AN ANALYSIS OF
CHANGE IN PRE-SERVICE TEACHER EDUCATION IN TURKEY
BY USING CHAOS THEORY

A THESIS SUBMITTED TO
THE GRADUATE SCHOOL OF SOCIAL SCIENCES
OF
MIDDLE EAST TECHNICAL UNIVERSITY

BY

YEŞİM SOMUNCUOĞLU

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF
DOCTOR OF PHILOSOPHY
IN
THE DEPARTMENT OF EDUCATIONAL SCIENCES

DECEMBER 2003

Approval of the Graduate School of the Social Sciences

_____

Prof. Dr. Sencer Ayata

Director

I certify that this thesis satisfies all the requirements as a thesis for the degree of Doctor of Philosophy.

_____

Prof. Dr. Hasan Şimşek

Head of Department

This is to certify that we read this thesis and that in our opinion it is fully adequate, in scope and quality, as a thesis for the degree of Doctor of Philosophy.

_____   _____

Prof. Dr. Hasan Şimşek   Prof. Dr. Ali Yıldırım

Co-Supervisor   Supervisor

Examining Committee Members

Prof. Dr. Ali Yıldırım   _____

Prof. Dr. Hasan Şimşek   _____

Prof. Dr. Fersun Paykoç   _____

Prof. Dr. Sabri Koç   _____

Assoc. Prof. Dr. Gary Grossman   _____

ABSTRACT

AN ANALYSIS OF
CHANGE IN PRE-SERVICE TEACHER EDUCATION IN TURKEY
BY USING CHAOS THEORY

Somuncuoğlu, Yeşim

Ph.D., Department of Educational Sciences

Supervisor: Prof. Dr. Ali Yıldırım

Co-Supervisor: Prof. Dr. Hasan Şimşek

This study was conducted to investigate the change in pre-service teacher education in Turkey by using Chaos Theory. The research questions were the following: 1) How did the 1982 restructuring relate to the 1998 restructuring? (2) What were the reasons for the anomalies that led to the 1998 restructuring? (3) How did the 1998 process of transformation work? (4) At which stage of the curve is the system now? (5) What are the possible paths the new model may evolve?

The data sources in this qualitative research study were interviews and documents. The 28 participants of the interviews included some key decision-makers at related institutes and some academic staff at 8 different Education Faculties in Ankara, Eskişehir, Bolu, Adana, and Kırşehir. The written documents included some relevant reports, meeting minutes, the proceedings of conferences and panel discussions, research articles, and some articles of four different newspapers in Turkey.

A model of 'Change as Chaotic Transformation' was designed by the researcher as a theoretical framework. The data, subjected to a content analysis, revealed that the logic of chaotic transformation has significant implications in investigating and understanding the stability versus instability phases in teacher education affairs in Turkey; roughly 1950s - 1970 (evolution and stability), 1970s (disequilibrium and turbulence), 1982 – early 1990s ('forced stability'), and mid-1990s to 1998 (turbulence and transformation) are significant phases in this sense. The data also revealed that the reasons for the anomalies that led to the 1998 restructuring were in both program and administrative issues. Further, the process of transformation in 1998 was 'self-organization.' It is found that presently the 1998 model is perceived as not yet institutionalized; the achievements in program issues realigned teacher education to its 'identity', but the path the new model may evolve depends on the clarification and institutionalization of 'governance' and implementing strategies for developing 'human resources' (the teacher educator profile).

Keywords: chaos theory, pre-service teacher education, organizational change, teacher professionalism, educational restructuring and reform, teacher education programs

ÖZ

TÜRKİYE'DE HİZMET-ÖNCESİ ÖĞRETMEN EĞİTİMİNDEKİ DEĞİŞİMİN KAOS KURAMI ÇERÇEVESİNDE ANALİZİ

Somuncuoğlu, Yeşim

Doktora, Eğitim Bilimleri Bölümü

Tez Yöneticisi: Prof. Dr. Ali Yıldırım

Yardımcı Tez Yöneticisi: Prof. Dr. Hasan Şimşek

Aralık 2003, 275 sayfa

Bu çalışma Türkiye'de hizmet öncesi öğretmen eğitimindeki reformları Kaos Teorisi perspektifinden incelemek amacıyla gerçekleştirilmiştir. Çalışmaya yön veren araştırma soruları şöyledir: 1) 1982 yenidenyapılandırması 1998 yenidenyapılandırması ile nasıl ilişkilendirilebilir? 2) 1998 yenidenyapılandırmasını gerektiren sorunlar nelerdi? 3) 1998 dönüşümü nasıl gerçekleşti? 4) Sistem şu anda hangi aşamadadır? 5) Yeni modelin gelecekte izleyeceği yön ne olabilir?

Bu nitel araştırma çalışmasında kullanılan veri kaynakları görüşmeler ve dokümanlardır. İlgili kurumlarda yönetici olarak görev yapmakta olan bazı kişiler ve 8 farklı Eğitim Fakültesinde çalışmakta olan toplam 28 öğretim elemanı ile görüşmeler yapılmış, çalışmanın konusuna yönelik ilgili kurumların raporları ve toplantı tutanakları, ilgili konferans ve panel oturumların bildirileri ve notları, süreli yayın makaleleri, ve dört farklı gazetenin konuya yönelik haber ve makaleleri incelenmiştir.

Araştırmacı tarafından geliştirilen 'Kaotik Dönüşüm Olarak Değişim' modeli çalışmaya yön veren teorik yaklaşımı içermektedir. İçerik analizi yöntemi ile çözümlenen veriler ışığında bu çalışmada, 'kaotik dönüşüm' yaklaşımının Türkiye'de hizmet öncesi öğretmen eğitimindeki stabilite ve 'denge bozulumu' süreçlerini sorgulamak ve anlamak açısından önemli katkılar sağladığı ortaya çıkmıştır; kabaca 1950'ler - 1970 (gelişim ve stabilite), 1970'ler (denge bozulumu ve çalkantı), 1982-1990'ların başları ('kapalı denge') ve 1990'ların ortaları – 1998 (çalkantı ve dönüşüm) önemli dönemlerdir. Ayrıca, 1998 yenidenyapılandırmasını gerektiren sorunların program ve yönetim boyutunda olduğu ve 1998 dönüşümünün bir 'öz-düzenleme' olduğu ortaya çıkmıştır. 1998 yenidenyapılandırmasının hizmet öncesi öğretmen eğitimini 'kimliğine' yaklaştırdığı, ancak modelinin henüz kurumsallaşmadığı, kurumsallaşması için 'yönetim' boyutunun açıklığa kavuşturulması ve 'insan kaynağını' (öğretmen eğitimcisi profilini) geliştirmeye yönelik stratejilerin uygulanması gerektiği bulunmuştur.

Anahtar Kelimeler: kaos teorisi, hizmet-öncesi öğretmen eğitimi, örgütsel değişim, öğretmen profesyonelliği, eğitimde yenidenyapılandırma ve reform, öğretmen eğitimi programları

I hereby declare that all the information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Date: December 20th, 2003   Signature:

TABLE OF CONTENTS

LIST OF TABLES

TABLE

LIST OF FIGURES

LIST OF BOXES

BOX

CHAPTER 1

INTRODUCTION

1.1   Background to the Study

The last few decades have been marked by a new understanding of social phenomena that dwells on new definitions and explanations of change. Former outlook at the universe shaped by an objective and linear framework have ceased to function in explaining both physical and social realities yielding to a truly different one. So, one major requirement to create and to understand change in an ever-changing world is to adopt a perspective that inherently sees the world anew.

What used to dominate endeavors of physical and social sciences - Newtonian physics - is no more sufficient in understanding the world now. As Wheatly (1992) effectively depicts it,

> We manage by separating things into parts, we believe that influence occurs as a direct result of force exerted from one person to another, we engage in complex planning for a world that we keep expecting to be predictable, and we search continually for better methods of objectively perceiving the world. These assumptions...come to us from seventeenth-century physics, from Newtonian mechanics. They are the base from which we design and manage organizations, and from which we do research in all of the social sciences (p. 6).

However, a new paradigm, with a new way of looking at the world and a new way of going about understanding and solving problems, is emerging as a result of a need to see the "whole" with its embedded changing patterns of interrelationships.

Organizational change literature had been dominated by the assumptions and postulations of two major camps, Organizational Development and Organizational Theory, that varied mainly in their scope of analysis and primary focus, with the

former dealing with planned changes (interventions) in specific organizational systems or subsystems, the latter dealing with organization-environment interfaces to focus on specific changes (Ledford et al., 1991). However, neither of the two major approaches brings a holistic understanding to the organizational change process that is a constant change in multi-level interactions within and across systems.

Moreover, dichotomies of incremental change versus deep change, or evolutionary change versus revolutionary change prevail in organizational change literature. These dichotomies distinguish between cases or situations of change where either the new builds on the old in a coherent process of development or the new replaces the old which ceases to function in a truly new agenda stemming from a crisis or turbulence situation.

Kuhn's (1970) arguments on scientific development versus scientific revolution (paradigm shift) phenomena were the benchmark of new queries and discussions on the processes of science. By proposing that scientific revolutions are "those non-cumulative developmental episodes in which an older paradigm is replaced in whole or in part by an incompatible new one" (1970, p. 92). Kuhn highlighted the defining characteristic of revolution - paradigm change - in juxtaposition to the traditional view of scientific development that dwelled on incremental, evolutionary change through accumulation of knowledge and theory. And a crisis or an anomaly in the functioning of the old paradigm is the prerequisite to revolution.

A research paradigm that adopts such a stance to change in organizational or social phenomena dwells on the principles of chaos and complexity. Chaos as defined by Priesmeyer (1992) is "that disorder which may be simply a high order of complexity that can emerge from entirely deterministic processes" (p. 6). Therefore, chaos theory, which mainly focuses on processes of change, proposes that there is an underlying order or pattern in seemingly random or disordered processes of social and natural events. Furthermore, this new understanding is applicable in a variety of domains ranging from physics, chemistry, and biology to political sciences, sociology, history and organizational studies.

Chaos and complexity view approaches the dynamics of the change process from a different perspective mainly focusing on the change in interrelations among

and across the variant factors that make up the whole. The major principle at work is that the causes and effects of the events that the system experiences are not proportional. A triggering event may unexpectedly cause drastic changes in the whole system. Furthermore, the different parts of complex systems are linked and affect one another in synergistic manner acting on both positive and negative feedback. And most significantly, complex systems are open in the sense that they can exchange material, energy, and information with their surroundings. Complex systems are dynamic (not in equilibrium) and tend to undergo irreversible processes. Therefore, they are not linear but holistic. And finally, complex systems are marked by paradoxes, such as fast and slow events as well as regular and irregular forms (Çambel, 1993).

Nonlinearity builds on the assumptions of the chaos and complexity that change is in loops and irreversible, the whole emerges from unique interactions between the components that are constantly self-organizing, and the environment and the system belong to the same whole. More specifically, the whole emerges from the discontinuous and nonlinear interaction among the parts at local level, which directly links to the concept of 'self-organization.' From the perspective of complexity, relationships and change in these relationships are self-organizing unless a change model is imposed on them by external factors.

Woodward's (1994) image of change as 'broken boxes', as opposed to an older understanding of change as incremental, predictable and controllable, the trialectical model of change as proposed by Ford and Ford (1994) that perceive change as an ongoing phenomenon of disrupted equilibrium, Tushman and Romanelli's (1990) perception of organizational evolution as complementary convergence and re-orientation all contribute to a need to understand change from a holistic perspective and on a continuum of varying natures of change. More specifically, incremental or evolutionary change phases, stability or equilibrium stances and turbulence or crisis periods that bring about revolutions need to be explored holistically and as interacting change dynamics.

Public and educational institutions are described as 'organized anarchies' by Cohen et al. (1988) in that decision making processes are less goal oriented or objectives driven than experiential; choices are better discovered than

predetermined. Yet, the political arena of the decision-making process, though it is also variant along with a variation in change agents, roles and responsibilities, and the external environment, along with its political, social, technological and material factors, in dynamic interface with the decision context are integral to the processes and products of the decision cases.

Higher education policy analyses centralize on the issues how power, influence and authority are created and distributed by the relevant processes and structures as well as the solutions to be found to the problems of common interest.

Capano (1996) maintains that the processes of changes in higher education policies are deeply influenced by the power relations and the policy beliefs of the actors involved, and the policy legacy (past decisions and institutionalized features of the sector). Such an approach to policy change analysis perceives the causal relationships, specifically the network of interactions among the actors in the domain based on their belief systems, the most significant. Belief systems here could be analyzed in terms of general goals or deep beliefs, strategies, and finally single policy instruments. At this point, how the belief system layered at these three stages is changed through changes in the internal and external factors is the critical question. Capano argues, building on the model by Sabatier and Jenkins-Smith (cited in Capano, 1996), that when different belief systems are at work in the policy context, it is expected to have opposing or competing networks of policy actors at work. And the external configurations help predominance for one of these networks and put the rest into a minority position. Or in some other cases there may be no external intervention, with power relations kept the same in the policy context, yet such an opposition might foster a learning process for the opposing groups to change their beliefs related with the minor aspects. In this context, the deep level of the belief system can be altered radically not directly through the internal networks but through the external changes, i.e., socio-economic conditions, governmental issues, other public policies, the preferences in the public opinion.

Therefore, radical changes in public policies - and especially the higher education policies which is a matter of both high public and political interest - cannot be attributed to the change in a single variable but should be perceived as a change in interdependencies of internal and external factors.

Next, literature on teacher education reform substantially deals with the issues of professionalization and standardization, theory-practice reconciliation and the political environments of the reform process. (e.g., Bush, 1987; Corrigan, 1985; Gideonse, 1993; Gottlieb & Cornbleth, 1989; Knight et al., 1994; Yinger and Hendricks-Lee, 2000). A retrospective look at the teacher education reform movements or acts in various countries would yield certain commonalities across them in how and why these changes were triggered and put into practice. Concerns over professionalization of teaching, how teacher education institutions could come closer to schools and centralization or decentralization of teacher education authority override the historical background of some leading countries like the US, the UK, Australia and France with an inherent link between such discussions and decisions, and the specific socio-political context of each of these countries.

Turkish teacher education policy context is also intense in reform efforts, especially from 1970 to 1998, on the content, processes and goals of teacher education. Şimşek and Yıldırım (2001) analyze the last 30 year history of these reform efforts and the anomalies of the Turkish teacher training system before the last major policy change that took place in 1998. The researchers came up with seven major anomalies targeted with the relevant reform: (1) *Academic orientation*. Teacher training institutions were more concerned with research and pure science than the realities of classroom practices, (2) *Duplication of efforts and lack of collaboration*. Due to a lack of collaboration between the Faculties of Arts and Sciences and the Faculties of Education for science education curricula, the Faculties of Education started to be more oriented towards pure sciences, with their staff and the curricula, (3) *False academic norms*. The staff at the Faculties of Education was not oriented to teaching methods. (4) *Organizational mismatch*. Over the time the employer institution (Ministry of Education) and the provider institution (Faculties of Education linked to the Higher Education Council) were detached or isolated from each other. (5) *Inadequate school experience*. The collaboration between the schools and the Faculties of Education was poor and teaching practice was underemphasized. (6) *Degraded teaching certificates*. Teacher shortage led to 'emergency' teacher certificates through some very short and low quality teacher training programs offered to students from a variety of undergraduate programs. (7) Teacher shortage

5

resulting from the *Extension of basic education to 8 years*. The enforcement of 8 year compulsory education added to the complications brought about by the above listed anomalies in that teacher shortage problem got more severe. Thus, the decision-makers were fully aware of a need for a reform in teacher training policies and strategies.

The major choices or decisions of this reform or transformation were that the anomaly of overspecialization (differentiation) amongst the faculty of the Faculties of Education was targeted by restructuring in the organization of these faculties. Some dysfunctional undergraduate programs were closed down and some others narrow in scope were merged under new headings. Still others were transformed into 5 year undergraduate plus graduate programs. A new curriculum development project was launched by the Higher Education Council to generate teacher training programs with more emphasis on professional knowledge and practice. With the new structuring, students graduating from the Faculties of Arts and Sciences are offered a non-thesis Master's program by the Faculties of Education to be eligible for high school teaching. As a result of a materials development project launched by the Higher Education Council, source books of teaching methods were developed and the infrastructure of the Faculties of Education was improved. For better collaboration between the faculties and the schools, a 'faculty-school partnership' framework was developed. A standardization and accreditation mechanism was built into the system to ensure quality standards across regions, institutions and programs in teacher training. The Ministry of Education and the Higher Education Council collaborated to allocate resources for the overseas training of teachers in Master's and Doctoral programs to address the problem of shortage of qualified instructors at the faculties.

In the light of the discussions in the literature on the need for a different perspective understanding social and organizational change, as well as public policy making, the new stance the theory of chaos and complexity holds may better suit the endeavors for understanding the dynamics of the 1998 teacher education restructuring in Turkey by analyzing the intertwined relationship among the system components from the perspective of complexity. The perspective of chaos theory, in this context, may yield a more comprehensive picture of the phenomenon by

explaining the pattern of change in the relationships within the dynamics involving both the internal and external realities as a whole within a process.

1.2   Purpose of the Study

The purpose of this study was to analyze the latest reform process in teacher education system in Turkey that was launched in late 1990s from the perspective of chaos theory. This investigation focused on the historical background of this transformation (pre-crisis period and the processes of anomalies and choices), the present conditions, and the future expectations.

The following problems and sub-problems have been used to guide the analyses of the phenomena:

(1)   How did the 1982 restructuring relate to the 1998 restructuring?

    a.   What were the nature and the reasons for the anomalies that led to the 1982 restructuring?

    b.   What was the connection between the external environment and the system like before the 1982 restructuring?

    c.   What was the nature of the crisis process?

    d.   What were the anomalies created by the 1982 restructuring?

    e.   What was the nature of the pre-crisis normalcy period before the 1998 restructuring?

