

A Comparative Evaluation on the Central Structure of the Ministry of National Education

DOI: 10.26466/opus.616851

*

Abdullah Balıkcı* - Muhammet Emin Türkoğlu**

* Dr. Öğr. Üy., İstanbul Üni. Cerrahpaşa Hasan Ali Yücel Eğitim Fakültesi, İstanbul/Türkiye

E-Mail: abdullah.balikci@istanbul.edu.tr

ORCID: [0000-0002-9824-0197](https://orcid.org/0000-0002-9824-0197)

** Dr. Öğr. Üyesi, Afyon Kocatepe Üniversitesi, Eğitim Fakültesi, Afyonkarahisar/Türkiye

E-Mail: eminturkoglu@gmail.com

ORCID: [0000-0003-3883-3414](https://orcid.org/0000-0003-3883-3414)

Abstract

One of the areas of change is education. Education is reflected in educational policies and organizational structures where policies are made. The aim of the study was to reveal and understand the changes in the organizational structure of the Ministry of National Education, which is an important actor of education policies, in a comparative manner. In the study, qualitative research method was employed and content analysis was used in the analysis process. In the content analysis, three legal texts were used as the data source. These were the Law on the Organization and Duties of the Ministry of National Education, the Decree on the Organization and Duties of the Ministry of National Education, and the Presidential Decree on Organization Chart of the Presidency. In the study, three themes, seven categories and twenty six subcategories appeared. Results showed that the Ministry of National Education maintains its central structure. Changes were both formal and contextual. All three texts have common and different aspects. In all three texts, the elaboration of the central organization in a detailed and comprehensive manner showed that the central organization is the focus structure within the ministerial organization. The most important changes were seen in the Head Council of Education and Morality, and the National Education Councils. In the last part of the study, some suggestions were given.

Keywords: *Change, Education Policy, Ministry of National Education, Legal text, Qualitative research*

Milli Eğitim Bakanlığı Merkez Teşkilatı Yapısı Üzerine Karşılaştırmalı Bir Değerlendirme

*

Öz

Değişimin yaşandığı alanlardan birisi eğitimidir. Eğitimde değişim zaman zaman eğitim politikalarına ve politikaların yapıldığı teşkilat yapılarına da yansımaktadır. Araştırmanın amacı, eğitim politikalarının önemli bir aktörü olan Milli Eğitim Bakanlığı'nın teşkilat yapısındaki değişimi karşılaştırmalı olarak ortaya koymaktır. Araştırmada nitel araştırma yöntemine dayalı içerik analizi yapılmıştır. İçerik analizinde üç yasal metin veri kaynağı olarak kullanılmıştır. Bunlar Millî Eğitim Bakanlığının Teşkilat Ve Görevleri Hakkında Kanun, Millî Eğitim Bakanlığının Teşkilat Ve Görevleri Hakkında Kanun Hükmünde Kararname ve Cumhurbaşkanlığı Teşkilatı Hakkında Cumhurbaşkanlığı Kararnamesi . Araştırmada, üç tema, yedi kategori ve yirmi altı alt kategorinin ortaya çıktığı görülmüştür. Araştırma sonucuna göre, Milli Eğitim Bakanlığı merkezi yapısını devam ettirmektedir. Değişimler hem şekilsel hem de içeriksel-yapısaldır. Her üç metnin ortak ve farklı yönleri bulunmaktadır. Her üç metinde de, ayrıntılı ve kapsamlı bir şekilde merkez teşkilatının açıklanması bakanlık teşkilat yapısı içinde merkez teşkilatının odak yapı olduğunu göstermektedir. Teşkilat yapısı içinde en önemli değişikliğin Talim ve Terbiye Kurulu ile onun sekreteryalığını yaptığı Milli Eğitim Şurası'nda görülmektedir. Araştırmanın son bölümünde önerilere yer verilmiştir.

Anahtar Kelimeler: *Değişim, Eğitim Politikası, Milli Eğitim Bakanlığı, Yasal Metin, Nitel Araştırma*

Introduction

It is important to regulate the education systems of the countries in accordance with their objectives, to organize them in a formal way and to understand the changes in the organizational structure over time. When education systems of countries are examined, it is observed that organizations are formed in order to carry out education systems in a formal and regular manner. The most important aspect of the hierarchy of education among these organizations is the organization created at the ministerial level. The Turkish Education System is ruled by the Ministry of National Education. According to Ergün, Keskin (2014, p. 1438), the Ministry of National Education is a central organization. It has an organizational structure arranged from top to bottom. Documents and approval-based functioning within the organization can lead to time and job losses. It is thought that understanding and examining the Ministry of National Education will contribute in two ways. First, it will contribute to understanding how the education system is tried to be organized and managed. Second, it is thought that education policies will contribute to understanding the arrangements made in the organizational dimension. In the literature, there are researches about the contribution of various actors in the determination of educational policies. According to Uysal (2018, p.206), bureaucrats (Ministry of National Education bureaucrats), technological changes and social expectations have an impact on the determination of educational policies. The ideas of various organizations, especially the Ministry of National Education, are important in determining education policies. OECD (2013) reports on the outlook for Turkey's education policy that education policies attach importance to maintaining bureaucratic structure rather than student and school success. Similar problems are reflected in Özdem's (2007, p. 132) research. The researcher reveals that the two legal texts (Norm Staff Regulation and Directive on Education Regions and Education Boards) are not oriented towards the needs of education and do not contribute to the solution of the educational problems. However, Yirci, Karaköse (2010, p. 1334) emphasizes the need for a coherent, rational, comprehensive and comprehensive education policy that requires long-term planning in order to be able to dominate the democratic structure in education. Canfield-Davis, Jain (2010, p. 621) states that changes in educational policies need to seek the views

