the central organization with respect to restructuring.

MİLLÎ EĞİTİM BAKANLIĞI MERKEZ TEŞKİLATI ÜST DÜZEY YÖNETİCİLERİNİN ve ÇALIŞANLARININYENİDEN YAPILANMAYA İLİŞKİN GÖRÜŞLERİNİN İNCELENMESİ

TÜRKÇE GENİŞ ÖZET

GİRİŞ

Bilgi toplumunun ortaya çıkışı ile birlikte bilgi, çok kısa sürede geçerliliğini kaybetmekte ve yerini yeni bilgiye bırakmaktadır. Bilginin hızla değişmesi, küreselleşme ve teknolojideki hızlı değişimler de örgütleri kendi strateji ve yapılarını yeniden gözden geçirmeye zorlamaktadır (Drucker, 2006). Örgütler, ayakta kalmak için özünü değiştirmeden dönüşmeli ve çevreden gelen değişim baskısına karşı esnek ve hızlı bir biçimde cevap verebilmelidir (Özdemir, 2013). Bu esnek yapı, örgütsel gelişimi sağlama ve örgütsel değişimi başarılı bir şekilde yöneterek sağlanabilir. Örgütsel değişimi başarılı bir şekilde yöneten örgütlerin gelişen, değişen topluma daha rahat ayak uydurdukları ve daha uzun ömürlü oldukları görülmektedir (Hannan ve Freeman, 1984). Milli Eğitim Bakanlığı da (MEB),652 sayılı KHK ile merkez teşkilatını yeniden yapılandırarak, daha etkin ve hızlı bir örgüt yapısına kavuşmayı hedeflemiştir. Bu yeniden yapılanma süreci dışarıdan gözlemlenerek veya süreçten etkilenen okul yöneticilerinin görüşleri alınarak ortaya konulmuştur (ERG, 2011; Öztürk ve Balcı, 2014; Yıldırım ve Çarık, 2013; Tabak, 2013). Bu çalışmanın özü, MEB merkez teşkilatı yapılanmasını bizzat karar verici rolünde yöneten üst düzey yöneticilerin görüşlerini yansıtmak hem de bu yapılanma sürecini bizzat yaşayan çalışanların görüşlerini ortaya koymaktır. Bu doğrultuda, içeriden bir değerlendirme yaparak, hem üst düzey karar vericilerin hem de çalışanların Millî Eğitim Bakanlığı merkez teşkilatında yürütülen yeniden yapılanmaya ilişkin görüşlerinin ortaya konulması amaçlanmıştır.

ARAŞTIRMANIN YÖNTEMİ

Bu araştırma nitel bir araştırmadır. Nitel araştırmalarda genellemeye gidilmemekte, derinlemesine veri toplanabilmektedir(Creswell, 2014; Glesne, 2014; Patton, 2014; Yıldırım & Şimşek, 2013). Araştırmada 6 yarı yapılandırılmış soru hazırlanmıştır. Bu sorulara ilaveten de 5 adet sonda soru yer almaktadır. Yarı yapılandırılmış sorulardan oluşan görüşme formunun hazırlanması safhasında öncelikle alan yazın taraması yapılmış ve sonrasında 5 alan uzmanının görüşü alınarak görüşme formuna son hali verilmiştir. Hazırlanan görüşme formu yardımıyla dört müsteşar yardımcısı ve dört genel müdür ile görüşme yapılmıştır. Bunun yanı sıra dokuz kişilik bir grupla da (2 şef, 1 görevli öğretmen, 2 eğitim uzmanı, 1 şube müdürü, 1 MEB eğitim uzman yardımcısı, 1 maarif müfettişi, 1 daire başkanı) odak grup görüşmesi yapılmıştır. Odak grup görüşmesi, 8-10 kişilik bir grubun bir araya gelerek belli bir konu hakkında etkileşimli olarak konuşmasıdır(Glesne, 2014; Patton, 2014; Yıldırım ve Şimşek, 2013).

Genel müdürler ve müsteşar yardımcıları ile yapılan görüşmeler 30 dakika ila 50 dakika arası sürmüş, odak grup görüşmesi ise bir saat 20 dakika devam etmiştir. Görüşmelerden odak grup görüşmesi de dâhil olmak üzere beş

tanesinde ses kayıt cihazı ile kayıt tutulmuş, diğer görüşmelerde ise araştırmacı tarafından not tutulmuştur. Görüşmeler daha sonra metin şekline getirilmiş ve görüşmecilerle paylaşılmıştır. Onların olurları alındıktan sonra da iki uzman tarafından eşzamanlı olarak metin içerik analizine tabi tutulmuştur. Yapılan bu iki içerik analizi sonucunda elde edilen kodlar karşılaştırılmış ve %90 güvenirlik sağlanmıştır. Görüşmeden elde edilen veriler, NVIVO 10 programı ile değerlendirilmiştir. Ortaya çıkan temalar ve kodlamaların Tushman ve O'Reilly'nin değişim yönetimi modeli ile paralellik gösterdiği görülmüştür

BULGULAR

Katılımcıların görüşleri yapı, insan, kültür, görev, stratejik seçimler ve yönetsel lider başlıkları doğrultusunda değerlendirilmiştir. Görüşmeler sonucunda, yönetsel liderliğin alt teması olan katılım ve paylaşımla ilgili olarak müsteşar yardımcılarının görüşlerinin alındığı, genel müdürlerin ise görüşlerinin kısmen alındığı söylenebilir. Ayrıca değişimin çalışanlar üzerindeki psikolojik yönünün göz ardı edildiği bununla birlikte değişim sonucunda ortaya konulacak modelin ya iyi kurgulanmadığı ya da iyi anlatılamadığı görülebilir. Buna ilaveten, çalışanların değişimle ilgili kaygılarını giderici mekanizmaların oluşturulmadığı, astlara işleyiş veya karar alma konusunda söz hakkı verilmediği ve güven ortamının tesisinde eksikliklerin olduğu belirtilebilir.