(2)   What were the reasons for the anomalies that led to the 1998 restructuring?

    a.   What was the connection between the external environment and the system like before the 1998 restructuring?

    b.   What was the nature of the crisis process?

(3)   How did the 1998 process of transformation work?

    a.   What were the competing policies?

    b.   How did the networks work in decision-making?

(4)   At which stage of the curve is the system now?

    a.   What are the major achievements of the new teacher education model?

    b.   What types of problems is the new model dealing with now?

    c.   Has the new model been institutionalized yet?

(5)   What are the possible paths the new model may evolve?

1.3.   Significance of the Study

Prestine (1991) draws attention to the significance of teacher education as characterizing the themes, debates and inquiries in educational reform literature of the last two decades by expressing; "much of the 'first wave' of educational reforms of the 1980s focused on teacher preparation programs" (p. 237) and adding "as witnessed by the volume of reports and studies in the literature, the reform of teacher education has become the subject of intense scrutiny and debate?" (p. 238).

Inquiries on teacher education policy changes are deemed to take a more comprehensive outlook at the phenomenon as in such arena political, social, economic and psychological issues or interests may intersect, as much as academic knowledge or concerns. In other words, reorganization of curriculum of teacher preparation towards expected reorganization of a National Education System is a substantial multifaceted public issue – involving complexities of dynamic interplay within and/or across internal and external dynamics.

Research on teacher education at micro-level investigating the specific issues of the process for better content, procedures and performance, which abound in the literature, may only be of use within or beyond achievement of an insight to the macro phenomenon of the change literature and attempts where curricular decisions or policy changes are made for numerous reasons and in numerous processes.

Further, literature on teacher education reform efforts all around the world are marked by a failure in creating substantial deep changes within the system with top-down or policy driven structural reorganization of affairs. Chaos theory and change literature bearing a 'nonmodern' stance or conceptualization of change deals with the change phenomenon as a dynamic complexity which creates its own self-organization through change in the interaction within and across its own dynamics. Therefore, it has a more holistic perception of organizational change, as in all physical or social systems.

Thus, this study trying to explore the latest teacher education restructuring phenomenon – 1998 restructuring – through the lenses of chaos theory may bring new insights into both teacher education processes and change efforts in Turkey.

More specifically, the attempts taken in this study to understand the developments in teacher education system in Turkey within the last a few decades through an exploration and contextualization of developments within their interaction with social, political or economic agenda will hopefully result in a broader understanding of teacher education reforms in Turkey.

Further, system level teacher education research is already insufficient in Turkey, let alone the scarcity of research on the 1998 restructuring, though it has been half a decade since the new agenda was put into practice and despite the arguments of the implementers – teacher education faculty – that the policy makers have not attempted to assess the new system yet, and on the other hand, the arguments of the policy makers that the academic units have not come up with any comprehensive research studies for constructive feedback. Further, chaos theory framework is nonexistent in research literature on teacher education (or teacher education reform) in Turkey.

Within this perspective, this study will hopefully add new insights to teacher education processes and policies, and specifically 1998 restructuring phenomenon, as well as to other similar public or academic reform phenomena in Turkey.

1.4   Definition of Terms

<u>Chaotic systems:</u> They are complex systems that have unpredictability at stages of disequilibrium but are deterministic in nature with patterns of behavior integral to them (Çambel, 1993; Elliot and Kiel, 1997; Priesmeyer, 1992; Stroup, 1997).

Chaotic systems refer to "what is called 'nonlinear dynamics': complex..., but not random, phenomena. In other words, the study of chaotic behavior asserts that what may appear on the surface to be random and chaotic may have an underlying order which, if discerned, can lead to new and more creative directions and solutions" (Woodward, 1994, p. 23).

<u>Nonlinear Dynamics:</u> The behaviors of the system feed back upon it resulting in the modification of patterns. The causes and effects of the events that the system experiences are not proportional and different parts of the system are linked to affect one another synergistically (Çambel, 1993).

Self-organization: Nonlinear or discontinuous interaction among the parts self-organizes the system. Parameters are not determined by externalities but by the interaction among the components (Lee, 1997).

Turbulence: Non equilibrium stages in the system created by fluctuations or anomalies that signal a need for transformation since the system ceases to function properly as it is.

Bifurcation points: The points where the fluctuations in the system get extraordinarily high 'waking' the components up to create a new order (Prigogine and Stengers, 1984). They symbolize different choices to be created and made or different routes to be followed.

CHAPTER 2

REVIEW OF LITERATURE

This chapter consists of four major parts. In the first part, a review of literature on different approaches or theoretical frameworks to change is presented. In the second part, literature on the origins of chaos theory along with its concepts and implications are presented. Further, different approaches to organizational change and its processes are dealt with to contextualize chaos theory and organizational change. In the third part, literature on teacher education reform and policy change is reviewed with specific focus on teacher education reform and modernization efforts in developing countries and implications of research on teacher education reform at system level. In the last part, a conceptual framework designed by the researcher on the basis of the literature review is presented. This framework aims to conceptualize the process and interrelated dynamics of the phenomenon investigated in this study through the lenses of the chaos theory; therefore, it serves as a model for the discovery and interpretation of the results to be presented.

2.1   Change

We are living in a decade in which the 'nature' or our conceptions of change is being questioned along with the hitherto existing paradigms and models to understand and explain universe from the perspectives of both natural and social sciences. Lee (1997) suggests inquiries about change as it "moves society beyond the modern era are also questions about the content and conduct of social science, as well as science generally" (p. 16) and further elaborates on the transition that has

been experienced from the modern, through enlightenment and Newtonian paradigms, to the postmodern and currently the 'nonmodern'. The modern in this context is based on the idea of 'active' human progress guided by reason and rationality, which lend itself to the domination of quantifying, calculating or measuring. Wheatley (1992) explains this old paradigm:

> We manage by separating things into parts, we believe that influence occurs as a direct result of force exerted from one person to another, we engage in complex planning for a world that we keep expecting to be predictable, and we search continually for better methods of objectively perceiving the world. These assumptions...come to us from seventeenth century physics, from Newtonian mechanics (p. 6).

The postmodern, in juxtaposition to the modern, as Lee maintains, has questioned both the means and ends of science and the modernization itself altogether as a transformation in culture and it has iterated that the mission of modernity - that the individual suffering would be alleviated by means of the universality of human reason - is not fulfilled. The postmodern paradigm prioritized the 'individual' or the 'local' over the 'universal' offering a twofold dialectic or in other terms creating a dichotomy between the two as oppositions. This failure of the postmodern, not in its content but its methods and perceptions, as Lee suggests, is a failure to see the individual and the social, or in other terms the micro- and macro-phenomena together. The nonmodern postulations in this sense are fueled by the observation that neither of the two need be abandoned but bridged through a new understanding. As Lee puts it ,"Interestingly enough, the closer we look at the interaction of individual components in either the universe or in social organization, the more difficulty we have in describing these interactions and their results only in linear, local, and deterministic terms" (p. 19). Therefore, we need to understand how the social emerges from the local, which further changes the local. Yet, this endeavor assumes the complexity of the phenomena with interactions among the levels of a whole which is not predictable.

The questions that Wheatley (1992) lists in the opening paragraph of her book *Leadership and the New Science* are noteworthy in pinpointing this observation of complexity and unpredictability in organizational contexts. She asks:

I am not alone in wondering why organizations aren't working well. Many of us are troubled by questions that haunt our work. Why do so many organizations feel dead? Why do projects take so long, develop ever-greater complexity, yet so often fail to achieve any truly significant results? Why does progress, when it appears, so often come from unexpected places, or as a result of surprises or serendipitous events that our planning had not considered? Why does change itself, that event we're all supposed to be "managing," keep drowning us, relentlessly reducing any sense of mastery we might possess? And why have our expectations for success diminished to the point that often the best we hope for its staying power and patience to endure the disruptive forces that appear unpredictably in the organizations where we work? (p. 1)

Wheatley answers her own questions by accepting a mistake we are all committing either as scientists or laymen. We helplessly are involved in the habit of enforcing solutions that are no more appropriate for the new agenda. Or as she quotes from Einstein, "No problem can be solved from the same consciousness that created it" (p. 5).

Modern helplessness in dealing with this change or the new agenda is effectively depicted by Woodward (1994) in an organizational context. Woodward analyzes this issue on a background of how change has changed along the years he worked as a consultant in a number of organizations. People who have to make change work, people on the front lines, are often theoretically tuned with but practically distant from the rhetoric of becoming "change agents" and "reinventing" the future. Their experience of change is mainly not one of exhilaration but of pain. What's more, they are in a futile habit of trying to solve new problems with old methods or like in many cases they are supplied with new approaches which are helpless in day-to-day tasks. As Woodward puts it, "When executives, managers, and workers involved in change ask themselves "do we have a problem?" they usually refer to duration. They *know* they have a problem. What they are really asking is: Will it go away by itself? Is it in our power to make it go away? Or is it here to stay? They hope for the former but dread or deny the latter" (p. 6).

Woodward (1994) reporting his experiences working to understand organizational and personal change through the 1980's and 1990's infers a change in people's descriptions of their organizations' problems through images and drawings.

In this context, the 1990's were depicted with more sarcastic and pointed images indicating aimlessness, abandonment, and ignorance. He asserts:

> People in a constantly changing environment feel aimless. They feel like they have energy, but no direction nor any context to understand what is happening to them. They are engaged in energetic, but ultimately unfocused, even erratic, behavior. Thus they draw themselves rowing furiously, driving around and around on traffic loops, shooting dice, and trying to benchpress impossible weights....people in change often feel abandoned....people in the midst of change feel ignorant (pp. 8-9).

The above quotation dwells upon Woodward's assertion, along with those of other researchers in this field, that the human or people component of the change process is often neglected in organizations with an overemphasis or even fixation on the systems or the procedures to be changed to cope with the change.

Woodward describes his three-stage growth curve model on which he builds how change has changed in the last decade. This model consisting of "forming", "norming" and "transforming" stages used to work a decade ago to fully describe the major change process, be it personal, historical, biological or organizational.

The "formative" stage refers to the time when the organization comes into being. The experiences of this period might be both positive and negative - excitement, energy and hope on one side; anxiety, frustration and false starts on the other. Mistakes are taken as means for learning. Creativity is both welcomed and necessary. The "norming" stage follows the formative one and can be characterized with the predominant feelings and practices of achievement, predictability and profitability. In this context, the energy level drops in this stage, which leads into complacency, organizational politics and sometimes boredom. Therefore, mistakes are to be penalized and innovations to be discouraged. The very existence of the organization is to accomplish tasks and to stay there.

Woodward's analysis of these two stages of growth as regards their mistakes, creativity and goals lends itself to a conclusion that the judgments, decisions or values upheld in these two consecutive stages, for one organization, drastically change along with a change in energy level. Furthermore, this change in energy could be explained in relation to the rationale and function of these two stages; the

former represents a desire and effort to come up with an order or pattern out of the unknown, the latter aims at keeping or maintaining it.

Woodward depicts the "transforming" stage with emphasis on the thesis of the model that "no system, no matter how stable, can continue indefinitely. Sooner or later, as the flattening in the curve indicates, the system will peak, become less effective, and if something isn't done, begin to die" (p. 14). The attempts to artificially extend the life of the organization at this stage are summarized as cuts, blame, and denial, back to basics, reorganization, and cure-alls.

Woodward presents his analogy of broken boxes to illustrate how change has changed currently. The current normative systems are symbolized as a box and change as the arrows enclosed in it. If change is "limited to exceptions and alterations within the box, we can maintain some measure of control" (p. 19). However, within the current conception of change the box has been broken. In other terms, the system along with its hierarchies and basic assumptions have been collapsed, which brought about profound matters of personal loss, i.e., loss of control, relationships, competence and identity. Therefore, what makes decision-makers or change agents helpless in dealing with the new problems currently, as mentioned earlier, is the inability in perceiving or maybe acknowledging this new context that requires a completely new agenda.

Ford and Ford (1994) evaluate this change in our perception of change through their comparison of the models of change in formal logic (based on Aristotle's reasoning), dialectics, and trialectics. Their discussions on how these three approaches differ in their conceptualization of change bear significant similarities with Lee's analyses of the modern, post modern and nonmodern postulations and Woodward's 'broken boxes' model. Ford and Ford describe Formal Logic as a 'logic of identity' which is based on categorizations of identities or entities (putting boundaries or differentiating what something 'is' from what it 'is not'), persistence or stability, and finally reduction or elimination of uncertainty or unpredictability. Some examples of dichotomies presented through such an understanding are "organizations are centralized or decentralized; structures are mechanistic or organic; leaders are transformational or transactional" (p. 761).

Dialectics, on the other hand, emphasizes logic of change out of contradiction. Therefore, conflict is the essential factor in change. Yet, the source of contradiction here is perceived as the 'internal' opposites clashing at a point to negate one of the poles and form a new unity. Therefore, the interplay of internal contradictions is regarded as what brings about change rather the environmental dynamics. Finally, trialectics assert "there are no "things" in the world other than change, movement, or process. Things, such as people, organizations, and ideas, are all names given to abstractions of what are identifiable and relatively constant patterns of movement over the whole universe" (p. 765). Ford and Ford base this all- encompassing change and movement process on energetic processes and they bring up a term 'material manifestation points' (MMPs) to describe the temporary resting points - equilibrium or stability - between mutations. Then "identity is a temporary stability of something in relation to the MMPs around it, and change is an ongoing phenomenon of disrupted equilibrium" (p. 766). Change is the resultant of the interaction between an 'active' and an 'attractive'. The attractive pulls the active (the receptive) toward itself. This view of change dwells upon interdependence, rather than contradiction.

2.1.1. Change as Evolution or Revolution

Thomas Kuhn's conceptualization of 'change' was revolutionary in that it brought forth a new perception of scientific change. Kuhn (1970), by proposing that scientific revolutions are "those non-cumulative developmental episodes in which an older paradigm is replaced in whole or in part by an incompatible new one" (p. 92) highlighted the defining characteristic of revolution - paradigm change - in juxtaposition to the traditional view of scientific development that resided in incremental, evolutionary change through accumulation of knowledge and theory.

In his justification why a change of paradigm should be called revolution, Kuhn builds a parallelism between political and scientific development. He explains in both political and scientific development, a revolution is preceded by a feeling of malfunction that turns into a crisis. In other terms, a crisis is the prerequisite to revolution. The existing paradigm in science, like the existing institution in politics ceases to effectively cater to the problems of the environment which they have partly

created. Such a crisis situation activates those involved in such institutions to come up with competing solutions representing their competing political frameworks or paradigms.

In this context, the new paradigm replaces or destroys the older or the traditional rather than builds on it for a revolution to take place. Similarly, normal scientific research, which is cumulative but not revolutionary, targets those problems that can be defined in terms of the existing paradigms and solved by their already existing tools and methods. Kuhn (1970) elaborates, "unanticipated novelty, the new discovery, can emerge only to the extent that his anticipants about nature and his instruments prove wrong. Often the importance of the resulting discovery will itself be proportional to the extent and stubbornness of the anomaly that foreshadowed it. Obviously, then, there must be a conflict between the paradigm that discloses anomaly and the one that later renders the anomaly law-like" (pp. 96-97).

Kuhn (1970) argues a revolutionary change is simply characterized by a change in paradigms and he defines paradigms as "some accepted examples of actual scientific practice - examples which include law, theory, application, and instrumentation together - provide models from which spring particular coherent traditions of scientific research" (p. 10).

Pfeffer (1981) and Mohrman and Lawler (cited in Simsek, 1992) suggest there are three components of a paradigm: "(1) it *constitutes a way of looking at the world*, (2) it has *a way of doing things*, (3) to accomplish these two, an interaction among human agents is required, that is *a social matrix or network* is necessary in order to adopt and practice it" (p. 4). Simsek elaborates the first component relates to the belief systems, the second to the methods and instruments, and the last to the interaction among the members of a paradigm community.

The dichotomy Kuhn presents between cumulative versus revolutionary change is similar to that proposed by Morgan (1997) in his juxtaposition of 'organizations as organisms' and 'organizations as flux and transformation'. In this context, the former paradigm, which is also defined as systems approach or open-system approach, perceives organizations as living systems that have to adapt to their environmental conditions to fulfill their various needs, and thus to survive.

Openness, in this respect, highlights the significant relationships between the internal functioning of the system and its environment. This signals mutual dependence and interaction between the two, in direct opposition to the 'closed' nature of mechanical and physical systems. This continuous interaction is characterized by a "cycle of input, internal transformation (throughout), output, and feedback" (Morgan, 1997, p. 41). Thus, open systems maintain themselves by an exchange of energy, in contrast to the closed systems that are entropic in that they consume energy and run down finally. Another key concept of the open systems approach is 'homeostasis' which refer to the "processes that relate and control system operation on the basis of what is now called 'negative feedback', where deviations from some standard or norm initiate actions to correct the deviation" (Morgan, 1997, p. 41). Therefore, evolutionary view of the change process emphasizes negative feedback mechanisms that regulate and control system behavior for the sake of its survival or fit into an ever-changing environment.

On the other hand, the 'flux and transformation' paradigm explained by Morgan corresponds to Kuhn's 'revolutionary change' model.

Morgan describes four logics of change in his conceptualization of 'organizations as flux and transformation': autopoiesis that suggest a new understanding of the relationship between organizations and their environment, chaos and complexity theory, the circular logic of mutuality, causality, and finally the dialectical logic of change.

Autopoiesis deems living systems (and organizations) as autonomous, circular and self-referenced to produce self through a closed system of relations. 'Closedness' in this context does not symbolize isolation but it suggests that "living systems close in on themselves to maintain stable patterns of relations and that it is this process of closure or self-reference that ultimately distinguishes a system as a system" (Morgan, 1997, p. 254). Furthermore, the relations with the environment are not externally but internally defined in that the environment is a part of the organization of the system. This is a closed loop of interaction where any change in a single element will ultimately be coupled with changes elsewhere to transform the system as a whole. In other words, "each element simultaneously combines the

maintenance of itself with the maintenance of the others" (Morgan, 1997, p. 254). This new understanding breaks down the boundaries set up by the previous paradigms, between the self and the environment or the 'internal' and the 'external'.