of internal and external stakeholders, and that exchanges of views are necessary for the purpose of making changes in line with the purpose. This requires full and accurate communication with stakeholders. Constantinescu (2013, p. 1440) notes that the communication process as desired will lead to an important situation such as transparency in decision-making in management. Fullan (2005, p. 47) states that change has three dimensions. He states that taking these into consideration together will bring success. These are tools, approaches and values to be used, and policies. Change process (Outcomes: Organization capacity) can be obtained by going through the initiation, implementation and institutionalization process (Figure 1).

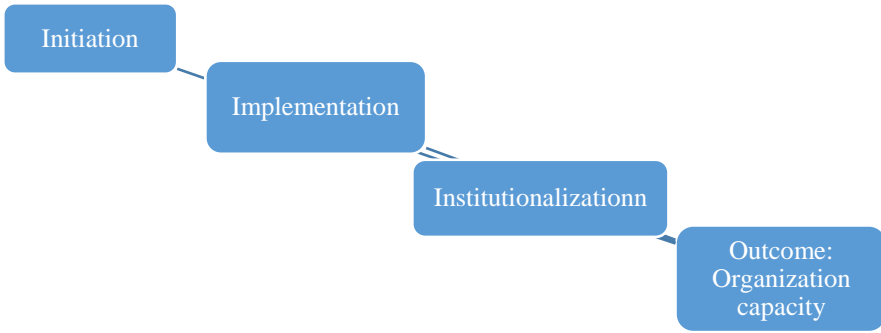


Figure 1. Change Process (Adapted from Fullan, 2005, p. 33.)

Examining the Ministry of National Education might contribute to understanding how the education system is organized and managed. As in every system, changes in educational and organizational structure can be experienced over time. Ciftci (2018, p. 255) stated that the change in education was based on the 1980s; however, continuous and frequent changes caused uncertainty and discomfort. The complexity of the distribution of duties between the central and provincial organizations and frequent policy changes emerged as the events that create discomfort. As a solution, long-term arrangements should be made and policies should be tailored to the needs. Weston, Ferris, Finkelstein (2017, p. 277) proposes a solution at the point of change in education, that change is part of training programs and that change

is transformed from intuition into intention in education. According to the research of Turk (1998, p. 114), the Ministry of National Education has an exemplary structure for the formal organization model where frequent changes in the structure can be seen. Therefore, there are problems due to the fact that tasks, authorizations and responsibilities are not clearly stated. There are also different units in the organisation related to the same task. Tabak and Güçlü (2017, p.422) state that there is a change aiming to simplify the structure from vertical to horizontal in the transition process from the Law No. 3797 to the Presidential Decree Law no 652. As a result, changes in management processes have provided benefits especially in coordination, decision making and communication. On the other hand, it would not be beneficial to change the managerial personnel frequently for the sake of institutionalization. Erdoğan (2014, p. 335) evaluated the changes in the structure of MONE (Ministry of National Education) in the context of Law no. 3797 and Decree Law No. 652, and considered it negative especially with the concern that change process in the Council of Inspection and the Head Council of Education and Morality might cause discredit. Şahin and Üstüner (2014, p. 388) made a comparative evaluation on the basis of the Decree Law No. 3797 and 652. With the Decree Law No. 652, changes were made in the form of abolishing or merging some units in the organizational structure. For instance, the General Directorate of Boys, Girls Technical and Trade and Tourism Education was closed down and their duties were transferred to the General Directorate of Secondary Education. However, according to the research, changing the names of some units reveals that there is no change in their functions. Kösterelioğlu and Bayar (2014, p. 184) emphasize that frequent changes in educational policies and practices and non-institutionalization have negative implications for education. According to Gür and Çelik (2009, p. 11), the centralized structure of MONE, frequent changes of ministers and adoption of new educational policies along with the changing structures of the ministries cause instability.