İK kapasitesi ile ilgili görüşler değerlendirildiğinde, var olan insan kaynakları kapasitenin yeni oluşuma göre dönüştürülemediği, yeni oluşturulan kadrolardaki grup başkanlığı ve millî eğitim uzman yardımcılığı kadrolarının da etkili olabilmesi için zamana ihtiyacı olduğu yorumu yapılabilir.

Görev teması ile ilgili görüşler incelendiğinde, yeniden yapılanmadan önce görevlerde örtüşmeler ve çatışmalar olduğu görülmektedir. Yeniden yapılanma süreci sonucunda bu bütünleşik işlerin daha derli toplu hâle getirildiği ve yapının işlerle ilgili işlerliğinin artırıldığı söylenebilir.

Kültür teması altında yer alan iletişim ağları ile ilgili görüşler incelendiğinde, değişimin kapalı kapılar ardında yapıldığı ifade edilebilir. Formal iletişim ağı sağlıklı bir şekilde işlemediği için de informal iletişim ağlarının etkili bir şekilde arttığı söylenebilir. Bunun yanı sıra görüşmeciler, kurumsal hafızanın da sekteye uğradığını belirtmişlerdir. Normlar ve değerler alt teması ile ilgili görüşler incelendiğinde, yeniden yapılanmada bazı geçmiş tutum ve davranışları değiştirmek gerektiği, ancak samimiyet duygusu, güven duygusu, aidiyet duygusu gibi örgüt ve insan ilişkisinin temelini oluşturan değerleri korumak gerektiği değerlendirmesi yapılabilir.

Yapı ile ilgili görüşler genellikle, önceki yapının hantal olduğu üzerine odaklanmaktadır. 652 sayılı KHK ile yapının daha dinamik, daha işlevsel hâle getirildiği, özellikle grup başkanlıkları arasında eşgüdüm sağlanarak yatay yapı oluşturulmaya çalıştığı, iş ve işlemlerin daha hızlı yürüdüğü bir yapıya dönüştüğü ifade edilmiştir.

SONUÇ ve TARTIŞMA

Bu nitel araştırmada, müsteşar yardımcılarının görüşlerinin alındığı, genel müdürlerin ise yeniden yapılanma süreci ile ilgili olarak kısmen görüşlerine başvurulduğu ortaya çıkmıştır. Fullan (2004), değişimde yukarıdan aşağı

yetkilendirme, aşağıdan yukarı ise katılımın sağlanması gerektiğini belirtmektedir. Görüşler incelendiğinde, Fullan'ın ortaya koyduğu temel prensibin kısmen uygulandığı görülmektedir.

Mevcut İK kapasitesinin yeni oluşuma dönüştürülemediği, yeni oluşturulan kadrolardaki grup başkanlığı (daire başkanlığı) ve millî eğitim uzman yardımcılığı kadrolarının da etkili olabilmesi için zamana ihtiyacı olduğu görülmüştür. Bu ifade, Tabak'ın yaptığı araştırma ile paralellik göstermektedir. Tabak (2013) da araştırmasında grup başkanları ile millî eğitim uzman yardımcılarının örgütsel değişimin kurumsallaşması adına kapasitelerinin geliştirilmesi gerektiği sonucuna ulaşmıştır.

Değişim sürecinde sürecin kapalı kapılar ardında yürütüldüğü, formal iletişim ağının sağlıklı işlemediği ortaya çıkmıştır. Bu bulguların benzerini Öztürk ve Balcı (2014) ile Yıldırım ve Çarıkçı (2013) da tespit etmişlerdir. Ayrıca kurumsal hafıza ile birlikte samimiyet duygusu, güven duygusu ve aidiyet duygusunun zayıfladığı görüşler sonucu belirlenmiştir. ERG (2011)'nin raporu ve Tabak(2013)'ın çalışmasında da bu noktalara dikkat çekilmiştir.

Önceki yapıdan kaynaklanan hantallığın azaltıldığı, grup başkanları arasında eşgüdüm sağlanarak hiyerarşik dikey yapıdan daha yatay bir yapıya dönüştürüldüğü belirtilmiştir. Bu bulgular Tabak (2013), Öztürk ve Balcı (2014) ile Yıldırım ve Çarıkçı (2013)'nın yaptığı araştırmalar ile örtüşmektedir.

Araştırmacılar bu çalışmadan hareketle, Millî Eğitim Bakanlığı merkez teşkilatında, yeniden yapılanma sonrasındaki örgütsel performansı inceleyebilirler. Ayrıca, MEB merkez teşkilatında çalışanların değişim sonrasındaki örgütsel vatandaşlık düzeyleri ve örgütsel bağlılık seviyelerini saptayabilirler veya taşra teşkilatında çalışanlar ile merkez teşkilatta çalışanların yeniden yapılanma ile ilgili görüşlerini karşılaştırılabilirler.

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