The second logic of transformation Morgan proposes is the logic of chaos and complexity, which will be elaborated on further in the next section. Chaos theory digs into this complex interaction between the organization (or one element) and its environment as elements of the same interconnected whole or pattern. It mainly emphasizes multiple systems of interaction that self-organize systems through chaotic but ordered processes.

The logic of mutual causality highlights circularity in patterns of interaction. More explicitly, change is in loops, not in mechanical causality. It is a two-way interaction through both negative and positive feedback. Magorah Maruyama (cited in Morgan, 1997) focuses on these two types of feedback in explaining systemic change:

> Processes of negative feedback, where a change in a variable initiates counteracting forces leading to changes in the opposite direction, are important in accounting for the stability of systems. Processes characterized by positive feedback, where more leads to more and less to less, are important in accounting for escalating patterns of system change. Together, these feedback mechanisms can explain why systems gain or preserve a given form and how this form can be elaborated and transformed over time (Morgan, 1997, p. 274).

The logic of dialectical change dwells on the assumption that opposites generate each other in a state of wholeness. Therefore, the contradictions are in a continuous dynamic interplay to complement or define each other for flux or transformation.

Morgan explains Marx's theory of social change that is based on three major principles highlighting the dialectical nature of transformations or revolutions:

1.   The mutual struggle or unity of opposites
2.   The negation of the negation
3.   The transformation of quantity into quality

The first principle above resides in the argument that change is self-generated through a tension or contradiction with an opposite. For instance, any attempt to

control 'the other' creates a process of resistance or counter-control that changes the initial attempt at control. The second principle further develops the first one in explaining how change may become developmental in a continuous negation and re-negation of the two opposites at interplay. For instance, an act of control is negated by an act of counter-control which is negated by a further act of control. The third principle maintains that processes of change in quantity bring about a change in quality. More explicitly, successive or cumulative changes in quantity reach a point (a breaking point) where the whole pattern of organization is transformed into a new one. For instance, when water is heated up to the boiling temperature, it changes into a new form - steam (Morgan, 1997, p. 287).

These three principles of Marx are directly related to the understanding of change in chaos theory that will be dealt with in the next section, specifically the positive feedback and the fluctuation that brings about bifurcation in the system.

2.1.2 Cultural Framework for Paradigm Shifts as Revolutionary Change

Literature on revolutionary change as 'paradigm shift' dwell on the assumptions and principles embedded in organizational culture literature. Simsek (1992) summarizes the dual change models in the literature as 'evolution' and 'revolution'. He, furthermore, adds the former deals with "the kind of change that does not alter the fundamentals or the genetic structure of the changing phenomenon whether it be an organization or an organism. Conversely, the revolution phase is the kind of change resulting in alternation in fundamental values, beliefs, world views, and practices in organizations and in fundamental shifts in the genetic code of organisms" (p. 38).

Therefore, a revolutionary view of change in organizations is directly related with 'cultural change' phenomenon, as discussed in the organizational culture literature. From a cultural change perspective to organizational change, culture is a continuous and proactive process of constructing reality. Thus, culture is not to be dealt with as a discrete factor or variable possessed by or introduced to an organizational context, but an alive and active phenomenon intertwined into an organizational reality jointly created by people involved, in creating or recreating

their worlds (Morgan, 1986). In other terms, culture is enacted as a system of shared meaning.

Similarly, as Simsek (1992) lists, the six major proposals of culture perspective to organizations are:

(1) Organizations can be explained as subjectively constructed or enacted realities. An organized activity can be created "by influencing the language, norms, folklore, ceremonies, and other social practices that communicate the ideologies, values, and beliefs in guiding action" (Morgan, cited in Simsek, 1992, p. 39).

(2) Specifically the cognitive approaches in the culture perspective holds many similarities to the concept of paradigm by understanding organizations as socially sustained systems of thought, structures of knowledge, and cognitive enterprises.

(3) The culture approach maintains that the role of management in organizations is the creation and management of meaning shared by organizational members.

(4) The concepts of metaphors and myths adapted into the organization literature by culture theorists are important implicit structures by which change is explained. Both of these concepts carry meanings that are shared across a population of community members, and regard change in behavior as always preceded by change in meaning, values, ideologies, etc.

(5) By approaching change in this manner, the culture approach engages in uncovering the implicit, subtle structures of knowledge that guide human action.

(6) These points are incorporated in developing "the model of organizations as paradigms" (p. 39).

This perspective of culture as adopted in Simsek's study and proposed by Kuhn (1970) and Morgan (1986) is both a new conceptual framework to understand revolutionary change, and a new outlook at the presence of culture itself in defining or explaining organizational phenomenon. Smircich (1983) categorizes five major research themes related to culture, analyzing organizations. She summarizes, from (a) classical management theory perspective, which perceives organizations are social instruments for task accomplishment, and (b) contingency theory perspective, which conceptualizes organizations as adaptive organisms that exist through a process of exchange with the environment, "culture is either an independent or dependent, external or internal, organizational variable" (p. 342). On the other hand, (c) cognitive organization theory, (d) symbolic organization theory, and finally (e)

transformational organization theory regard culture not as a variable, but as a root metaphor to conceptualize organization. More explicitly, the last three conceptualizations, among these five major paradigms, deem culture at the very essence or core of organization's existence. The cognitive theory proposes that organizations are systems of subjective rule-like knowledge created and shared by their members. The symbolic organization theory assumes that symbolic discourse – and shared meanings – maintains organizational patterns. And finally, transformational organization theory suggests, "organizational forms and practices are the manifestations of unconscious processes" (p. 342).

Therefore, culture as a root metaphor for conceptualizing organization departs from "the view that a culture is something an organization *has*, in favor of the view that a culture is something an organization *is*" (Smircich, 1983, p. 347).

Simsek's study (1992) has a similar perception of organizational phenomenon with its conceptualization of organization as a paradigm. It proposes that metaphorical assumptions, manifested through myths and metaphors, together with practical assumptions, put into action as exemplars, create organizational paradigm. In other words, as Simsek puts it, "At a particular time and place, a dominant world view organizes and directs organizational activities. This organizational world view, frame of reference or paradigm, is defined by a dominant myth, a knowledge-based belief system denoting tacit and abstract background assumptions and exemplars which are concrete and observable. In a sense, it is the theory in the background and action in the foreground" (pp. 52-53).

In this context, Simsek (1992) proposes a model of organizational change as a paradigm shift. This model proposes that organizational paradigm is created, maintained and changed through a continuous process or dynamic interplay between internal and external meanings and realities. The paradigmatic shifts are triggered by changes in the knowledge base and random shocks from the environment Anomalies couple with competing paradigms to create solution and transformation. Simsek's model is presented on the next page:

INDUSTRY KNOWLEDGE-BASE
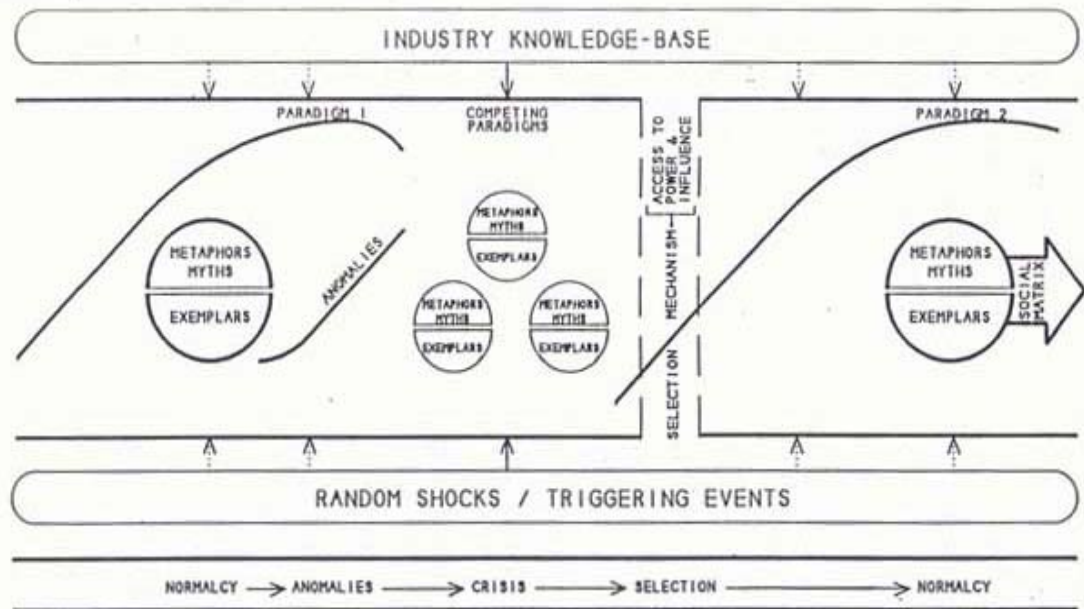
Figure 2: Organizational Change as Paradigm Shift

(p. 60)

2.2   Chaos Theory

Chaos has been traditionally defined as disorder or total confusion. In other terms, it means a lack of any structure or predictability. However, the chaotic systems studied yield to the definitions taking on new meanings. Such systems which were thought to be driven by random processes, as illustrated by Priesmeyer (1992), Çambel (1993), Stroup (1997) and Elliot and Kiel (1997), are deterministic in nature with structures and patterns of behavior integral to them. In this context, Priesmeyer defines chaos as that "disorder which may be simply a high order of complexity that can emerge from entirely deterministic processes" (p. 6). Similarly, Woodward puts,

> At the general level, *chaos* is the colloquial term of preference ... to describe the turbulent environment we are currently living in. Technically, chaos refers to what is called "nonlinear dynamics": complex and inherently unpredictable, but not random, phenomena. In other words, the study of chaotic behavior asserts that what may appear on the surface to be random

23

and chaotic may have an underlying order which, if discerned, can lead to new and more creative directions and solutions (p. 23).

Cutright (1999) pinpoints the two major terms related to chaotic systems - feedback and limited predictability - in his description of them. He states, chaos theory proposes that replicated complex patterns are embedded in seemingly random activities and systems. Such systems are nonlinear in that behavior feeds back upon itself resulting in the modification of patterns.

For a better understanding of the chaotic systems as defined above by various theoreticians and researchers, the nature of complexity with its predominant themes at interplay need to be looked into.

Çambel (1993) categorizes four basic characteristics of complexity: "(a) purpose and function; (b) size and configuration; (c) structure, including composition and make up; and (d) the type of dynamics" (p. 2). He further elaborates that the first two are 'static complexity', the third is the 'embedded complexity', and finally the last is the 'dynamic complexity'. And it is this last category that chaotic systems are included in. Çambel proposes the following statements to describe dynamic complexity rather than defining it within one full sentence:

1. Complexity can occur in natural and man-made systems, as well as in social structures.
2. Complex dynamical systems may be very large or very small; indeed, in some complex systems, large and small components live cooperatively.
3. The physical shape may be regular or irregular.
4. As a rule the larger the number of the parts of the system, the more likely it is for complexity to occur.
5. Complexity can occur in energy-conserving systems, as well as in energy-dissipating systems.
6. The system is neither completely deterministic nor completely random, and exhibits both characteristics.
7. The causes and effects of the events that the system experiences are not proportional.
8. The different parts of complex systems are linked and affect one another in a synergistic manner.
9. There is positive or negative feedback.
10. The level of complexity depends on the character of the system, its environment, and the nature of the interactions between them.
11. Complex systems are open in the sense that they can exchange material, energy, and information with their surroundings.
12. Complex systems tend to undergo irreversible processes.

13. Complex systems are dynamic and not in equilibrium; they are like a journey, not a destination, and they may pursue a moving target.
14. Many complex systems are not well-behaved and frequently undergo sudden changes that suggest that the functional relations that represent them are not differentiable.
15. Paradoxes exist, such as fast and slow events, regular as well as irregular forms, and organic or inorganic bodies in cohabitation (pp. 3-4).

The statements from 6 to 15 above are directly linked with the recurrent themes or concepts of chaos theory - emergentism, nonlinearity, feedback, turbulence, self-organization, and strange attractors.

G.H. Mead (cited in Mihata, 1997) more than half a century ago very effectively depicted the failure of the mainstream scientific knowledge and endeavor based on a simplistic/reductionist view of natural and social phenomena. In the following quotation, Mead emphasizes the intrinsically dynamic - complex - nature of phenomena in juxtaposition to the prevalent perception of it as simple and linear:

> When things get together, there then arises something that was not there before, and that character is something that cannot be stated in terms of the elements which go to make up the combination. It remains to be seen in what sense we can now 'characterize that which has so emerged' (p. 30).

Emergentism is, therefore, concerned with the problem that the whole is not a sum of its parts. In other terms, an emergent phenomenon cannot be understood only as a total product of the entities or units of the system, it rather exists through the interaction of them. "Interactions often yield such structures, forms that cannot be understood through simple linear decompositions of a system into its interacting parts" (Smith, 1997, p. 55). Smith further elaborates on the part-to-whole approach in understanding complex systems by emphasizing the nonlinear dynamics across levels of analysis in juxtaposition to simple recognition of parts additively combining to produce the whole. Nonlinearity iterates that a whole may be created by the same parts in endless ways and therefore, analyzing a system requires an initial recognition of levels of organization in a system with each level interacting in a way to produce the upper level. In this context, the whole emerges from the discontinuous and nonlinear interaction among the parts at local level, which directly links to the concept of 'self-organization' frequently dealt with by chaos theoreticians. From the

perspective of complexity, relationships and change in these relationships are self-organizing unless a change model is imposed on them by external factors.

Lee (1997) discloses modern-nonmodern dichotomy in theories of change. She maintains the classical or modern theories of change propose 'external' conditions or factors as determinants of parameters for component behavior in complex systems. These models, she explains, are mechanistic in describing change among components through invariant parameters and specified conditions. In other words, "these modern models have been abstract units with invariant properties: properties and parameters are invariant; properties are always independent of parameters" (p. 21). On the other hand, the fundamental proposition of the nonmodern models of complex self-organization is that parameters are not determined by externalities but by other components within the model. Therefore, as Lee highlights, these nonmodern models are concerned with 'cumulative' or continuous change within and across components over time.

Resnick (1994) depicts this contrast between the two approaches through the lenses of centralized and decentralized mindsets. He argues centralized mindset is prevalent in people's thoughts and actions with a general tendency to look for linear cause-effect relationships in understanding phenomena. People impose a centralized control over systems they create, i.e., in new organizations, or new machines, and they urge to create patterns or structures around it. Furthermore, when they observe patterns or structures in nature they tend to assume that either a leader or a built-in quality - a seed - regulates the pattern. However, self-organizing systems give rise to their own seeds - random fluctuations or inhomogenities - from which patterns or structures emerge. Resnick's guiding heuristics for decentralized thinking are:

> *Positive Feedback Isn't Always Negative*. Positive feedback often plays an important role in creating and extending patterns and structures.
> *Randomness Can Help Create Order*. Most people view randomness as destructive, but in some cases it actually helps make systems more orderly.
> *A Flock Isn't a Big Bird*. It is important not to confuse levels. Often, people confuse the behaviors of individuals and the behaviors of groups.
> *A Traffic Jam Isn't Just a Collection of Cars*. It is important to realize that some objects ("emergent objects") have an ever-changing composition.
> *The Hills are Alive*. People often focus on the behaviors of individual objects, overlooking the environment surrounding the objects (p. 134).

The explanations above on how randomness can create order are noteworthy in that they suggest randomness and positive feedback combined together lead to self-organization. More explicitly, while positive feedback stimulates fluctuations, randomness, as an evolutionary adaptive behavior, makes possible the exploration of multiple options or choices for action. From such a perspective, the environment is not "something to be *acted upon*" but rather "something to be *interacted with*" (p. 142).

One other central concept of chaos theory is the 'strange attractor'. A real attractor briefly means the point or destination a system is going. In other terms, it is the point or quality within the system towards which the system tends to evolve. Scientific laws are the expression of such 'real attractors' that relate to the predictions as to what will result from specific inputs under specific conditions. Systems may exhibit movements in all sorts of directions, including deterministic or random patterns of behavior or may sometimes stop. Attractors, in this sense, as Çambel infers, are important in understanding nonlinear dynamics in that their configuration may tell us "whether the system is conservative or dissipative; they can also help us figure out whether or not the system is chaotic" (1993, p. 60). Within this context, the stable equilibrium points are named 'fixed-point attractors'. Here, no matter how far or high the oscillation is, the movements losing their energy in every movement end or come to a rest at the same predetermined point. Furthermore, oscillations in such stable environments are within a limited range called 'limit cycles'. The dynamic system moves about among the predetermined limits.

Chaotic systems have 'strange attractors' defined as points "toward which systems seem to be going but never get there because something else happens" (Woodward, 1994, p. 30). The dynamic system here is not energy conserving, and thus it is unpredictable, and a diagram showing the hidden structure of a disorderly system illustrates a path of circles going nowhere.

Another characteristic of chaotic systems is bifurcations which symbolize freedom of choice generated by fluctuations during close to nonequilibrium stages of the history of the system. Fluctuations at local level in nonequilibrium stages may determine the global outcome of the system. Prigogine and Stengers (1984) present

this critical idea as the main idea of their book *Order Out of Chaos* explaining that nonequilibrium is a source of order in that at equilibrium stage components of the system are ignorant of each other, but when we get closer to bifurcation points the fluctuations in the system get extraordinarily high 'waking' the components up, which fosters their link and communication to build a new order out of randomness.

Cutright (1999) in his analysis of educational planning models through the lenses of chaos theory contextualizes how nonequilibrium and turbulence may indeed lead to order. He concludes that turbulence is the very essence of creativity in chaotic systems in that enforced stability represented by ideas uncontested or simple domination of one side to another, i.e., in educational planning, cannot withstand the natural influx of turbulence but may only delay its effect until a more severe counter attack (or even sabotage) of the suppressed position.