According to Çakır (2016, p.294), one of the actors that direct education policies in the Turkish Education System is the National Education Councils. However, there are problems in implementation. The decision-making process should be democratized and functionalized. According to Aslaner (2008, p. 198), the main task of the National Education Councils is

the advisory work which is shaped according to the practices of the governments and the Minister of National Education that comes with the government. However, it failed to function adequately. Despite the problems, many decisions have been implemented by the governments and the Ministry of National Education. National Education Council is the advisory body of the Ministry of National Education and five council meetings have been held since 1992, which is considered as the beginning date of legal texts. In these council meetings 24 decisions were related to the organizational structure of the Ministry of National Education. The distribution of the decisions taken in different council meetings according to their subjects are as follows: (i) 14th National Education Council: on the Head Council of Education and Morality, the Council of Inspectors and the Ministry's organizational structure, (ii) 15th National Education Council: on the inspection system and structural organization of the ministry, (iii) 16th National Education Council: on the structural organization of the ministry, coordination of ministry, services for teachers, National Education Academy, and meeting the administrative needs of the organization, (iv) 17. National Education Council: inspection system, the provincial organizations, (v) 18th National Education Council: on the in-service training, cooperation with stakeholders, employment of experts, research on targeted values (MEB, 2018).

Besides the National Education Councils, affair of Head Council of Education and Morality, individual and social values, monitoring students, candidate teachers, monitoring school development plans through the provincial organization, structure and duties of the inspection system emerges as important subjects in the vision document of MONE 2023 (MEB, 2018).

In the present study, various literature, especially the YOK thesis bank, were scanned. Only one thesis was about the organization structure; there were eight other theses focused on researching the organization with different dimensions. Thus, Turk's (1998, p. 114) research was the first thesis on the subject of the present study. However, Turk's (1998) study covers only the law dated 30.04.1992. It does not include two other legal texts which are within the scope of this study. Therefore, this study is of great importance including 3 legal texts on the organizational structure of MONE and will contribute to the understanding of the structure of the Ministry of National Education.

Purpose Of The Study

The purpose of this study was to understand and reveal the organizational structure of the Ministry of National Education in a comparative manner. The following questions were sought:

1. What kind of structure was put forward through the last three regulations made by the Ministry of National Education?
2. What are the similarities between the legal texts regulating the organizational structure of the Ministry of National Education?
3. What are the differences between the legal texts regulating the organizational structure of the Ministry of National Education?

Methodology

In this section, the research method is explained. Data sources, analysis of data sources, validity and reliability strategies have been put forward.

Method of the research

In this study, the qualitative research method and content analysis were preferred due to the belief that the structure of the Ministry of National Education could be examined through legal texts. For this reason, three legislative texts regarding the organizational structure of the Ministry of Education, which were applied in different time periods were examined. Comments were made from the three legal texts mentioned in Table 1. Two academicians working in the field of education management were consulted on the subject of the research. Considering that the structure of the Ministry of National Education can be examined through legal texts, qualitative research method was preferred. The analysis of the texts was made by using content analysis.

According to Merriam (2015a, p.5), the main feature of the qualitative research is to focus on meaning and meaning through rich descriptions. Krippendorff (2004, p.18) describes content analysis as a technique that allows for making appropriate and renewable inferences from texts in its entirety. This contributes to the emergence of new meanings, the researcher's perception of a specific subject and the information about the situations experienced. According to Gökçe (2019,

p.33), content analysis is a research method based on examining the meanings of texts in a systematic way by categories and making inferences. According to Bilgin (2014, p.1), the main element in content analysis is to make comments and make inferences from the messages in texts. For the documents to be subjected to content analysis, legal texts regulating the organizational structure of the Ministry of National Education were analysed.

Data sources

In this study, content analysis process of 3 documents related to the organizational structure of the Ministry of National Education was conducted. According to Yıldırım & Şimşek (2011, p.187), one of the sources that can be used in qualitative research is documents. Document review is related to the examination of written materials related to the subject. According to Merriam (2015b, p. 131), document consists of all materials available prior to research. According to Patton (2014, p. 4), documents can be analysed as official records, correspondences and reports belonging to the organization. The documents analysed in the study are shown in Table 1.

Table 1. Data Sources of the Study

Order No	Legal Text	Acceptance Date No	Acceptance Number/Number
1	Law on the Organization and Duties of the Ministry of National Education	30.04.1992	3797
2	Decree Law on the Organization and Duties of the Ministry of National Education	25.08.2011	652
3	The Presidential Decree on the Presidential Organization (Presidential Decree Number: 1)	10.07.2018	30474

Source: www.meb.gov.tr

According to Table 1, different regulations have been made in the Ministry of National Education since 1992. The basis of each regulation is different (law, regulation the presidential decree). Law on the Organization and Duties of the Ministry of National Education, Decree Law on the Organization and Duties of the Ministry of National Education and The Presidential Decree on the Presidential Organization will be referred with their acceptance numbers, respectively, as shown in Table 1.