2.3   Organizational Change

Ledford et al. (1991) define large scale organizational change as "a lasting change in the character of an organization that significantly alters its performance" (p. 2). Their definition is based on two significant constructs: change in character and change in performance. Here change in character is a qualitative one that implies change in key aspects or components of the organizational system. These are mainly the organization's design and its processes which go hand in hand. Any design change without a change in processes or nature of behavior would not be leading to a qualitative change. Furthermore, any change in processes that do not incorporate in design changes would not be called a large-scale organizational change, either. The components of organizational design are the organizational strategies, structures, configurations of technology, formal information and decision-making systems, and human resources systems. Processes, on the other hand, are mainly the information flows including communication processes, decision-making patterns, participation, cooperation, conflict, politics and the flow of materials. Change in organizational performance, lastly, refers to a change in organization's effectiveness in terms of the nature of its dimensions. Its dimensions, in this context, might be its size, targets, economic measures or employee involvement (Ledford et al., pp. 2-3).

The two major approaches in the literature that study organizational change phenomenon are 'Organization Development' (OD) and 'Organization Theory' (OT) approaches, which Ledford et al. find ineffective in explaining change in entire organizational systems. The researchers affirm "neither camp provides much useful information at the system level. Organizational development tends to be too 'micro' in its orientation and organizational theory too 'macro' - despite the emphasis on intra-system structure and functioning in both bodies of literature" (p. 9). The researchers come up with the table below contrasting various qualities of the two:

issue	OD literature	OT literature
primary focus	specific planned changes	specific causes and types of change
main level of analysis	individual groups and group subsystems	organization/environment interface and groups of organizations
practical implications	extensive	limited

(p. 9)

Moreover, large-scale organizational change has three dimensions: depth of change, size of organization, and finally pervasiveness of change. When a change is deep, it affects the fundamental aspects of an organization which mainly refer to the beliefs and values. Therefore, it implies deep cognitive shifts or paradigm shifts. On the other hand, large-scale change is related to the organization's size, as well. It implies complex or big organizations consisting of many different roles and ways of interacting. The size of an organization may be measured in terms of the number of employees, physical capacity, output volume, and assets. Finally, the relationship between change and the organization, that is the pervasiveness or the extensiveness of change, also matters when talking about a large-scale change in organizations. Pervasiveness can be measured in terms of the number of subunits (divisions, functions, plants) or subsystems (rewards, hiring, technology, information) in the organization (Ledford et al., 1991, pp. 10-16).

In this context, pervasive changes have some substantial implications:

-Pervasive changes are long-term

29

-Pervasive changes require multidisciplinary change agents. No single individual have all the skills, power or contacts to create such changes on their own.
-Pervasive changes require cooperation and coordination across groups or units in a system. Therefore, the change process should involve consensus building, multidirectional dissemination of ideas and techniques, and cross-functional implementation teams (Ledford et al., 1991).

Ledford and his colleagues' discussions build on the assumptions of planned change that is deliberately shaped and implemented. Therefore, it engages actors purposefully to make decisions or strategic choices to improve the functioning of a system. Levy (1986) lists the characteristics of planned change as follows:

-Planned change involves a deliberate, purposeful, and explicit decision to engage in a program of change.
-Planned change reflects a process of change.
-Planned change involves external or internal professional guidance.
-Planned change generally involves a strategy of collaboration and power sharing (power derived from knowledge, skills, and competencies) between the change agent and the client system (pp. 6-7).

On the other hand, as Levy puts it, "many of the planned changes we attempt to make in our organizations seem to fly in the face of naturally occurring changes - the seasonality, if you will - of an organization's life" (p. 316).

In this context, Smith (1982) in his attempt to define morphogenesis and morphostasis distinguishes between deep and superficial changes:

Morphogenesis is applied to changes similar to those that occur in natural evolution. Here change is of a form that penetrates so deeply into the "genetic code" that all future generations acquire and reflect those changes. In morphogenesis the change has occurred in the very essence, in the core, and nothing special needs to be done to keep the change changed.
Morphostasis encompasses two types of changes. First there are those that enable things to look different while remaining basically as they have always been....The second kind of morphostatic change occurs as a natural expression of the developmental sequence. These are the changes embedded in the natural maturation processes. Here the boundaries on the possibilities of change are contained within the instructions coded into the system (pp. 318-319).

Morphogenesis, which refers to revolutionary or transformative change in systems or entities, could be understood and dealt with through a change in our understanding of wholeness, structure, conflict and order. Entities could not be defined without a

definition of their ecosystems. In our case organizations are not separable from the environment they exist in. The two are the parts of the same whole and although the structure within an entity can be explained through its patterns of regularity or order among its parts, the forces that shape such a pattern emerge from that specific entity's relationship with others in its system. Order and disorder are generated through an interrelation of the *internal* and the *external* of an entity. Tension or conflict is a natural result of a continuous relationship between the entity and its ecosystem, which is the source of change, either morphostatic or morphogenetic. If the entity reacts by responding with the naturally coded or inherent behaviors within its maturation it is morphostatis, if it transforms itself into a new level of order to cope with this tension embedded between levels it is morphogenesis. The second level of change, therefore, involves reshaping of goals, processes, and relationships for a "lasting change in the character" (as cited from Ledford et al., 1991 previously) of an entity.

Levy (1986) elaborates on these two different types of change dwelling on various approaches to organizational change in the literature. He concludes second-order change could be defined or understood by posing three questions - why do organizations transform? how? and finally, what is changed in the second order change - referring to the driving forces (Whys), processes (Hows) and the content (Whats) of deep or second-order change.

As Levy summarizes, the *Whys* of such a change are:

1. *Permitting conditions, which are aspects of the internal organizational situation that permit transformation to occur*: management of resources (time, energy, financial); readiness of the dominant coalition to endure and overcome anxiety and uncertainty created by change; and finally transformational leadership to create visions and to mobilize energy and commitment towards visions.
2. *Enabling conditions, which are external conditions that increase the likelihood for transformation to occur*: the degree of threat from competitors, economic situation and consumers; the degree of tolerance for the transformation of meta-systems; and finally the degree of radicalness of the change (if the congruence between the system and its environment is too great, the transformation will be too risky).
3. *Precipitating conditions*: the tendency of organizations to grow quantitatively and qualitatively; the tendency of organizations to experience decline; the feelings of pain and dissatisfaction by organization members and the

emergence of new unmet needs; the pressure of stakeholders and claimants inside and outside the organization; a real and perceived crisis; and an unexpected greater or lesser level of organizational performance.

4.   *Triggering events*: environmental events that create calamity or opportunity; major unresolved conflicts or some crisis caused by a major management shakeup; new manager or management team with new vision and ideas; mass controversy in the organization or its metasystems; and political interference. (pp. 12-13)

Hows, the four stages of such a change process are:

1.   *Decline*. Inability to meet external and internal needs require the need for radical reorganization, which is denied. Efforts to cope with problems by first-order change bring about crisis, chaos or procrastination, as well as resistance to change and anger. Ever-increasing fluctuation reaches a critical point where the system calls for a revitalization.

2.   *Transformation*. This stage involves a departure from the old beliefs and habits. It includes the acceptance of the need for change, discontinuity from the past, commitment to change, reframing processes and shifting perceptions.

3.   *Transition*. It involves a transition from an unstable state to a new stable one by translating ideas and visions to plans, structures and processes.

4.   *Stabilization and development*. At this stage the change program is institutionalized, maintained and developed through first-order changes. (pp. 13-14)

In this context, Levy (1986) presents the following cycle of second-order change below to illustrate the stages involved:

Exhibit 3
THE CYCLE OF SECOND-ORDER CHANGE
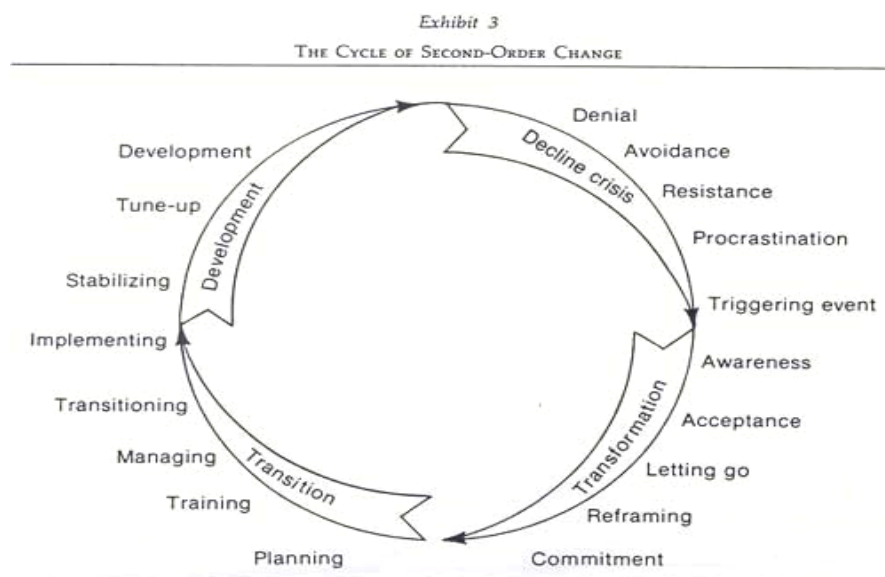
(p. 16)

Whats, the content of change are:

1.   Organizational paradigm
2.   Organizational mission and purpose
3.   Organizational culture
4.   Core processes
     (p.16)

By the model below, Levy (1986) puts together the three components - forces, process and content - of second-order change:

Exhibit 7

MODEL FOR UNDERSTANDING SECOND-ORDER CHANGE
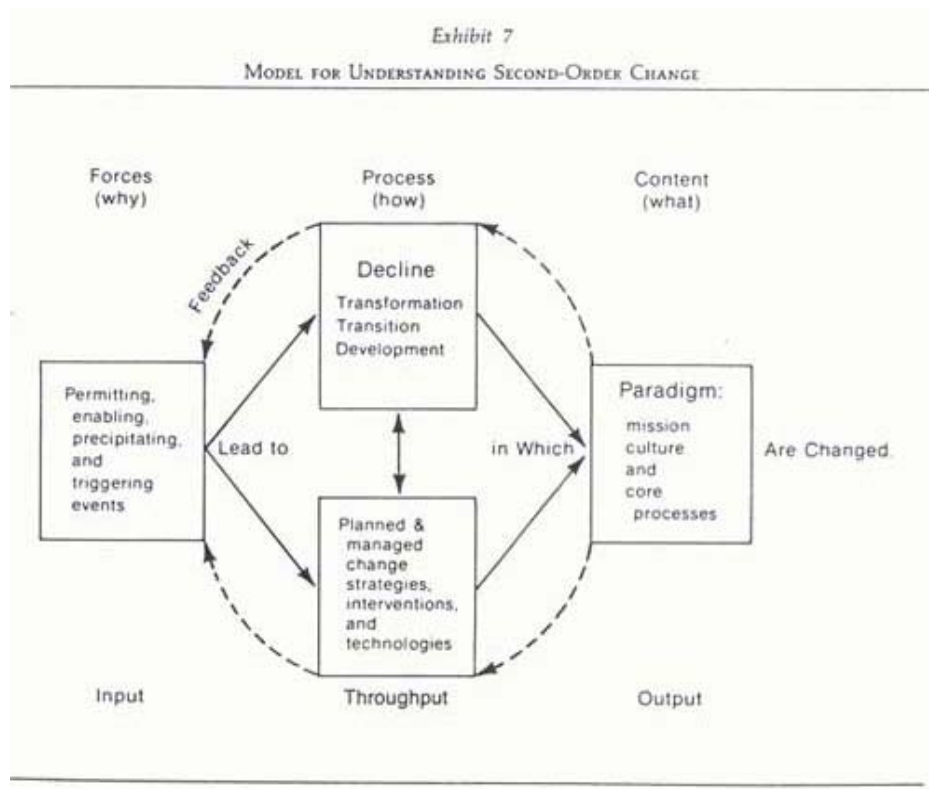
(p. 17)

2.3.1   Organizational Learning

Organizational learning studies draw up their assumptions and propositions from the studies of cognitive psychologists and sociologists in their focus on how meanings are created and articulated in a cultural context of organizations. The underlying principles of Argyris's (1982), who is one of the leading scholars in the domain, model of single- and double loop learning contribute to our understanding of Staw's (1982) inferences on the dynamics of counter-forces to change.

33

Argyris asserts that organizational change occurs under two conditions: when an organization achieves its intended outcome, or in other terms when it actually produces a solution to a problem that it focuses; and when it simply does not. More explicitly, there should be either a match or a mismatch between its design/plan and action/outcome. Furthermore, all organizations require both single- and double-loop learning, the former referring to simply changing actions (for more routine tasks) to correct mismatches, and the latter referring to first altering the governing variables before the actions to correct mismatches. Therefore, double loop learning is deeper in the sense that it targets changing more complex and nonprogrammable issues. Argyris explains the governing variables are those that govern individual agents' actions; they may be the status quo, skills, beliefs and values.

Therefore, any change effort without a consideration for such underlying social, psychological or experiential factors related to agents of action would be incomplete and ineffective since the status quo supplemented by these would undermine a superficial change process.

Staw's (1982) discussions on the counter-forces to change are meaningful, in such a context. He presents these counter-forces as 'commitment forces' that bind individuals to their actions, choices or routine. People may resist to changes through an internal justification process to protect their self-images or self-worth, or for norms of consistency which is an important aspect of political leadership. Furthermore, responsibility for action is also an important theme in understanding resistance to change. On the other hand, free choice, in contrast to inducements or constraints, enhances people's attitude or motivation toward an action.

Kurt Lewin (cited in Lunenburg & Ornstein, 1996) also deals with the phenomena of 'resistance to change' by maintaining that status quo or equilibrium is established in an organization as a result of driving forces and resisting forces working against each other; therefore, change or movement towards a desired condition is actualized by increasing or changing the driving forces and reducing the resistance. This imbalance will bring about the need for and the processes of change. He suggests a three-step model for organizational change process. *Unfreezing* involves a crisis in that the current situation is perceived inadequate or

malfunctioning to meet the needs. *Moving* involves the development of new values, attitudes and behaviors. Finally, *Refreezing* involves stabilization of the change.

Argyris and Schön (1996) describe this process from an organizational learning perspective that dwells on action, inquiry and knowledge. Actually, his understanding of organizational learning stems from John Dewey's propositions of experiential learning in that a perceived mismatch between the expected results of action and the actual results achieved triggers the experience of a problematic situation which then brings about inquiry and further action. In this context, collectivity and individual action are in a continuous dynamic interaction. Individual members of an organization continuously re-describe themselves in relation to others in the organization striving to get a more complete picture of the theory-in-use of the whole. Therefore, a continual meshing of the individuals' private representations in the context of their collective interaction takes place. Argyris and Schön (1996) summarize this process as follows:

> Organizational learning occurs when individuals within an organization experience a problematic situation and inquire into it on the organization's behalf. They experience a surprising mismatch between expected and actual results of action and respond to that mismatch through a process of thought and further action that leads them to modify their images of organization or their understandings of organizational phenomena and to restructure their activities so as to bring outcomes and expectations into line, thereby changing organizational theory-in-use. In order to become organizational, the learning that results from organizational inquiry must become embedded in the images of organization held in its members' minds and/or in the epistemological artifacts...embedded in the organization environment (p. 16).

Therefore, organizational learning process results from the organization's individual members' perception of problems and recreation of their own images and action against their changing representations of the whole - the organization as an entity and other members - through a process of continuous inquiry.

2.3.2 The Environment as an Agent of Organizational Change

Organizational change efforts or studies are in an agreement on the significance of the environment as a central theme or component in analyzing, defining or envisioning the change processes. However, the variety of approaches in

the change literature stems from a variation in how environment and its interaction with organizations is perceived or interpreted in various paradigms or approaches.

Mohrman and Mohrman (1991) pull together the relevant discussions or studies on this interaction under three major questions:

-Has the environment of our organizations changed so much that a new organizational paradigm must emerge in response?
-How are environmental changes translated into organizational change?
-Does it make sense in today's environment to concentrate on the organization as a unit of analysis or have the boundaries of organizations become so blurred that a larger unit (say, industry or society) should be the focus? (p. 35)

The studies of the environment as a change agent have reached a conclusion that a new paradigm is required to cope with a change in the change processes, which is brought about by an increasingly complex environment in several ways. Indeed the dynamic nature of the environment, which could be summarized as increasing competition, changing stakeholder expectations, technological developments and legal developments, will inevitably force organizations to increase their internal adaptive capacity. This requires a high information processing capacity and an integral design that enables ongoing organizational learning and self-redesign.

Mohrman and Mohrman (1991) suggest a model - or a multi-step process - used for translating environmental change to organizational change. Their approach is representative of strategic choice approach that stems from systems theory or ecological perspective. The process they propose highlights a preliminary need for a deep analysis of the pressures from the environment. These pressures are listed as "economic pressures, new opportunities, technological imperatives, legal constraints and cultural" pressures (p. 41). Similarly, Lawrence (1991) proposes four major environmental forces that trigger change: "social, technical, economic, and political" (p. 57). The steps that follow this preliminary deep analysis of environmental pressures, as Mohrman and Mohrman (1991) propose are the 'development of organizational strategy', 'organization design', and 'implementation and feedback'. Consequently, Mohrman and Mohrman assert the need for a bigger unit of analysis in understanding and creating change. More specifically, a complex network of

organizations, communities, and social, economic and political units of analysis need to be dealt with.

Karl E. Weick, one of the leading scholars of organizational theory, adopts a different focus in examining the organization-environment interaction for change. He mainly deals with the internal design of organizations for more effective and integral processes of interaction and change. Weick (1982) proposes a model of 'loosely coupled elements' in organizational systems as opposed to the traditional theories of rational systems. His postulations are based on this distinctive quality of 'open systems' which helps them regulate the balance between adaptation and adaptability for change. Adaptation and adaptability complement each other in their representation of stability and flexibility. Weick argues:

> Flexibility is required to modify current practices so that nontransient changes in the environment can be adapted to. This means that the organization must detect changes and retain a sufficient pool of novel responses to accommodate to these changes. But total flexibility makes it impossible for the organization to retain a sense of identity and continuity. Any social unit is defined in part by its history, by what it has done repeatedly. Stability also provides an economical means to handle new contingencies; there are regularities that an organization can exploit if it has a memory and the capacity for repetition. But total adherence to past wisdom would be as disruptive as total flexibility because more economical ways of responding would never be discovered and new environmental features would seldom be noticed (pp. 386-387).

In this context, loose-coupling enhances adaptability through more differentiation that brings about local sensitivity and local adjustment. On the other hand, tight-coupling helps adaptation through more centralization and better control of deviation. Simultaneous loose- and tight-coupling complement each other in their representation of optimal compromise. This alternation between the two is very much dependent on the nature of change in the environment and the resources available to the system. If the environment presents smooth continuous changes that could be causally decomposed or connected loose-coupling may work as an advantage for adaptability. However, in cases of complexity, or in other terms discontinuities or thresholds in the change variables in the environment, more centralization and tighter control will necessitate. Next, loose-coupling is appropriate when an organization has redundant resources to experiment or experience

differentiation or a repertoire of responses to the stimulant changes. These resources may be economic, human or time related. However, as resources get scarcer or diminish incremental changes to experiment responses may bring about total failure. Weick summarizes the significance of these two factors in their relation to centralization and decentralization. As Weick (1982) puts it, "organizational change should be centralized when subunit adjustments can have discontinuous long-term effects at considerable expense and decentralized when adjustments have continuous, abbreviated, inexpensive effects" (p. 390).

2.3.3. Organizational Networks and Decision Making

Organizations can be perceived as sets of roles connected by multiple networks that allow through goods and services, information and influence. These role sets may be formal (for example, departments and workgroups) and some others informal (for example, coalitions and cliques). Formal networks are prescribed in that they are written in charts or job descriptions; informal networks or clusters, on the other hand, are emergent from proximity or social and psychological needs. Coalitions could be defined as temporary alliances for specific purposes. Cliques, on the other hand, have longer duration and involve a variety of purposes. They are "the smallest clusters, and they generally form to meet the expressive and affective needs of organizational members....Cliques may or may not be task-related but they do usually involve friendships or affective exchanges" (Tichy, 1981, p. 228).

Tichy (1981) suggests there are three major levels of organizational networks: (a) a cluster within a network, (b) an organizational network, or (c) an inter-organizational network. The binding properties that should be looked into in analyzing organizational networks are transactional content (what is exchanged) and characteristics of links (reciprocity, multiplexity and intensity). Reciprocity refers to symmetry or asymmetry in the flow of affect or influence. Multiplexity is related to the variety of roles that link people to each other. And finally, intensity is the frequency of interactions within networks.

Power and politics in organizational decision-making and leadership are one of the key themes in network studies that deal with influence and change processes,

although political perspective is not the only one explaining decision-making processes.

Most definitions of power attempt to explain it as a capacity or capability of a "social actor to overcome resistance in achieving a desired objective or result" (Pfeffer, 1981, p. 2) despite the pervasiveness and ambiguity related with the term. And since the concept of power co-notates a social arena or context in which there exist multiple actors with multiple preferences for action and choices, controversies may act as a background for the emergence and practice of power.

Political controversies centralize around the power to allocate resources and to define an organization's goals. Coalitions are formed through disagreements about how resources, power and prestige have to be attained or maintained. "Political controversies vary because of: (a) changing and complex environments, (b) changing organizational goals, and (c) changing means for achieving organizational goals" (Thompson and Tuden, cited in Tichy, 1981, p. 233).

Various approaches to organizational dynamics come up with varying perceptions and strategies for dealing with conflicts among individuals or coalitions in organizations. Structural perspective with its emphasis on control and rationality view conflict as danger to an organization's effectiveness. However, a political perspective perceives it as natural and inevitable in an environment of competition for scarce resources and varying interests. Bolman and Deal (1991) illustrate three types of conflict: horizontal (across different departments or divisions within an organization), vertical (between different levels of hierarchy), and cultural (between two groups with different values, beliefs, etc.)

In this context, Pfeffer defines organizational politics as follows:

> Organizational politics involves those activities taken within organizations to acquire, develop, and use power and other resources to obtain one's preferred outcomes in a situation in which there is uncertainty or dissensus about choices (1981, p. 7).

Therefore, resistance or dissensus is the requirement of political activity in an organization. However, the way conflicts are approached or perceived differs across different paradigms.

Pfeffer (1981) classifies these paradigms under four headings: rational choice models, bureaucratic models of decision-making, decision process models, and

finally political models. The variation in the four paradigms' approaches to conflict and to decision-making processes are very much dependent on the differences they hold in their assumptions about the goals and processes of organizations, as well as the roles of organizational actors.

The Rational Choice Model acts on the presumption that events are "purposive choices of consistent actors" (Allison, cited in Pfeffer, 1981, p. 18). Behavior is not random; it pursues goals and objectives that characterize or define an organization. The decision-making process in this paradigm starts with a search for feasible alternatives that are satisfactory enough to fulfill the objectives. Then, the alternatives are contrasted in their possible outcomes assuming that consequences could be fully predicted. The objectives, especially in large public bureaucracies, are the accomplishment of the agency's mission and the fulfillment of its assigned role in society. Bureaucratic models, on the other hand, are marked by the presumption of bounded rationality. They assume that standard operation procedures and rules which have been proved effective in the past, guide the decision-making processes. Uncertainty is avoided. Due to bounded rationality, comprehensive assessment of probabilities and search for better choices are meaningless. Decisions are made with narrower visions and for shorter time-span. The Decision Process Models assume less rationality and more randomness than the preceding ones described. They propose that "there are no overall organizational goals being maximized through choice, and no powerful actors with defined preferences who possess resources through which they seek to obtain those preferences" (Pfeffer, 1981, p. 25).

Therefore, it is inferred that choices or actions are not predicted by power or preferences. Rather, preferences are discovered through action. Cohen et al. (1988) call this paradigm as 'organized anarchy' and exemplify it with a 'garbage can model' of organizational choice.

Cohen et al. (1988) explain organized anarchies are:

> organizations - or decision situations - characterized by three general properties. The first is problematic preferences. In the organization it is difficult to impute a set of preferences to the decision situation that satisfies the standard consistency requirements for a theory of choice. The organization operates on the basis of a variety of inconsistent and ill-defined preferences....The second property is unclear technology. Although the

organization manages to survive and even produce, its own processes are not understood by its members. It operates on the basis of simple trial-and-error procedures, the residue of learning from the accidents of past experience, and pragmatic inventions of necessity. The third property is fluid participation. Participants vary in the amount of time and effort they devote to different domains; involvement varies from time to time. As a result, the boundaries of the organization are uncertain and changing; the audiences and decision-makers for any particular kind of choice change capriciously (p. 295).

The theory of organized anarchy may illustrate an organization's activities in part but cannot be attributed to all. Yet, these characteristics may be observed in any organization but are specifically prevalent in public and educational organizations. The garbage can model has actually been designed as a result of a comprehensive study of universities and university presidents. The underlying themes in this model are the problematic nature of participation in choices, randomness and chance in choices, and nonlinearity in discovering solutions to problems. More explicitly, processes are not dominated by intention. Problems and solutions are generated and defined at decision points without an orderly or linear structure (Pfeffer, 1981, pp. 26-27).

Finally, the Political Model of decision-making presumes that multiple actors (and coalitions) with their conflicting preferences in choices participate in the process, and the power of these different social actors determines the outcome of the process. Therefore, the social actors and their relative power are the key concepts of this approach. Those with relatively better negotiation power resist the others in making choices (Pfeffer, 1981). Consequently, this model is different from the 'rational'- and 'organized anarchy' models in that it does not act on 'goals' of the organization to be maximized and it posits actors and intentions at the core of the decision processes.

2.4   Chaos Theory and Organizational Change

Thiétart and Forgues (1995) look into organizational dynamics in terms of processes, actors and forces interacting in the organizational arena from the perspective of chaos theory. They state that the qualitative properties of the theory

may have explanatory and integrative uses for organization theories. Organizations have counteracting forces at interplay. Stability and instability are built into their very existence: the forces of planning, structuring or controlling potentially push the system toward stability, whereas innovation, initiative and experimentation may push it toward instability, and thus the coupling of these counteracting forces can lead to a chaotic/highly complex organization. Therefore, structure and anarchy are complementary in organizational processes. Organizations having to confront an uncertain environment need to develop a repertory of new ways of relationships or new responses. In the same vein, evolution of an organization is its such an adaptability put into action through self-organization.

Weick (cited in Thiétart and Forgues) suggests "self-organization originates from experimentation. Self-organization is an organization which is able to discover, through experimentation, answers to its problems. It selects adapted modes of action to its changing working conditions. Since prediction is difficult in this situation, the organization develops a catalogue of responses and stimulates learning opportunities through multiple experiments" (p. 23). In the same vein, Argyris and Schön (1996) and Senge, and Pascale (cited in Thiétart and Forgues, 1995) emphasize change is created, may be even deliberately, by instabilities and incoherence within programmed actions. In addition to these, organizations do not evolve in a continuous manner but abruptly through a process of bifurcation, which takes place when the interaction between various periodic variables changes. As regards the prediction impossibility in organizational dynamics, a small change (especially in the initial conditions) might cause large effects in the long-run in chaotic situations. It is the environmental variables and the internal dynamics that couple to create the future, and long-term prediction is impossible when organizations are in a chaotic domain. Next, Thiétart and Forgues introduce a metaphor to describe the role of strange attractors in a chaotic stage organization. They describe, "islands of stability are likely to emerge in a sea of chaos. These islands are the strange attractors. It is admitted that the greater the dissipation, i.e., the greater the exchange of energy and resources with the environment, the faster the system tends towards its attractor" (p. 26). Within such an attractor space or domain, the organizations have a fractal form.

More explicitly, what is observed (the patterns) at global level is also observed at smaller levels or subscales, i.e., the organizational, suborganizational, group, and individual levels.

Thiétart and Forgues (1995) summarize these discussions in six propositions about organizations as chaotic systems:

1.   Organizations are potentially chaotic.

        -The greater the number of counteracting forces in an organization, the higher the likelihood of encountering chaos.

2.   Organizations move from one dynamic state to the other through a discrete bifurcation process.

        -An organization will always be in one of the following states: stable equilibrium, periodic equilibrium, or chaos.

        -A progressive and continuous change of the relationships between two or more organizational variables leads an organization, in a discrete manner, from a stable to a chaotic state via an intermediary periodic behavior.

3.   Forecasting is impossible, especially at a global scale and in the long term.

        -When in a chaotic state, the impact of a change has an unpredictable long term effect.

4.   When in a chaotic state, organizations are 'attracted' to an identifiable configuration.

        -The greater the openness of an organization to its environment, the more likely is the 'attraction' by the organization to a given configuration.

5.   When in a chaotic state, organizations, generally, have a fractal form.

6.   Similar actions taken by organizations in a chaotic state will never lead to the same result.

Tetenbaum (1998) introduces the term 'chaordic organizations', first proposed by Dee Hock the founder of Visa, to emphasize how chaotically (but orderly) organizations can be designed and managed. He proposes the following to build chaordic organizations symbolizing the drastic change in approaching and perceiving organizational dynamics:

1. Knowledge and Information Sharing. Collective intelligence supposes system-wide or cross-functional information sharing and learning.

2. Innovation and Creativity. An organizational culture which encourages rules to be broken and assumptions to be tested through experimentation, risk-taking and failure.

3. Teamwork and Project Orientation. Small groups interacting freely are required. Organizations need to delayer and decentralize for better interaction and flexibility.

4. Diversity. Diversity is the source for creativity and cross-functional information sharing.

5. Strong Core Values. The grounding entity uniting the independent participants, which used to be managerial control traditionally, is purposefulness fueled by a value system.

A more specific aspect of organizational processes - strategic change and decision-making - is dealt with by Stacey (1995) from the perspective of nonlinear dynamics. Stacey's assessments are highly significant in dwelling on the change agent's role from different perspectives to 'restructure' and 'renew' to cope with change.

'Strategic choice' and 'ecology' perspectives both assume negative feedback mechanisms as the driving forces to move systems toward equilibrium or stability in a changing environment. More specifically, the strategic choice model assumes a transformational process of organizations to adapt to resilient environmental changes by intentionally and rationally restructuring themselves. Here, organizations use negative feedback to formulate plans and policies, and implement them by means of control mechanisms. Similarly, the ecology model assumes an evolutionary process in which organizations competitively adapt to the environmental changes if they are blocked by inertia (Stacey, 1995).

Both of these perspectives assume that successful systems are created by negative feedback mechanisms that drive the organization toward predictable, stable and regular states of adaptation. In other terms, both of these schools presuppose there is a linear causal relationship between the organizational decision-making and

environmental effects and any disorder is the result of ignorance or incompetence. In both of these cases undesired or irregular behavior occurs because the environment continuously acts on organizations with events that decision-makers or agents have not foreseen or are not able to deal with effectively (Stacey, 1995). On the other hand, the third perspective which Stacey calls an 'alternative perspective', assumes cause-effect links are circular and they lead to unexpected outcomes; organizations are nonequilibrium systems having disorderly dynamics; long-term outcomes are both emergent and intentional; and finally, positive and negative feedback both evolve the system with spontaneous self-organization and creative destruction. Individual free choice - at bifurcation points - plays an important role in creative evolution of the system. When the system is at the edge of instability, it is far easier to change because minor actions of agents within such a state will escalate into major results.

Finally, Lichtenstein (1997) inquires into the logic of organizational transformation by means of the interviews he has held with the three leading organizational change experts: Peter Senge, William Torbert, and Ellen Wingard. Lichtenstein asked them about their theoretical and practical experience of transformation. He did a content analysis of the cases studies specifically focusing on the 'cause' of the transformations and how these experts' theories affected the transformative events in these cases. The commonalities across these three change theories are directly linked with the themes of chaos theory. A three stage model represents the common assumptions and principles at work:

1.   Building relationships as a container for change. The change agent needs to build relationships with the stakeholders for trust and commitment to mutual communication and collaborative ties.

2.   Threshold at the edge of linear logic. A critical moment in the transformation is reached where all of the effort hangs in the balance. And "at this point, rational design and analytical action may actually impede the goals of the intervention. Only by moving beyond logic and reasoned action can the transformation be sparked" (pp. 403-404).

3.   Emergence of new order. A resolution that stems beyond theory is found. The three experts describe this stage with the words 'grace', 'magic', and 'miracle'.

As Lichtenstein explains these terms connote with phenomena which cannot be scientifically explained, suggesting that transformation is beyond the 'control' or the logic of the practitioner. Therefore,

> The disciplines of chaos, complexity and self-organization may provide an answer that is both beyond linear rationality and yet has a reasonable logic. These new sciences describe systems that are a mixture of predictability and unpredictability, stability and instability, control and spontaneity. Under certain circumstances, when such dynamic interdependent systems (like organizations) reach a critical threshold, new regimes of order can spontaneously emerge "out of chaos", shifting the system into another level of development. Indeed, organizations and individuals at the most transformationally-complex stage are said to be operating according to "chaotic logic" (p. 404).

Furthermore, Lichtenstein summarized this emergence process in a three-phase model:

> *Phase 1: Relationality and dynamic order*
> The organizational sciences of emergence describe reality as a web of interconnected relationships, not a collection of discrete objects. Since this web of relationships is constantly changing the question is not "why is there change?" but instead, why and how does organizational order emerge and become relatively stable amid the flux of change? The answer seems to be that relationship building itself is a dynamic structure that produces a certain kind of order. Specifically, the sciences of emergence focus on organizing rather than on "organizations" *per se*....In addition, it seems as though these evolving relationships provide a transformational fulcrum of trust and meaningful inquiry around which new behaviors can emerge.
>
> *Phase 2: At the threshold of order*
> Emergence researchers have found that dynamically ordered systems in far-from-equilibrium conditions are non-linear, therefore highly sensitive to certain influences. In some cases putting a huge amount of energy into these highly sensitive systems results in no change whatsoever; whereas in other cases one small action can be amplified dramatically to impact the entire organization...These non-proportional phenomena are exemplified in the cases. Wingard talked about the synchronicity of finding new leaders, who started on the same day, after months of effort to preserve the previous leaders' roles without results. On the other hand, Torbert looks for a single moment of vulnerability from one person as a catalyst to transformation of

the entire group and the whole organization. These dynamic interdependent systems operate within certain limits of stability, but when they're pushed to the edge of their capacity, unstable far-from-equilibrium dynamics take over. As a pressure for change increases, tensions rise to a certain threshold of order. In this highly sensitive state, the system seeks new ways to organize itself, to develop new levels of capacity or a new more complex regime of order. At this point fluctuations and experiments are common; these experiments are often unspoken thoughts that do not get expressed until things reach the edge.

Phase 3: Self-organization and emergence
From the seed of change and its amplification, a new order can emerge or self-organize in the system. Specifically, an iterative, cyclic process extends the fluctuation throughout the system. Through these iterations a positive feedback cycle kicks in, resulting in a new resonance of the structure. In self-organization, the pattern of dynamic order that emerges radically increases the capacity of the system, allowing it to handle new levels of complex behavior while being even more balanced than before.
(pp. 405-407).