Analysis Of Data Sources

In the study, the data sources were first read until the content was understood. Then the relations between the texts were evaluated comparatively. After this, based on the readings and evaluations, the main feature of content analysis on the data, the theme and categorization study was conducted (Table 2). Glesne (2015, p.259) emphasizes that in thematic analysis, the researcher should focus on analyzing through themes and patterns within the data. According to Bilgin (2014, p.19), one of the techniques used in content analysis is categorical analysis. In categorical analysis, the relevant text is divided into sections and categorized according to certain criteria. According to Gökçe (2019, p.63), content analysis requires defining the problem, establishing the category system and determining the units of measurement. In the present study, the objective is stated in the purpose of the study. Categories and themes are expressed in the findings section (three themes, seven categories and twenty six subcategories). The point that should be considered in content analysis is that after the texts are read and understood, their categories and codes should be determined. The purpose of this process to be accomplished is connected to the researcher's commentary skills.

Validity Reliability Strategies Used In The Study

Four of the strategies indicated by Christensen, Johnson and Turner (2015, p. 405) were used to increase the reliability of the study. First, a comprehensive field study was conducted. Theses on the structure of the Ministry of National Education, National Education Councils and legal texts were scanned. Secondly, external audit was conducted. During the entire study, two academicians who are experts on content analysis made evaluation about the study. Thirdly, direct quotations were used in the study. Relevant points (item numbers) from the three documents related to the evaluations in the study were reflected in the findings and conclusions. Fourthly, referee evaluation was applied. The report of the study was sent to two academicians who are experts in their field for the conformity and compliance of the comments and results. Finally, the study was reviewed based on the feedbacks. In addition to the experts in the field, the study was read by a Turkish language expert and the

necessary revisions were made to provide an integrity in terms of both technical and linguistic aspects.

Findings

Based on the legal analysis of the texts, three themes have emerged. These are the features of legal texts, the similarities in legal texts and differences in the legal texts. Each theme is given in Table 2 with the categories and sub-categories it contains.

Table 2. Themes and categories in the study

Theme	Category	Sub-category
Theme 1: Features of Legal Texts	3797	Key features
		Organization structure
		Other provisions
	652	Key features
		Organization structure
		Other provisions
	30474	Key features
		Organization structure
		Other provisions
	Theme 2: Similar Aspects in Texts	Formal aspect
Task		
Institutionalization		
Responsibilities		
Miscellaneous Provisions		
Content structure		Units
		Common Tasks
		Miscellaneous Topics
		Base
		Section, unit and item numbers
Theme 3: Different Aspects in Texts	Formal aspect	Duration of stay
		Councils and regulations
		Establishment of the Councils
		State of ministers and ministerial bureaucrats
		Expression of units
	Content structure	Council of Education
		National Education Council

According to Table 2, three themes, seven categories and twenty six sub-categories appeared in the study.

Theme 1: Features Of Legal Texts

In theme 1, features of Law no. 3797, Law no. 652 and Law no. 30474 are given.

Features of 3797: This law can be analysed into 3 sub-categories: basic characteristics, organizational structure and other provisions.

Table 3. Law No. 3797 on the Organization and Duties of the Ministry of National Education

PartNo	Name of the part	Item Number	Sub-category
1	Purpose, Duty, Organization	1-3	Basic characteristics
2	Central Organization	4-52	Organizational structure
3	Provincial and Abroad Organization	53-55	Organizational structure
4	Responsibilities	56-60	Other provisions
5	Miscellaneous Provisions	61-64	Other provisions
6	Transitional Provisions	65-66	Other provisions

According to Table 2, the law consists of 66 articles and 6 parts. The focal point of the law is the central organization with 50 articles. In the first part of the Law (Purpose, duty, Organisation), main references are given. These are the Tevhid-i Tedrisat Law No. 430 and the National Education Law No. 1739. The responsibilities of the ministry are explained in eight articles. The organizational structure is divided into 3 as central, provincial and abroad. The second part contains most items of the law and can be defined as the focal point of the law. In addition, the second part consists of five parts. These are the ministry, head council of education and morality, main service units, consultancy and inspection units, auxiliary units. The central organization mentioned in this section consists of a total of 35 units, which are main, advisory and auditing. The Head Council of Education and Morality is excluded because it directly functions as a unit affiliated to the ministry. In addition, 1 deputy undersecretary and 7 deputy undersecretary staff to help the minister are mentioned in this section. In Annex 1, which is the only supplement to the law, it describes the central organization. In the central organization, five permanent committees were established, in particular the National Council of Education (Article 47-52).

In the third part, the provincial organization consists of provincial and district national education directorates and the formation and responsibilities of the supervisors are explained within the provincial national education directorates. On the other hand, the abroad organization was explained briefly.

In the fourth section, the responsibilities and qualifications of the school administrators and their authority are explained. In the fifth part ; In the sixth section articles related to employment were explained. In the seventh part, 11 temporary articles related to the staff arrangements were explained.

652 On The Organization And Duties Of The Ministry Of National Education: This law can be analysed into 3 sub-categories: basic characteristics, organizational structure and other provisions.