2.5   Higher Education Policy Context and Teacher Education Reform

The analysis of higher education policies involves in the dual task of studying how power, influence and authority are created and distributed by the relevant processes and structures as well as the solutions to be found to the problems of common interest. Yet, since a common comparative model to analyze policies and policy changes at macro level across countries is nonexistent, actually not possible to have due to diversities of contextual factors, some analytical levels should be discovered to guide reasoning and conclusions. The analysis of higher education policies, therefore, should act on the various institutional levels on which decisions and authority are shaped. Capano (1996) specify three institutional levels as the locus of control. They are "basic units (faculties or departments); individual institutions of higher education; central authorities (government, parliament, bureaucracies and central coordinating organs)" (p. 268). Capano maintains that the processes of change in higher education policies are deeply influenced by the power relations and the policy beliefs of the actors involved, and the policy legacy (past decisions and institutionalized features of the sector). Such an approach to policy change analysis deems the causal relationships, specifically the network of interactions among the

actors in the domain based on their belief systems, the most significant. Capano, here, divides the system of beliefs into three levels - the macro-, meso- and micro-levels – 'macro-' referring to the general goals or the deep beliefs, the 'meso-' referring to the strategies, and finally 'micro-' referring to the single policy instruments. At this point, how the belief system layered at these three stages is changed through changes in the internal and external factors is the critical question. Capano argues, building on the model by Sabatier and Jenkins-Smith (cited in Capano, 1996), that when different belief systems are at work in the policy context, a minimum of two opposing networks of policy actors are formed. The external configurations help predominance for one of these networks and put the rest into a minority position. On the other hand, if there is no external intervention, power relations are kept the same in the policy context, yet such an opposition fosters a learning process for the opposing groups to change their beliefs related with the minor aspects (the meso- and micro- levels discussed above). In this context, the deep level of the belief system can be altered radically not directly through the internal networks but through the external changes, i.e., socio-economic conditions, governmental issues, other public policies, the preferences in the public opinion. Therefore, radical changes in public policies - and especially the higher education policies which is a matter of both high public and political interest - cannot be attributed to the change in a single variable but should be perceived as a change in interdependencies of internal and external factors. Capano further explains the importance of acknowledging this interdependency in policy change analysis:

> From a theoretico-analytical point of view, it is therefore important to underline that the concept of policy community is no longer capable of giving grounds for change. This is tantamount to saying that this type of relational structure is useful to analyse routine processes, while for radical changes it seems to be an inadequate tool, if it is made clear that the crisis in public policy destabilises the sectoral policy community subsequently to reach a new form of it when change has occurred...it should hypothetically not be excluded that more than one decision-making network exists within a policy sector. In this respect, the number of networks existing in a sector - to be ascertained by empirical research - is an interesting indicator of its features. If, for instance, we found a single, close decision-making network in the higher education sector of country X, without the slightest evidence of another relational network, we might deduce a number of consequences affecting routine policy-making, policy and learning mechanisms. In our

explanatory logic, in fact, the presence of one network reflects the existence of one system of beliefs, which means that there is only one way to interpret and to assess the action of public policy. In this context, learning processes not only happen to be encouraged, but the network (which in this case can indeed be defined as a policy community) is also likely to show a stronger resistance and manipulation skills when it comes to exogenous pressures (p. 274).

What Capano highlights in the above quotation related with the presence of one single network (or at least the assumption of so) directly links with Cutright's (1999) arguments presented earlier that turbulence is the very essence of creativity in chaotic systems in that enforced stability represented by ideas uncontested or simple domination of one side to another, i.e., in educational planning, cannot withstand the natural influx of turbulence but may only delay its effect until a more severe counter attack (or even sabotage) of the suppressed position.

2.5.1 Teacher Education Reform

Literature on teacher education reform substantially deals with the issues of professionalisation (e.g., Bush, 1987; Corrigan, 1985; Gideonse, 1993; Gottleib & Cornbleth, 1989; Yinger & Hendricks-Lee, 2000). Gideonse argues that systemic reform for teacher education could only be achieved through the professionalism of teaching by means of national accreditation processes. He emphasizes the importance of the policy content - curricular dimension - in teacher education policy reforms. More specifically, he explains teacher education reform should address not only the externalities of teaching but also its essence or very existence as an activity. In this respect, educational decision-making must encourage the activities of teacher education effectively to be fully professional in its commitment to knowledge and inquiry, attunement to its own competence and finally care for its clients. Thus, for such an aim to be achieved some national standards need to be established and implemented like in all professions and so-called 'emergency licenses' should be totally rejected.

Similarly, Yinger and Hendricks-Lee (2000) underline the importance of standardization in the professionalization of teacher education. They state, "the key to successful professionalization of any practice is to convince clients and the public

that a professional, as a result of education and practical experience, possesses unique knowledge and skills that can be employed to solve the particular problems of practice and thus serve client needs" (p. 94). Standards in this respect create a shared language of practice and help test and develop the components of professional activity. Therefore, they are not only a means for external control, but also a tool for empowerment. Yinger and Hendricks-Lee report the processes and outcomes of a two-year study they were involved in at the University of Cincinnati to develop teacher education standards for both knowledge and practice components. They came up with a document, *A Pattern Language for Teaching*, which later helped redesign of the teacher education program. This standardization study resulted in articulation of professional education and acted as a means for both internal and external accountability.

Bush (1987) retrospectively analyses the teacher education reform attempts in the U.S. from the 1920's to the 1980's. He finds that up until the 1960's, the major reform attempts had come from the private sector and they were very much linked with the economic problems - depressions - in the country. Federal efforts to improve education across the country entered the field in the 1970's along with the ideals for a 'great society'. Research and development projects and the federal governments' financial investment in teacher education were optimized. Yet it was not until the 1980's that serious concerns over teacher education programs and standards were raised and put into practice. Related with such concerns, the 1980's were marked by the problems of diffusion of control and faculty design in teacher education. The diffusion of control issues were mainly about who owns the authority and control - centralization versus decentralization - and the faculty design problems were about the inability to relate and integrate the different parts of the program to/with each other, i.e., general education, specialization in subject matter, pedagogical theory and methods, and practice. In other terms, theory and practice or pre-service and in-service dimensions of the program were to be fully integrated. Bush suggests educational development research activities for the betterment of teacher education programs should focus on these:

-Codify and make widely available the best experience and practice that now exists in the schools. This is a gold mine that we are only beginning to explore.
-Move from correlational studies toward more controlled and naturalistic experimentation, and toward the development and testing of more powerful training treatments.
-Expand efforts to bring schools and institutions of higher education closer together. This gap remains a severe bottleneck where we have made limited headway. It is here that we can begin to obtain the essential link between pedagogical theory and practice.
-Begin to use the technology of teaching which we now possess, emphasizing both effectiveness and efficience (p. 17).

Bush's suggestions have commonalities with the recommendations of the Education Commission of the States (cited in Guyton and Antonelli, 1987) pulling together the ideas presented by various commissions and task groups in the U.S. working to develop teacher education programs in the 1980's. The common recommendations were:

-Raise standards for admission to teacher education and the teaching profession.
-Move professional education of teachers to the post baccalaureate level.
-Revise the teacher education curriculum, particularly to incorporate research findings.
-Make efforts to enhance the prestige of and respect for teachers and the teaching profession.
-Engage Arts and Sciences faculty in the teacher education program (p. 45).

On the other hand, the interpretations of 'standardization' in the Australian context of teacher education are different from that of the U.S. context. Knight et al. (1994) examine the developments in Australian teacher education policies from a political economy perspective and conclude that the 1980's, with the Labor government in power, were marked by a change in conception of the teacher as an 'educated professional' to that of 'competent practitioner', and in the same vein teacher education/preparation from 'professional education' to 'competent practice'. The authors argue that the underlying idea of this shift has been a change in the instrumental role of teacher education. The new political agenda deems it a key for a "broader program for microeconomic reform, the development of human capital for national investment, and the economic restructuring of the nation" (p. 451). Knight et

al. maintain tighter accountability procedures and the emphasis and control on the outcomes of the teacher education programs moved their focus towards an 'apprenticeship' or 'training' understanding along with their narrow focused goals. More explicitly, the Labor government's policy changes created the following:

> -Press for specified teacher competencies and accountability processes in outcomes. School curriculum structured by national goals and frameworks, national teacher registration and regulated teacher autonomy.
> -A prioritizing of practice over theory. Focus on competencies and skills rather than formal credentials. More time spent in schools....Shift in emphasis from pre-service to in-service education. Press for greater standardization of qualifications, content and structure of initial and continuing teacher education and rationalization of provision.…Greater accountability required from teacher educators and education faculties (p. 454).

Knight et al. (1994) argue, contrary to the ideas presented in the U.S. context, the prioritization of practice over theory in teacher education programs is the rejection of the professionalization status of teachers.

2.5.2 Teacher Education Reform and Modernization

Elliot (1999) in his analysis of global and local dimensions of reforms in teacher education highlights the significant relationship between political economic power and knowledge hegemony of developed countries in global contexts, or more specifically, system creators – developed countries/economies – in juxtaposition to system recipients – underdeveloped or developing countries/economies. In this context, he asserts, in the age of globalization that perceives world as a market, 'knowledge' is conceived and "treated as a global commodity" (p. 133). Elliot elaborates on his conceptualization of global-local continuum in using knowledge – or even manipulating it – as a political and industrial source of power for global economy referring to Amin's work:

> …the process of global industrialization and modernization is controlled by a 'centre' consisting of those countries in the North and the West, which use their financial, technological, cultural, and military monopolies to maintain and increase their competitive advantage in the global market. Hence, their monopoly in the field of media and communications technology enhances their capacity to exercise cultural hegemony over the conditions under which 'knowledge' is produced and distributed globally. Educational researchers in the advanced industrial regions of the world have the capacity to control the

production and distribution of what is to count globally as worthwhile 'knowledge' about the conditions and processes of educational development, including 'knowledge' about the development of the teaching profession (Amin, cited in Elliot, 1999, p. 133).

What is most problematic, as Elliot argues, in this global attitude to knowledge control and distribution, as represented in teacher education reforms and policy changes, is indeed ignorance of contextual diversities and dynamics – different interplay between and across different factors, requirements and limitations driven by unique cultural, historical, political and economic textures. In this context, Elliot explains:

> …although teacher education reform is a global phenomenon and therefore driven, at least in part, by global imperatives, the way it shapes up in both policy and practice will differ according to particular local/national contexts. Teacher education reforms are not like machines which, providing operators follow instructions, can be made to work in exactly the same way regardless of context. Of course, the imperatives which stem from a world of markets will encourage the borrowing of concepts and models of teaching and teacher development, from those countries who appear to succeed in meeting such imperatives (p. 134).

However, the interaction between the global and local contexts, or more specifically, the mobilization of global concepts and models in teacher education research and systems across diverse local contexts is expected to enrich the relevant literature by a two way interaction between the global and local reform agenda resulting in revision and reciprocal 'borrowing' of knowledge and ideas. As Elliot puts it,

> The case studies of educational reforms at 'the periphery' have the potential to destabilize the 'epistemic sovereignty' of the advanced industrial regions of the world and to promote a more globally 'democratic' participation in conceptualizing the process and conditions of educational change. Context-rich case studies of teacher education reforms in the so-called 'borrowing' countries can represent 'local knowledge' in a form which enables policy-analysts and educators in the 'lending' countries to reappraise and critique policy and practice within their own societal context (p. 134).

Literature on teacher education reform at system level in developing countries portray how these reform efforts (a) were closely linked with intended social restructuring or change in socio-political visions as part of modernization

and development, and (b) were connected with global 'borrowed' knowledge. The cases of Namibia, Zambia, Brazil and China are illustrative of such processes.

Dahlström (1999) discusses how teacher education reform was perceived and used as a central instrument of socio-political reform efforts right at the beginning of the post-independence period in Namibia. More specifically, educational reform was initiated towards the aim of developing a new political and social order in the country and teachers were perceived as having an instrumental role – major agents of social transformation – in society bearing the new values and visions defined as Access, Equity, Quality and Democracy based on the earlier liberation efforts both inside and outside Namibia. The national transformation in educational affairs and teacher education processes in the country would be led by a new professional institute titled the 'National Institute for Educational Development' in an arena of international donor organizations, agents and international advisors working at policy making and implementation levels. The case of Namibia is a critical one illustrating how a new teacher education and national education model based on social constructivist understanding of knowledge, learner-centeredness and critical inquiry is and will probably be resisted and attempted to be changed by traditional authority/power groups towards a 'neo-behaviorist' model for socio-political interests specific to the local and global contexts.

Next, the case of Zambia, as reviewed by Musonda (1999) is more centralized around the issues of policy interpretation and implementation processes, as well as problems related to international donor organizations in the context of paradigmatic change efforts in teacher education. Similar to the case in Namibia, Zambia went through three major educational reform processes including teacher education restructuring efforts, which went hand in hand with social and economic transformation agenda. The current policy initiated in 1998 – the Zambia Teacher Education Reform Program – was a competency based teacher education reform which defined teachers' learning in terms of pre-specified performance outcomes. What is most noteworthy is that the underlying philosophy of the new program was 'neo-behaviorist' indeed ironically with explicit aims for learner-

centered education, which indicates the gap across a formal curriculum, its differentiated interpretations and action in the actual practice. The most critical lesson that emerged from the latest teacher education reform in Zambia is that hasty and policy driven efforts – donor driven and top-down – that are not fully formulated or matured with effective consultations with practitioners or implementers would indeed "only help to des- skill and destabilize the institutions and practitioners because they have little time and choice to assimilate and adapt change to suit their internal structures, perceptions and professional abilities" (Musonda, 1999, p. 168).

Lüdke and Moreira (1999) critique the education reform efforts initiated in Brazil in 1995 with the takeover of the presidency by a neo-liberal government. Lüdke and Moreira maintain "economic globalization and the internationalization of capital have clearly dictated major policies, including those that guide the educational system in Brazil" (p. 170) and the new neo-liberal perspective brought about internally contradictory and vicious educational policies. The two major themes of the new Law of Guidelines and Foundations for National Education enacted in 1996 in Brazil are flexibility and evaluation. Decentralization in teacher education affairs, accounting for less control over educational institutions and decision making levels at local governments, characterized by this flexibility approach is bound with a reassertion of formulation of a new national education policy coordinated by the federal government. Similarly, the flexibility mechanisms activated are coupled with a newly created national system of evaluation, which is contradictory. The Federal Government's newly defined role in educational affairs are: "(1) to enforce the assessment of students' performance throughout the country…in cooperation with the state and municipal systems of education; (2) to enforce the evaluation of institutions for higher education…; (3) to authorize, recognize, accredit, supervise, and evaluate courses offered by higher education institutions and colleges" (p. 171).

With this new framework, as part of the flexibility theme, shortcuts to the profession through certificate programs for those holding any college degree was provided to combat teacher shortage in the country. Lüdke and Moreira (1999) maintain, "the educational reform under way in Brazil aims at making the school

and the university, instruments for the modernization and economic development of the country. It revises the theory of human capital and highlights concepts such as productivity, efficiency, and effectiveness of educational system" (p. 171).

To sum up, as Lüdke and Moreira evaluate the new teacher education policy in Brazil introduced as part of a new political framework was supposed to overcome quality and quantity issues in teacher education; however, the measures taken to combat the teacher shortage – 300h certificate programs – and teaching-learning quality issues – competency/performance evaluation schemes – are expected to bring about the failure of the new policy due to the controversies and ambiguities integral to it. Lüdke and Moreira assess:

> …the innovation, as presented by the government, can only be accepted on an emergency basis, for it deals only fragmentally with a basic problem and leaves untouched its essential tools …. reality has shown the flimsiness of these measures, for without adequate training for teachers, equipment, jingles and slogans are of little use …. we argue the access of professionals from other areas to short pedagogic programs that grant the same rights of regular degrees in pedagogy or teaching is particularly objectionable. We believe that such measure may contribute to undermine regular training …. reforms that intend to change teacher education and schools in Brazil have been characterized by little public participation and fall short of a democratic process …. (a) the reforms do not take into account the fact that innovations that originate from above, from non-educational environments, and that have been conceived and operationalized by experts, are hardly able to transform schools and universities; (b) such an approach to reforms, always starts from a diagnosis of society, its educational institutions and teachers, stressing their negative aspects and the crisis they are undergoing; (c) the innovations concentrate on offering new content, curricular models and parameters; and (d) on overestimating the innovative potential of individual teacher action by re-qualifying teachers and reforming their formal education (pp. 175-176).

Within this context, Lüdke and Moreira (1999) conclude evaluation should not be taken as a tool to control schools and institution, but as a means for improvement. Quality is not to be conceived as the mastering of subject content, but improved professional skills with sound teaching experience or practicum focus. Furthermore, research on teaching and teacher education is may be the most critical issue for the reform agenda. There is a lack of extensive and systematic research studies that deal with the critical issues of teacher education system in the country, which negatively affect the reform contents and procedures. The authors

state, "they [academic research on teacher education] would also facilitate the proposal of new research venues and give the educational community a basis on which to counter-argue governmental proposals" (p. 177) and summarize the major problems of teacher education in Brazil which could not be overcome by the reforms as the low prestige of teacher education at universities, the gap between the university and the schools, the distance between theory and practice in teacher education, and the selection of the teaching career by exclusion.

Li (1999) reviews the last 15-year history of national education and teacher education policy changes and attempts in China driven by attempts for modernization and transition to market economy. He critiques these attempts which mainly target structural changes in the education system, as well as teacher education model, relating to their fluctuating effects on teachers' status and social respectability to conclude that all the current education problems in China, which have not been effectively overcome over the years of intensive change efforts, could be reduced down to one major generic problem – the unattractive socio-economic status of the teaching profession – which is the key to the solution of the current problems.

Early 1980's were marked by a shift in the political paradigm in the country and the new government claimed that "in order to bring about a fundamental change in the educational situation in China, it was necessary to start with a systemic reform of the current educational structure" (p. 180). To this aim, a series of reforms which mainly focused on "decentralization of the administration of education, implementation of nine-year compulsory education, reform of the procedure of enrollment [to higher education], development of vocational and technical schools and a steady increase in the education budget" (p. 180). Within this context, reform in teacher education was crucial to meet the aims of developing the education system to develop social and economic structure. To this aim of reforming the teacher education system, four major changes were implemented: establishment of a nationwide network of teacher preparation and professional development ((a) six different regular pr-eservice institutions varying in duration, nature of entrants and degrees offered, in line with different levels or

schools of education, were reorganized or reestablished, and (b) three different regular in-service teacher training institutions were reorganized or established), upgrading and improvement of the qualifications of in-service teachers, building up the social respectability of teachers (with awards and new promotion schemes), and improvement of treatment of teachers (with improvements in teachers' salaries and living conditions, as well as new schemes to attract better qualified teachers to education) (Li, 1999).

On the other hand, as Li (1999) argues these structural improvements made to the teacher education system in China are still far from satisfying as there are salient problems among which the following are the most urgent: "government policies regarding teachers and teacher education in China, treatment of teachers, accreditation of normal institutions, certification of teachers, curriculum and practicum in pre-service teacher education, and theory and practice in teacher education" (p. 184). First, regarding the government policies, Li concludes the fluctuations in the governments' attitude towards teachers over the years, accorded with the political struggles in the country – sometimes glorious engineers of the human soul, some other times stinking intellectuals – harmed teachers' trust in their social role and desire for change. Next, as the writer states teachers are still among the lowest paid in the country. Moreover, to meet the teacher shortage problem, a number of new institutions without adequate infrastructure and experience were involved in the system, which created a substantial quality problem. Therefore, a comprehensive and regular evaluation and accreditation mechanism is to be activated. Teacher shortage is a severe problem in the country and it has increased more significantly with the nine-year compulsory education. In this context, the government is increasing quantity – opening new institutions - with the expense of quality – no quality management or assessment envisaged; however, systematic attention to quality through accreditation, and attraction of more and better qualified students to teacher education through better economic and social opportunities are expected to result in solution of the teacher shortage problem. The next serious problem in the current system is over-emphasis on the subject matter and theory than professional education. Only 10% of the whole

curriculum is dedicated to professional development. Moreover, teaching practice is problematic with little inquiry-oriented processes and there is not a structured and institutionalized collaborative partnership with schools. Finally, educational decisions ranging from policy decisions to curricular contents are traditionally taken by state or local governments, but not by professional educators. So there are no standards to such decision making and there is little trust in the government understanding of educational issues. Furthermore, the research studies in teacher education institutions are mainly on specialized area of study, but not on teacher education or subject matter teaching methodology. Research on teaching and teacher education is considered invalid for academic promotion.

The bottom-line of the literature on teacher education reform as part of modernization efforts in developing countries in different parts of the world is that policy driven or top-down teacher education reform that deals with structural changes to combat short-term or current problems are naturally short-lived, and may even help exacerbate the problems in longer-term, as it usually by-passes the very essence of the problems and their inherent dynamics. Meaningful and structured emphasis on practice embedded in theory in teacher education, more and comprehensive research on teaching and teacher education, standards that emerge from academic context and that deal with quality processes but not only observable products or performance, and definitely attraction of better qualified students to teacher education are still the major issues of teacher education in these countries, despite reform efforts.

In this context, as Young (1998) argues for "reflexive modernization" of teacher education as opposed to "technocratic modernization" (p. 59): the former referring to the process of public learning, the latter, which prevail in the modernization literature shaped by neo-liberalism "associated with Reaganomics and Thatcherism" (p. 52) of the 1980's marked by economic crises in the leading countries, referring to "increased control, through more specific evaluation criteria, skill tests and more frequent inspections" (p. 59) for teacher effectiveness and high performance. Young describes this shift towards reflexive modernization would yield the development of different types of feedback between all the participants

involved in teacher education process, namely, "between teachers and students, between staff at different levels of school organization, between schools and their user communities including parents and local employers, between schools and universities, and between education profession as a whole and the government" (pp. 59-60). This public learning approach as a model of modernization has substantial advantages, as Young iterates, in that it would foster 'collective intelligence' of the overall education system, which is not possible through a policy oriented towards control; it would emphasize on-going learning and development for all the participants; it would integrate the three elements of teacher education – pre-service training, in-service development and training, and teacher education research and post graduate study – into a new and flexible system.

2.5.3   Research on Systemic Teacher Education Reforms

Systemic teacher education reform efforts and literature centralize around concerns over better collaboration between public schools and teacher education programs as part of a more comprehensive or general theme 'professional development' of pre-service and in-service teachers.

The two studies below by Edwards and Collison (1996) and Snider et al (1995) are significant in illustrating the functional importance of creating shared agenda and meanings among the participants involved in school-university partnership or collaboration as part of more effective in-service and pre-service teacher education.

Edwards and Collison (1996) explain their research study designed to assess the development of school-based training partnership launched in 1992 in England by the Secretary of State for Education as a substantial innovation in teacher education programs. The four major policy changes involved in this new teacher education scheme characterized by school-based training were that (a) secondary teacher training would be based on a partnership between universities and their specific partner schools with the schools having a leading role in designing, implementing and assessing the outcomes of the courses; (b) teacher education would be predominantly based in the schools of high performance outcomes; (c) the

amount of time spent with trainee teachers would be increased from the then minimum of 50% to 80% throughout the course; and finally (d) the assessment framework for new teachers would be changed into a competency framework with specific knowledge and skills to qualify as a candidate teacher. The study carried out by Edwards and Collison (1996) included two major case studies; one for primary and infant schools, the other for secondary schools, involved in partnership with a specific university involved in teacher education. The researchers basically investigated school response to partnership in the two programs through this longitudinal study that lasted two years. More specifically, they tried to elicit any potential changes to occur in schools and teachers due to the new partnership framework in teacher education. The major findings of this study were that there was no change in mentors'/tutors' perception of their professional identity; they perceived they could not afford to change and that student teachers were to fit into the school. They perceived the new scheme as a project rather than a 'partnership'; their own staff development through this partnership was not an issue for the majority; teachers' mentorship function was not effectively performed with an apparent lack of mutual challenge between students and teachers or a lack of co-enquiry; the activities were dominantly perceived as typical pre-service processes not a joint collaboration between or among tutors, mentors, subject-specialists and students toward a curriculum development or staff development in-service events for the parties involved; and finally the salient distinction between theory and practice involving both pedagogical theory and subject theory before the new scheme was still prevalent during and after the new scheme. More specifically, primary school experience lacked link with theory and secondary school experience dealt with theory as content knowledge at the expense of practice. The researchers concluded there was a general lack of change in schools, as well as the interaction between students and partnership schools due to the new model introduced. Therefore, the major implications of this experience and inquiry is that school-university partnership based teacher training may sound a seductive idea but would prove ineffective for both parties – especially for school effectiveness and staff-development expectations as in this specific case study – without a developmental

intervention at the institutional level with institutionalized coordination of curriculum development program specialists, tutors, and coordinators in education departments at universities and the whole school staff and partner schools.

Snider et al. (1995) researched whether the discontinuities prevalent in school-university partnerships become generative sources of educational change. More specifically, the researchers carried out a longitudinal study that examined a three year period involved in an alternative teacher education program aimed towards a comprehensive educational renewal initiative through school-university partnership. The researchers examine how collaborative and simultaneous renewal was achieved through partnership between a public university and three nearby associate schools in the Southwestern U.S.A. They analyze the perspectives of teacher education students and the cooperating teachers on the reform or renewal of teacher education – pre-service and in-service – in both settings.

The planning team consisted of faculty from different content areas at the university that met for 5 months to plan and form a core program to facilitate a link between university courses and field experiences. During the implementation of the alternative teacher education program the planning team was expanded with representatives from the student cohort to develop shared perspectives and meaning monitoring and modifying program development. The specific research questions addressed were: "(a) What were the participants' salient perspectives on the educational renewal efforts? (b) How did participants view the evolving partnership between the schools and the university (c) What roles did the participants see for themselves in the collaboration? And (d) What are the implications of the educational renewal efforts for future theory and practice in reforming teacher education?" (pp. 522-523). Interviews, questionnaires and journals were used to collect data.

The analysis of the data collected revealed two different but generative phases in the evolution of a school-university partnership – progression from partial alignment in the first phase to a more expanded collaboration in the latter phase. While the "collaboration developed and expanded throughout the evolution of the

partnership, discontinuities continually fuelled renewal in both school and university contexts" (p. 528).

In this context, discontinuities were naturally discovered and experienced through the evolution of the alternative program and served as generative sources of educational renewal through negotiation of meanings and understandings. Furthermore, all the parties involved, student teachers, teachers, and university faculty served as mediators of the common agenda during the exploration of the discontinuities. In brief, the student interns perceived a complete fit between theory and practice, meaningful development of professional skills through hands-on experiences and shared governance, and they actively took part in developing a program for their own training. The school faculty and the university faculty reconceptualized their own roles with active participation in educational renewal reaching consensus through shared meanings.

Next, standards-based education reforms, more specifically, developing curriculum standards for students, professional standards for teachers, and naturally paralleling accreditation of teacher education programs to these are a major focus of educational reform agenda of the recent decades.

The study of Delandshere and Arens (2001) is noteworthy addressing three major questions related to standards-based reform efforts in teacher education in the U.S.: "(1) what representations of teaching and teachers are portrayed in the professional teaching standards, their related policies and assessment? (2) how are standards-based reform policies affecting teacher education programs? (3) what representations or conceptions of teaching and teachers are currently reflected in teacher education programs in the context of this reform?" (p. 547). The reform content studied by the researchers is the standards developed by the Interstate New Teacher Assessment and Support Consortium (INTASC) in 1992 being integrated into review and accreditation process of teacher education programs by the National Council for Accreditation of Teacher Education (NCATE) across the states in the U.S. on voluntary basis. This is perceived as a national coalition aimed to "strengthen the teaching profession and raise its standards – eventually enhancing the quality of student learning – by redesigning teacher licensing and accountability

requirements for teacher education programs, and engaging teachers in on-going professional development" (Delandshere and Arens, 2001, p. 548).

Delandshere and Arens address the three research questions mentioned above by selecting two states as test cases and use qualitative research methods and tools – reform documents, policies and practices, and interviews with key participants in the reform – to explore the phenomenon.

While setting the conceptual framework for their study, Delandshere and Arens (2001) analyze teacher education paradigms and the characteristics of standards-based reform, policies and practices within the U.S. context. Zeichner (cited in Delandshere and Arens, 2001, pp. 548-549) identify four major traditions of pre-service teacher education practice in the U.S. context:

> (1) an *academic tradition* which emphasizes teachers' knowledge of subject matter and general education, (2) a *social efficiency tradition* which emphasizes teachers' abilities to apply a "knowledge base" about teaching that has been generated through research on teaching [heavy reliance on "scientific" studies of teaching, decomposition of teaching in its component parts, competencies, etc.], (3) a *developmentalist tradition* which stresses teachers' abilities to base their instruction on the direct knowledge of their students' current understanding of the content under study and their developmental readiness for and/or interest in particular activities …, and (4) a *social reconstructionist tradition* which emphasizes teachers' abilities to see the social and political implications of their actions and the social contexts in which they are carried out for their contribution to greater justice, equality, and more humane conditions in schooling and society.

On the other hand, Delandshere and Arens conceptualize standards-based reform movement in the U.S. as a continuation of the previous reforms: the curriculum reform of the late 1950's geared towards the competition in the Cold War, objectives and measurement based instruction of the 1960's, and the competency-based movement of the 1970's. In this context, the rationale of the standards-based reform is that if the curriculum content and performance standards are clearly defined and monitored by external assessment, instruction will improve to yield the desired higher student performance. Furthermore, professional teaching standards are to be set in line with the content standards for curriculum. Delandshere and Arens, in this context, analyze the position of professional standards across the four major teacher education paradigms differentiated by Zeichner and argue it includes partially the academic and developmentalist

traditions, but it is dominantly social efficiency oriented. Therefore, professional standards movement is highly behaviorist in that it assumes certain teacher behaviors would predict desired student learning and it emphasizes teachers' acquisition of specific skills and knowledge related to student learning. Assessment through certification and licensure is central to professional standards subject to the study of Delandshere and Arens. More explicitly, the "emphasis is on performance assessment, program evaluation and accountability" (p. 552). In this respect, the researchers believe the assumptions on which this specific reform on standards was based could hinder improvement in teaching because;

> *First*, simply defining generic statements about teaching and assessing their "implementation" will not improve practice. Without an articulated theory of teaching and the nature and purpose of education, most standards are not readily interpretable. Therefore, making teachers accountable to particular standards' interpretations, as those are reflected in the assessment, appears arbitrary and does not seem adequate to promote the fundamental transformation of teaching and learning advocated by reformers. *Second*, the notion of essential knowledge and skills is by definition reductionist and assumes that there is evidence of the effect of this essential teaching knowledge on student learning. *Third*, the elimination of differences in the way teaching is represented or understood is also reductionist…. In addition, enforcing a unique set of standards (through performance assessment and program accreditation) also prevents consideration of educational alternatives that might be more appropriate than those advocated by the reform – a principle contrary to a spirit of inquiry…. Finally, the emphasis on performance rather than theoretical or formalized knowledge creates an unnecessary and dangerous dualism that seems to assume that one is independent of the other (pp. 552-553).

As Delandshere and Arens discuss, the results of the interview and document analysis data indicate that reformers' stated purposes were not in particular innovative or the most fundamental. The goals were stated very generally as improving students' learning, but the fundamental purposes of education and schooling were not stated explicitly. Furthermore, the standards do not conceive teaching knowledge as emerging or constructed, but simply a set of predetermined specific competencies. In this respect, the standards reflected "a non-dialectical view of teaching and by mandating and assessing current forms of understanding about

65

teaching they solidify teaching in a particular way which prevents school and education from change in society" (p. 556). Moreover, treatment of knowledge in standards approach conceives it equal to performance. In other terms knowledge is enacted, which focuses "on the most visible aspects of teaching but not necessarily the most important" (p. 557). Next, standards-based reform seems to impact teacher educators' conceptions of teaching negatively in that alignment and compliance dominate in the teacher education context. More specifically, the interview data revealed that respondents involved in program alignment had fragmented and descriptive representations of teaching and had peculiarly vague generalizations about educational purposes. In this context, the researchers conclude that the "codification of teaching represented in the written standards seems counter-productive…because it does not support the intellectual and moral engagement of teacher educators" (p. 562) which is essential for changing teaching. Finally, and most strikingly, the researchers found that some of the teacher educator informants involved in the implementation of the standards had never thought of evaluating the standards. Therefore, this undebated or codified representation of teaching by teacher educators through standards-based reform implementation would also be transmitted to pre-service teachers' understanding of their work, and thus would help reproduction of narrow-minded and dogmatic attitudes.

In brief, Delandshere and Arens (2001) reach implications through their study that "the purposes of reforms need to be much more explicitly debated and articulated in an open and free conversation among the various participants" and "any set of standards or written statements that present a uniform or unitary view of teaching is dangerous because it frames the conversations about teaching and inhibits consideration of other perspectives" (p. 564).

Finally, Akmal and Miller (2003) examine the process of revision and renewal of a secondary teacher education program at a university in the U.S. specifically investigating internal and external factors that contribute to the change process and participants' response and resistance to change in the teacher education program through a qualitative case study. The framework of this case study was built around research questions that addressed 'how', 'what' and 'why' things have

changed or been renewed. Data was collected through interviews, observations and document review, as well as personal journals of the two faculties studying the case. Interviews were held with faculty and administrators involved in the change process. No substantial change had occurred in the specific teacher education department for ten years before the renewal took place. The internal factors for change were grouped into three by the researchers: assignment of a new coordinator position by the chair of the Teacher Education Department to serve as the 'identity' or facilitator of the change; 'active collegial networks' were formed through the formation of a university wide standing Teacher Education Committee (TEC) with representatives from the Teacher Education Department and all the other disciplines of secondary teacher preparation included in the College of Education; and a final internal factor for change was the immediate and long-term feedback data collected from the graduates of the College that highlighted major areas in the program that needed improvement.

Akmal and Miller (2003) explore the external factor for change was state educational reform in K-12 system with specific emphasis on the requirement for measuring teacher impact on student learning. In this context, the teacher preparation program had to be revised to align with the new demands in the education context.

The faculty involved in this secondary teacher preparation program came up with a four phase process of renewal which is noteworthy understanding the nature of the change process: "(a) educative phase, (b) collaborative construction phase, (c) summative phase, and (d) recursive phase" (p. 413) to enhance collaboration and ownership among all stakeholders through an on-going revision of the program.

Akmal and Miller (2003) describe each of these four phases to build insights to program change and specifically overcoming resistance to it. The education phase was devoted to awareness building among the stakeholders involved through meetings of TEC and department faculty membership related to current needs, issues and trends in teacher preparation at national, state and institutional levels. These discussions "were especially useful to the discipline area faculty, who were more immersed in the current issues of their own content area (i.e., history, social studies) than the issues of teachers and teacher preparation" (p. 413). The reactions or

67

resistance mainly from the content area teachers were centralized around two major attitudes: one type of reaction raised the issue of 'academic freedom', that the State could not instruct university faculty what or how to teach, the second type of reaction mainly perceived the change effort not serious, that it was "'just another trend in education' and it would 'go away if we [implementers] just waited long enough'. Although different areas of teacher education were going to reformation in terms of standards for teacher preparation at national level, subject area faculty at this Teacher Education College were not involved in their discipline's discussion of teacher preparation and they were unaware of the contents of these reform movements. Yet, the participants reached a consensus on the necessity for change during these educative phase meetings. The major concerns related to the current program were a need for trans-disciplinary collaboration in teacher profession and performance based assessment or teacher effectiveness.

The collaborative construction phase involved constructing various models of teacher preparation, discussion of these alternative models and revision. Eight models emerged in nine months during this phase.

The summative phase involved selection and implementation of the most appropriate model among the eight models constructed. The final model was built on four themes and five strands were embedded into the course sequence to address the four themes of the program: "(1) contextual teaching & learning; (2) meeting diverse learning needs; (3) content literacy development and remediation; (4) sound assessment; and (5) technology as a tool for teaching and learning" (p. 414). The revision of the secondary teaching program centralized around these themes and strands resulted in major changes in content, instructional methods, course requirements, sequencing and structure of the program. The foci of the changes made to the program were the collaboration between the content area faculty and education faculty for better integration of content theory and pedagogy, and strengthening of the field experience dimension of the program with established partnerships with schools through better structured and assessed teaching practice in line with the new contextual learning requirement. Yet, the integration between content and pedagogy

was the most challenging change item as it received the most opposition and reaction from the content faculty.