Table 4. Decree Law No. 652 on the Organization and Duties of the Ministry of National Education

Part No	Name of the Part	Item No	Sub-category
1	Purpose, Scope and Tasks	1-2	Basic characteristics
2	Organization of the Ministry	3-5	Organizational structure
3	Service Units	6-27	Other provisions
4	Head Council of Education and Morality	28-29	Other provisions
5	Provincial and Abroad Organizations and Working Groups	30-32	Other provisions
6	Responsibilities	33-36	Other provisions
7	Provisions Regarding Personnel	37-42	Other provisions
8	Miscellaneous and Final Provisions	43-46	Other provisions

The Decree Law (Decree Law) specified in Table 3 consists of 8 chapters and 46 items. It is seen description of the service units covers the largest part. In the first part of the Law (Purpose, duty, Organisation), main references are given. These are the Tevhid-i Tedrisat Law No. 430 and the National Education Law No. 1739. The task are described in more detail (from 8 to 12 articles) compared to the previous Law no. 3797.

In the second chapter, the ministry is stated as central, provincial and abroad. In addition, arrangements about minister and undersecretary are given. In the third chapter, units are given. However, as in the previous law (Law no. 3797), no distinction was made between units (main, deputy, ad-

visory and audit). 21 units were stated: 15 of them were at the level of general directorate; 4 of them were at the presidency level; 1 of them were at the level of consultancy, 1 of them were at the level of directorate. Their duties were also explained. In the fourth chapter, the Head Council of Education and Morality and the National Education, which are the advisory units of the ministry, took place are. In the fifth section, provincial and abroad organizations were involved and working groups were mentioned for the first time.

These working groups subrogated the removed councils of the previous legislation, (except the National Education Council). In the sixth chapter, responsibilities and competencies were developed taking coordination and cooperation into consideration. In the seventh section, personnel appointment, cadres, teacher retirement, specialist employment, ministry inspectors and contracted personnel issues are arranged. In the eighth and last chapter, various and final provisions are given.

No. 1 presidential decree (30474):We can divide the characteristics of this decree into three categories. These are the basic characteristics, organizational structure and other provisions.

Table 5. Presidential Decree on Presidential Organization (Presidential Decree Number: 1)

Name of the Part	Item No
Tasks	301
Organization of the Ministry	302
Service Units	303-328
Other Provisions	329-335

In the presidential decree, Ministry of National Education was announced including the tasks, units, responsibilities and various regulations (such as committees). The tasks are described in Article 301. The organizational structure was expressed in the form of central, provincial and abroad in Article 302, as in previous texts. Units, Article 303-325, are expressed as service units, as in Decree Law No. 652; but the number of service units has been increased from 21 to 22. These 22 units have 15 general directorates, 5 presidencies, 1 consultancy and 1 directorate level. Joint tasks between the units have been explained in 9 issues to

ensure the coordination (article 326). The provincial organization of the ministry is as previously explained, provincial and district of MONE (article 327); the abroad organization is set out in terms of authority (article 328). However, the regulation on “teacher” practice, which is a reflection of the coordination with YOK (The Higher Education Council) , is also included in the article 328/2. Other items and scope of the Ministry are as follows:

- Article 329: Working groups
- Article 330: Cadres
- Article 331: Retirement of teachers
- Article 332: Specialist employment
- Article 333: Overseas school expences and copyright and exam fees
- Article 334: Lessons to be taught for teachers' monthly salary
- Article 335: Provisional assignment

Theme 2: Similar Aspects In Legal Texts

Similar aspects in the texts were found to be formal and contextual.

Formal similarities:Texts seem to have similar features in 11 points, although not in all three texts. These can be listed as follows:

- In 3797 and 652, purpose emerges in the first chapter, on the other hand it is not included in 30474.
- Tasks are included in all three texts. The tasks were stated in general terms in 3797; whereas they are given in more detail in the other two texts.
- The central, provincial and abroad structures of the ministry were continued.
- In 3797 and 652, undersecretary, deputy undersecretary and consultant staff were the same in terms of number and function (1.7,30); In 30474 these were not included.
- In 3797 and 652, 18 changes were made in the texts.
- The Council of Education was described in a separate section.
- 7 units continued to exist in the transition from 3797 to 652.

- In 3797 and 652, National Education Council continued to exist both formally and functionally. (ix) Responsibilities and authorizations were explained in a separate chapter and were similar in content.
- Although the names differ in terms of their names, there are provisions related to assignment and displacement.
- Different points related to education are mentioned under various provisions.

Similarities in terms of content-structure:In terms of content-structure, it is possible to collect similarities in 4 points. These can be expressed as follows:

- The central organization is described under the name of service units and this section is explained in more detail than in the other sections: 35 items in 3797; 21 articles in 652; and 22 items in 30474.
- The service units determined and combined in the transition from 3797 to 652 were continued in decree 1 as well; however, in 30474, the Head Council of Education and Morality was excluded from being a separate chapter and included in the units (article 319).
- Common tasks in 652, which aim at inter-unit coordination took place in 30474 (article 27 and article 326). The same procedure was also determined for the working groups.
- In 652, cadres, teacher retirement, expert employment, copyright and examination fees and abroad school expenses, teachers' monthly teaching load continued to exist in 30474.

Theme 3: Different Aspects In Texts

It was seen that the different aspects in the texts were in terms of form and content.

Differences in form: In the texts, there were 6 different points in terms of form. These can be explained as follows:

- The basis of legal texts is different: 3797 is a law; 652 is a decree and 30474 is a presidential decree.
- The number of sections /chapters and articles is different.

- In 3797 there are 6 chapters and 66 items; 652 consists of 8 chapters and 46 items; 30474 consists of 36 items.
- The number of units in the central organization is different. For example, in 3797, the General Directorate of Pre-school Education and the General Directorate of Primary Education were merged in 652 and 30474 under the name of the General Directorate of Basic Education.
- Similarly, the General Directorate of Boys Technical Education, the General Directorate of Girls Technical Education, the General Directorate of Trade and Tourism Education, were merged under the General Directorate of Secondary Education.
- Besides, the General Directorate of Higher Education and the Directorate General for Overseas Education were reduced to one unit under the name of the General Directorate of Higher Education and Abroad Education. Table 6 shows the numerical data of the units in 3797, 652 and 30474.

Table 6. Comparison of Units

Level	3797	652	30474
Head Office	16	15	15
Department	13	14	5
Directorate	1	1	1
Councillorship	3	1	1
Secretariat	1	0	0

In table 6, it is seen that after 3797 the units are reduced, simplified and even the secretariat has been removed. It is seen that most changes occurred in the department head. It is noteworthy that the only level without change was the directorate. Considering the duration of the texts, there is also a difference. 3797 was in force between 1992 and 2011. 652 remained in force between 2011-2018 652 remained in force for about 7 years. 30474 has remained in force since 2018. Except National Education Councils, other councils which were mentioned in 3797 were abolished in the transition to 652. The councils of directors, apprenticeship and vocational education council, student disciplinary committees and specialization councils were abolished. Instead, in 652 and 30474 the working groups (article 32 and 329) were introduced. In 3797, the regulations regarding the education inspectors in the provincial organization are not found in 652 and 30474. In 3797

and 30474 there were no new regulations regarding education and training and cadres in abroad organization, whereas in 652 this situation was arranged in detail in such conditions having 1 year employment and foreign language knowledge.

Differences in content-structure: There is a difference in terms of content-structure in 6 points. These can be explained as follows: Although, it is not within the structure of the Ministry of Education and the Education Policies Council, which directly affects the organizational structure, was established and took place in 30474 (article 24). This council can be compared to the structure of the 5 councils referred to as permanent councils in 3797 (art. 47-52). However, this council structure is only seen in the National Education Council in 652 (article 29). The role of the minister, the undersecretary and the deputies in 3797 (item 5-7) was in general and was given in more detail in 652 (item 4-5), whereas in 30474 there was no such explanation. The structure and nomenclature of the units in the central organization are different. In 3797, units was designated as main service units, advisory and audit units and auxiliary units (Annex-1); in 652 only service units (Annex-1) and 30474 was specified as service units only. However, it is seen that the central organization has more and more density in terms of the structure and number of the units it contains. This situation suggests that the central organization was the main element within the organizational structure of the ministry. Another different point is about the Head Council of Education and Morality. In 3797, the structure of the Head Council of Education and Morality was organized in a separate section (article 8). However, in 652 it took place within the National Education Council (article 28-29). In 30474, it was included in the central organization (article 319). The function of the Head Council of Education and Morality has been changed during the transition from 3797 to 652 and it was referred as "scientific consultation and examination" The function of the same council is summarized and reduced from 12 to 5. In addition, the points related to the president and members were also addressed in 652. In 30474, although the function specified in 652 is preserved, it is seen that the issues other than the duties of the council have been removed from the text. There were also some changes in National Education Council. The National Education council took place in 3797 and 652 (article 48 and 29) but not in 30474.

Conclusion, Discussion And Recommendations

The results of the study showed that the Ministry of National Education maintains its central structure even though there were changes from time to time in the organizational structure. It was observed that changes in legal texts are both formal and contextual-structural. In addition, it was seen that the units were reduced and reviewed as the legal texts change. All three texts have common and different aspects. 652 was the continuation of 3797 and 30474 was affected by 652 but it had a different structure. This can be said to be due to the text structure of 30474 and the conditions under which it was put. Moreover, it is noteworthy that there is a council which is different from the ministry but necessitates working together with the last regulation (Article 24-Council of Education and Training Policies). In all three texts, the elaboration of the central organization in detail and comprehensively based on the service units shows that the central organization is the focus structure within the ministerial organization structure. The similarities and differences in the texts are not specified with definite limits; in each text, the arrangements were made influenced by the previous one. The most important change within the organizational structure was seen in the National Education Council, where it served as the secretariat of the Head Council of Education and Morality. The structure of the Head Council of Education and Morality was organized in a separate section (article 8) in 3797. However, in 652 it took place within the National Education Council (article 28-29) and in 30474, it was included in the central organization (article 319). The National Education Council took place in 3797 and 652 (article 48 and 29) but not in 30474. This shows that both councils have undergone structural changes. In addition, the changes indicated that the changes in education are at the ministry level. Fullan (2005, p.47) groups the actors of change in education as internal and external actors and states the official institutions as external actors.

Relevant literature reveals that frequent and continuous change is not an appropriate approach for the education system (Çiftçi, 2018, p.255; Gür and Çelik, 2009, p. 11th; Erdoğan, 2014, p. 335; Kösterelioğlu and Bayar, 2014, p. 184; Turk, 1998; Tofur, 2018, p.155). Long-term, consistent and large scale reforms initiatives and educational policies are not developed in Turkey. (Tofur, 2015, p.145; 2017, p.346). In another study, Tofur, Aypay, and Yücel

(2016, p.270) stated that all dimensions of educational transformation should be given the same importance in the studies conducted on the structuring and development of educational policies. Moreover, Aypay (2015, p. 105) emphasized that educational policies are political in nature, involve unexpected changes, are realized in a complex way from top to bottom and hence fail to achieve the desired results. The opinions of the literature corresponded with the findings that emerged in theme 3. On the other hand, it did not overlap with theme 2. In the study, it can be stated that the result of the central structure as the main element of the texts is overlapping with the findings that Türk (1998, p.114) and Gür and Çelik (2009, p.11).

Finally, this study showed that significant changes have been made to the organizational structure of the ministry, with the aim of simplifying the texts, through merging or abolishing units. It can be said that this result partially overlaps with the findings of Tabak and Güçlü (2017, p.422) and Şahin and Üstüner (2014, p. 388). Based on the results obtained from the research, it may be suggested to the practitioners to investigate the structure of the Ministry of National Education and the Head Council of Education and Morality in more detail by considering the current study.

Kaynakça / References

- Aslaner, N. (2008). *Milli eğitim şûraları ve eğitim politikaları:1939–1946*. Yayınlanmamış yüksek lisans tezi. Gazi Üniversitesi, Sosyal Bilimler Enstitüsü, Ankara.
- Aypay, A. (2015). *Eğitim politikası*. Ankara: PegemA.
- Bilgin, N. (2014). *Sosyal bilimlerde içerik analizi*. Ankara: Siyasal.
- Canfield-Davis, K. and Jain, S. (2010). Legislative decision making on education issues: a qualitative study. *The Qualitative Report*, 15(3), 600-629.
- Christensen, L.B., Johnson, R.B. and Turner, L.A. (2015). Nitel ve karma yöntem araştırmaları. (M. Sever and A. Aypay transl. Ed.) *Araştırma yöntemleri desen ve analiz* (p. 400-433). Ankara: Anı.
- Constantinescu, M. (2013). Attitude and change in education. *Procedia - Social and Behavioral Sciences*, 93, 1438 – 1440.

- Çakır, C. (2016). *Türkiye’de milli eğitim politikalarının oluşmasında aktörlerin rolü*. Yayınlanmamış doktora tezi. Süleyman Demirel Üniversitesi, Sosyal Bilimler Enstitüsü, Isparta.
- Çiftçi, L. (2018). *1980 sonrası kamu yönetiminde dönüşüm ve milli eğitim bakanlığı reform çabaları*. Yayınlanmamış Doktora Tezi. Hacettepe Üniversitesi, Sosyal Bilimler Enstitüsü, Ankara.
- Erdoğan, İ. (2014). Milli eğitim bakanlığı sisteminin kuvvetler ayrılığından kuvvetler birliğine doğru dönüştürülmesi [The transformation of ministry of national education system from separation of powers to unity of powers]. *Eğitim Bilimleri Araştırmaları Dergisi - Journal of Educational Sciences Research*, 4 (2), s329-340. <http://ebad-jesr.com>
- Ergün, M. and Keskin, O. (2014). Evaluation of the last configuration in the central organization in Turkish Education System. *P procedia - Social and Behavioral Sciences*, 116, 1433 – 1438.
- Fullan, M. (2005). *The new meaning of educational change*. London: Teachers College Press.
- Glesne, C. (2015). Nitel araştırmaya giriş. (A. Ersoy ve P. Yalçınoğlu, transl. Ed.), *Öykünüzü keşfetmek: veri analizi* (p. 255-300). Ankara: Anı.
- Gökçe, O. (2019). *Klasik ve nitel içerik analizi*. Konya: Çizgi.
- Gür, B. S. and Çelik, Z. (2009). Türkiye’de millî eğitim sistemi yapısal sorunlar ve öneriler. *SETA Rapor*, www.setav.org accessed on 12.04. 2019
- Kösterelioğlu, İ. and Bayar A. (2014). Türk eğitim sisteminin sorunlarına ilişkin güncel bir değerlendirme (an assessment on recent issues of turkish education system). *International Journal of Social Science*, 25(I), 177-187. Doi number: <http://dx.doi.org/10.9761/IASSS2279>
- Krippendorff, K. (2004). *Content analysis*. London: Sage publications.
- Merriam, S. B. (2015a). Nitel araştırma desen ve uygulama için bir rehber (S. Turan, transl.), *Nitel araştırma nedir?* (p. 3-20). Ankara: Nobel.
- Merriam, S. B. (2015b). Nitel araştırma desen ve uygulama için bir rehber. In (S. Turan and H. Özen, transl.), *Dokümanlardan verilerin toplanması* (p.131-156). Ankara: Nobel.
- Milli Eğitim Bakanlığı (MEB). *2023 eğitim vizyonu*. www.meb.gov.tr accessed on 25.04.2019
- OECD, (2013). *Eğitim politikası genel görünümü: Türkiye*. www.meb.gov.tr accessed on 25.04.2019.

- Özdem, G. (2017). *Türkiye’de 1980 sonrası uygulanan eğitim politikalarının ilköğretim okullarında yarattığı dönüşümün değerlendirilmesi:Ankara ili örneği*. Yayınlanmamış doktora tezi. Gazi Üniversitesi, Eğitim Bilimleri Enstitüsü, Ankara.
- Patton, M. Q. (2014). Nitel araştırmanın doğası. In (M. Bütün, S. B. Demir, transl.), *Nitel araştırma ve değerlendirme yöntemleri* (p. 3-36). Ankara: PegemA.
- Şahin, M. and Üstüner, M. (2014). Milli eğitim bakanlığının teşkilat ve görevleri hakkındaki kararnameye ilişkin okul müdürlerinin görüşleri. *Mustafa Kemal Üniversitesi Sosyal Bilimler Enstitüsü Dergisi (Mustafa Kemal University Journal of Graduate School of Social Sciences)*, 11(25), 373-392.
- Tabak, H. and Güçlü N. (2017). Milli eğitim bakanlığı’nda yeniden yapılanma: merkez teşkilat yöneticilerine göre bir değerlendirme. *Mustafa Kemal Üniversitesi Sosyal Bilimler Enstitüsü Dergisi*, 14 (39), 408-430.
- Tofur, S. (2015). *21. yy Türk eğitim politikalarının oluşturulmasında kaynaklık eden belgelerin Fullan’ın kavramsallaştırması açısından değerlendirilmesi: 1980 – 2014*. Yayınlanmamış doktora tezi. Eskişehir Osmangazi Üniversitesi, Eğitim Bilimleri Enstitüsü, Eskişehir.
- Tofur, S., Aypay, A., and Yücel, C. (2016). 1980 – 2014 Türk milli eğitim şura kararları ile tebliğler dergisi fihristlerinin karşılaştırmalı değerlendirilmesi . *Eğitim ve Bilim*, 41(186), 253-274.
- Tofur, S. (2017). Examining the indexes of the journal of announcements between 1980 -2014 in terms of Fullan's Educational Change Model. *Pegem Eğitim ve Öğretim Dergisi*, 7(2), 313-352.
- Tofur, S. (2018). 1979 - 2018 yılları kalkınma planları karar maddelerinin Fullan’ın eğitimsel dönüşüm modeli açısından incelenmesi. (A. İşcan Ed.), *Eğitim bilimlerinde örnek araştırmalar* (p. 135-156) içinde. Ankara: Nobel.
- Türk, E. (1998). *Cumhuriyet döneminde milli eğitim bakanlığı merkez örgütünde yapı boyutundaki değişimler*. Yayınlanmamış yüksek lisans tezi. Ankara Üniversitesi, Sosyal Bilimler Enstitüsü, Ankara.
- Uysal, H. (2018). *Eğitim yöneticilerinin ve uzmanlarının görüşlerine göre Türkiye’deki eğitim politikalarının değerlendirilmesi*. Yayınlanmamış doktora tezi. Gazi Üniversitesi, Eğitim Bilimleri Enstitüsü, Ankara.
- Weston, C., Ferris, J. and Finkelstein, A. (2017). Leading change: an organizational development role for educational developers. *International Journal of Teaching and Learning in Higher Education* 29 (2), 270-280.

Yıldırım, A. and ŐimŐek, H. (2011). *Nitel arařtırma yöntemleri*. Ankara: Seçkin Yayıncılık.

Yirci, R. and Karaköse, T. (2010). Democratic education policy and Turkish education system. *Procedia Social and Behavioral Sciences*, 9, 1330–1334.

Kaynakça Bilgisi / Citation Information

Balıkçı, A. and Türkođlu, M. E. (2020). A comparative evaluation on the central structure of the ministry of national education. *OPUS–Uluslararası Toplum Arařtırmaları Dergisi*, 15(21), 356-377. DOI: 10.26466/opus.616851