The study of Akmal and Miller (2003) is significantly indicative of four interrelated recurrent phenomena that worked as both catalysts for change and obstacles to change in the specific change context they explored. These were: "governance and organizational structures; psychological challenges; role definitions, and institutional history" (p. 418). The data analysis, as the researchers assert, demonstrated that the very essence of the change process was connected to these four interrelated phenomena. The governance of TEC and structural integrity of the units within the College facilitated the revision and as the researchers put it; "from this experience, it is apparent that if renewal is to be successful, clear governance must exist and avenues for problem solving at the interdepartmental and collegiate levels must be maintained" (p. 418). Next, the psychological challenges involved overcoming the previously prevalent mistrust among the stakeholder units through open communication – guided by TEC governance – and willingness of the change coordinator to focus on concerns and needs of the resistance group. Role definition mainly related to program ownership as opposed to program autonomy. Specifically, the perception of the joint role and responsibility was maintained; "while all programs maintained their autonomy to effect changes within their own programs, that autonomy was now limited so that no program could adversely affect others by its decisions" (p. 419). Finally, for the institutional history the researchers maintain the long stability period before the renewal created "a sense of complacency" among the faculty, and moreover, they did not have a welcoming attitude towards change which meant their loss of "*de facto* control" over their program. In this context, the researchers perceive the TEC governance structures, collaborative discussions and redefinition of roles and relationships created the synergy for a more trusting environment for change, and argue, "Institutional history must be acknowledged in the revision and renewal process. Change will occur, however, when needs are compelling enough and a synergy of structural, psychological, and ownership factors is created" (p. 419).

2.5.4 Research on Teacher Education in Turkey

Pre-service teacher education research carried out in various Education Faculties in Turkey have mainly involved critical reviews of current phenomena from theoretical perspectives or historical analyses of certain periods, issues, or concepts related to teacher education processes until the last a couple of decades ago. Within the last 10-15 years experimental or survey research studies prevailed in Education Faculties graduate programs, with still only a few studies that had a more comprehensive outlook at teacher education affairs at system level. The research studies presented in this part of this chapter are representative samples from among limited number of studies related to the phenomenon investigated in this study. The studies are related to the conditions of Education Faculties, the Education Faculty students, the link or 'poor link' between teacher education programs and school programs, instructor profile at Education Faculties, implementation of the 1998 restructuring, and finally accreditation of Education Faculties.

Gürbüztürk (1988) carried out a research study using observation, document analysis and a questionnaire to investigate the conditions of the then 22 teacher education institutions in Turkey – 16 Education Faculties, three Technical Education Faculties, one Vocational Education Faculty, one Faculty of Arts Educational Sciences Department, and one Educational Sciences Faculty. He specifically examined the distribution of students across these teacher education institutions, student entry scores, the distribution of instructor profile, facilities, and problems related to the programs.

Gürbüztürk's (1988) study is noteworthy indicating both quality and quantity problems and poor conditions of teacher education institutions in late 1980's. Besides the problems related to physical infrastructure, the major problems were related to human resources – instructor profile -, programs and student entry characteristics. There were no standards across the institutions related to minimum credit hour requirement, types and sequence of courses offered, namely in Middle East Technical University the minimum number of credit hours was 681; on the other hand, in Istanbul University Faculty of Arts Educational Sciences Department the minimum number of credit hours was 63. Moreover, the theory-practice percentages or emphasis – with allocated number of hours within the overall

program – was different across the institutions. Finally, the contents of the pre-service teacher education programs were distant from National Education school programs, as perceived by the informants and yielded by document analyses. Next, Gürbüztürk found that the teacher education was among the least popular subjects for students taking the university entrance exam, so the minimum score required for enrollment in these institutions was among the lowest.

Akgöl (1994) carried out a survey focused on the similarities and differences between teacher education students' and their instructors' perceptions on the qualities of an ideal teacher educator and the comparative qualities of the instructors with senior students and their faculty at four different Education Faculties differing in size and setting in Turkey. These teacher educator qualities were investigated in four domains: personality, professional effectiveness, evaluation of student performance and social skills. The findings of this study present a general picture of high variation across the Education Faculties and between teacher educators and teacher preparation students within Faculties in perceptions related to ideal qualities and current qualities of teacher educators. In this respect, teacher educators perceive their own skills or qualities much closer to the ideal ones depicted than their students. Moreover, there is consistency or parallelism in perceived value of the ideal qualities by the instructors and students within each Education Faculty but there are differences across the Education Faculties in most dimensions. This study is illustrative that a common professional agenda related to teacher educator effectiveness and role was not constructed across different Education Faculties in different parts of the country.

Köse (1997) investigated the Classroom Teaching Mathematics program in relation to the Mathematics program of National Education schools at this level. He carried out a survey research with senior Classroom Teaching students at two Education Faculties in Turkey and Classroom Teachers at the associate schools in the same area. The questionnaire designed by the researcher specifically focused on the appropriateness of the professional preparation through link between the program contents, and instructional skills and knowledge across the two contexts, and the participants' professional attitudes. One interesting finding of this study was that

only 5% of the students were from Teacher High Schools, indicating a small minority had a background interest and preparation towards the preparation. Within this context, three fifth of the students reported the reasons for their choice of this profession were the 'fear' of being unemployed, and that they did not have any peculiar interest in the profession. Köse's findings related to the program dimensions can be discussed in two categories: The preparations the students receive at Education Faculties are mainly theory-based with little and ineffective focus on practice, and both the teacher preparation and actual classroom experiences at schools are ineffective in instructional methods and media in the light of the developments in the field. First, Köse found that the content of teacher education program in this specific subject is overloaded with subject theory which is irrelevant to Classroom Teaching at this level. Köse states; "the majority of the students stated that the subject content of the preparation they received was not appropriate for the content they are supposed to teach at schools and elaborated that topics like 'Integral', 'Logarithms', 'Calculus' or 'Advanced Geometry' will not be of any use for their classroom teaching" (p. 117). Further, similar to inadequacies related to subject-theory, pedagogy theory they received was also inadequate as it was not fully integrated into practice, signaling a gap between theory and practice. Second, there were problems related to instructional methods, strategies and effective use of materials for both students and teachers. The students perceived they did not receive effective training on these dimensions of teaching, and both teachers and students – more than half – reported the only method they would be using was modeling problem solving. On the other hand, one very interesting finding of the study was that both the professional attitudes and self-perceptions of professional skills of teachers were much higher than those of the senior students, which may indicate in-service training being more effective than pre-service training in developing favorable attitudes and self-perceptions on professional skills.

As regards research on the 1998 restructuring in Turkey, the studies carried out by Önkol (1999), Baltacı (2001), and Kaptan (2001) explored the perceptions of administrators and instructors at Education Faculties on the new pre-service teacher education model introduced by the restructuring.

Önkol (1999) investigated the difficulties encountered by administrators at Education Faculties implementing the new programs introduced by the 1998 restructuring. The researcher administered a questionnaire to 200 instructors holding administrative positions in 32 Education Faculties in Turkey. Four major categories of recurrent problems that these administrators reported as they were unable to solve in their Faculties were related to the physical or material resources or infrastructure (instructional materials, textbooks, books, publications, laboratories, equipments and buildings), School-Faculty partnership schemes (difficulties in communicating with MONE Teacher Education Administrators, school administrators and master teachers), the quantity and quality of educator profile (insufficient number of instructors for the higher student population and mismatch between the faculty background or expertise and the new programs), and finally lack of academic research opportunities (monetary, time-wise and facilities wise).

Next, Baltacı (2002) investigated the perceptions of the instructors at Education Faculties on the new accreditation scheme, introduced as part of the 1998 restructuring, using an 80 item questionnaire with 110 instructors at three different Education Faculties in Marmara University, Boğaziçi University and Yıldız Teknik University in Turkey. He specifically aimed to find the perceived importance of each of the accreditation criteria and perceptions related to how much each of them is being met by the Faculties.

Within this context, the resolution for the accreditation of Education Faculties has been enacted and publicized in May 1999 as a product of the World Bank collaboration in the Development of National Education Project in late 1990s (Baltacı, 2002).

The aims of the accreditation of teacher education are stated as: "to increase quality in teacher education processes through on-going internal (self-assessment) and external assessment (accreditation visits) schemes, to ensure high quality teacher education, and to meet stakeholders' (students, parents, schools, etc.) expectations as to the desired quality of the graduates of Education Faculties" (Yüksek Öğretim Kurulu Başkanlığı, 1999, p. 1.1). The accreditation process involves a number of major steps: the assignment of a visiting accreditation team by the YÖK (Higher Education Council) for the specific teacher education institutions, preliminary visit

to the site, preparation of the self-assessment report by the Faculty coordinator and their team, accreditation visit, preparation and revision of accreditation report, and the YÖK decision for accreditation. The accreditation standards are grouped into seven major domains: instructional planning, implementation and evaluation; instructor profile; students; school-faculty partnership; facilities, library and equipments; administration; and quality assurance. These seven domains are examined in terms of entry/input standards, process standards, and finally output/product standards (YÖK, 1999, Türkiye'de Öğretmen Eğitiminde Standartlar ve Akreditasyon).

In his critique of the accreditation system in Turkey, Baltacı concludes it has differences from the procedures used in the U.S., in that the accreditation institutes have to be non-governmental to be accredited by the CHEA (The Council for Higher Education Accreditation), and that the accreditation process is initiated on voluntary basis with the initiation of the higher education institutions. On the other hand, Baltacı maintains, the HEC is a governmental institution, and the accreditation scheme in Turkey is based on this central authority's power and initiation; "we cannot define the accreditation scheme in Turkey a 'peer review', as in the U.S., because the higher authority's initiating the accreditation process directly gives a message to the higher education institutions that they are going to be supervised and assessed" (p. 162). Further, Baltacı argues the YÖK accreditation may result in decisions as to abandoning of programs and transfer of instructors to other programs, which is not agreeable with the U.S accreditation procedures.

With this background analysis of the accreditation phenomenon in Turkish context, the results of the questionnaire in Baltacı's study indicated that instructors had a standard or similar attitude towards the importance of the accreditation standards despite their subjects, seniority and academic tenure. More than half of the respondents, 55.5%, perceived continuous evaluation of their teaching effectiveness towards their promotion and tenure requirement as desirable but not currently implemented. Further, the factors significantly related to present conditions in juxtaposition to the desired criteria were mainly the quantity and quality of the teaching faculty and research facilities. 40% of the instructors were teaching more than 50 students in one class, and 84.5% of the respondents stated the high

importance of the number of teaching faculty for full implementation of the criteria, but only 10% found the number sufficient in actual situation. Next, as for the quality dimension of the teaching faculty, the respondents stated the high importance of academic research and publications for effective teaching skills and knowledge, but almost all the respondents stated this was not currently fulfilled, namely, 69.1% found it important, and only 4.5% of them stated this was achieved. In this context, 72.7% of the responded found their library facilities highly important for professional development and research, but only 8.2% found such facilities satisfactory in current situation. Another noteworthy finding of this study was that 60.9% of the respondents perceived faculty involving in decision making processes or governance as highly important, and 35.5% important, for increasing quality in Education Faculties; however, 41.8% stated this was not achieved, and 40% stated it was partially achieved in current situation.

In brief, the study of Baltacı (2002) has significant implications as to the applicability of the accreditation criteria and procedures in Education Faculties in Turkey. The major problems could be highlighted as student overpopulation in Education Faculties as opposed to substantial physical and human resources insufficiencies or ineffectiveness. The central problem seems to be the low quantity and quality of the instructors with limited opportunities for professional development or academic research, which in turn have detrimental effects on the quality of pre-service teacher education programs and processes.

Further, Kaptan (2001) explored the perceptions of 447 instructors, including those holding administrative positions, from 41 Education Faculties in Turkey on different aspects and innovations of the 1998 restructuring through a survey research based on a 30 item questionnaire. The results of this study indicated the instructors at Education Faculties had a positive attitude towards the MONE Development Project and the restructuring of teacher education in Turkey in 1998 in general, in terms of raising quality in teacher education processes. Moreover, Kaptan found that the instructors holding administrative positions had a significantly more positive attitude to the changes brought about than other instructors, and there were no significant differences in attitudes across the departments at Education Faculties and the tenure of the instructors that responded to the questionnaire. More specifically, Kaptan

found that the instructors at Education Faculties perceived physical resources and human resources development efforts (fellowships for post-graduate studies) of the restructuring as an indication of increased quality. Moreover, the structural changes and improvements in programs; more specifically, the emphasis on 'practice' in the new programs, the new requirement for master's degree in high school teaching, and the better match between the teacher education programs and the MONE school programs, and better collaboration between the MONE and Education Faculties were perceived as effective changes towards higher quality in teacher education in Turkey. However, the issues on which the instructors had significantly more negative perceptions or attitudes were related to some inadequacies in the content of the programs and the process of the restructuring. More specifically, the instructors perceived the organization of 'practice' and teaching methods experiences was inadequate in that they preceded subject and pedagogy theory in content sequencing, and theory was overridden by 'practice' in content selection. In addition, the instructors perceived that the restructuring was not enough participative and was basically top-down, without effective training and involvement of teacher educators at Education Faculties.

Finally, Altan's (1998) critical analysis of the 'sorry state' of teacher education in Turkey within the context of educational policy making and reform efforts is meaningful in that it concludes "a new 'field of vision' made up of concepts"(p. 416) spreading through the organizations is to be created to create organizational changes in colleges of education. More specifically, Altan believes today's teaching profession in Turkey lacks the attributes or hallmarks that characterize it as a profession in that it still lacks, despite many restructuring attempts, "a body of knowledge [standards] that is recognized by the practitioner and the consumer" (p. 417). In this context, professional standards, as Altan suggests, is essentially a matter of increasing the quality of human resources, including teachers and teacher educators, through governance - legislative support of the Ministry of Education, government and local policy makers – and binding educational planning and policy-making in a context not driven by political interests.

To sum up the literature reviewed in this chapter, the literature on chaos theory and organizational change conclude that inquiries into organizational change

phenomenon should perceive organizations as a complexity in a process of continuous change, which is a substantially different stance than the previously dominant understandings of change adopted in Organizational Development and Organizational Theory literature that mainly dwell on a narrower and evolutionary perspective to organizational change phenomenon. Next, the environment as an agent of change has been a dominant theme in organizational change literature. However, the treatment of the environment within analysis of organizational change varies across different perspectives to organizational change with a sharp difference between the modern and nonmodern or complexity understandings. Chaos and complexity theory adopts a holistic understanding that deems the internal and the external a whole, breaking the up to then prevalent dualistic understanding. In this perspective, change occurs with change of relationships across levels of complexity that integrate the environment as an integral component of the organization.

Within this context, stability and instability are complementary phases of the overall change process, with instability yielding bifurcation, or freedom of choice and self-organization. Therefore, turbulence is the very essence of change because organizations have counteracting forces at interplay. Stability and instability are built into their very existence and the coupling of these counteracting forces can lead to a highly complex organization. Organizations having to confront an uncertain environment develop new ways of relationships or new responses – self-organization – followed by adaptability and stability put into action. Organizational Learning literature also depict organizations do not evolve in a continuous manner but through a process of instabilities and abrupt bifurcations, and therefore it is impossible to make long-term predictions. Strange attractors that are described as "islands of stability" (Thiétart and Forgues, 1995, p. 26) are emergent in turbulence, and thus bifurcation stage.

Further, the literature on higher education policy context also highlight the importance of analyzing public policy changes in interdependencies of internal and external factors due to its being of both a public and political interest. Capano (1996) asserts higher education policy analysis should involve both the task of studying the processes how power, influence and authority are created and distributed, and the solutions to be found to the problems of common interest, as the processes of change

are deeply influenced by the power relations and the policy beliefs of the actors and networks involved. Therefore, recent literature on higher education policy change calls for a new perspective that involves a comprehensive outlook at internal and environmental dynamics as an interdependent complexity, the very essence of which is belief systems.

Next, the literature on systemic teacher education reform processes demonstrates a direct relation between teacher education reform efforts and political power, or authority, shifts, which may be linked to Capano's (1996) above mentioned emphasis on political power and belief systems as essential levels of analysis analyzing public policy context, in content and procedures. More specifically, teacher education reform efforts in both developed and developing countries have stemmed from a need for socio-economic change or have been a demonstration or product of political power change indicating a new perception of social change or progression. Yet, the themes of teacher education reforms in the relevant literature centralize on the issues of 'professionalism', 'standardization', reorganization of teacher education programs for better 'theory-practice cohesion', and 'better school-faculty partnership' for pre-service and in-service teacher development.

Finally, research on the teacher education system in Turkey before 1998, which is scarce in number, mainly deal with physical conditions of Education Faculties, the qualities of Education Faculty students, the poor link between teacher education programs and school programs, and the instructor profile at Faculties. The research studies on the 1998 restructuring were about the implementation difficulties of the 1998 model, the accreditation process for Education Faculties, and perceptions of Education Faculty instructors on the changes created by the 1998 restructuring.

The researcher in this study could not find any systemic teacher education research in Turkey investigating the teacher education reform efforts or patterns of change from a perspective of internal and external dynamics of organizational complexity. The scarce systemic research on the pre-1998 period and the 1998 model were mainly survey analyses on different aspects of the system components, without a retrospective exploration of change dynamics. Therefore, the model of change proposed in this case study, devised on the assumptions and principles of

'chaotic change' process as reviewed in this chapter may help understand the dynamics of the 1998 restructuring in teacher education in Turkey.

2.6   A Model of Change as a Chaotic Transformation

In the light of the literature on chaotic change logic, Figure 1 proposes a model designed by the researcher in this study. This model, 'Change as Chaotic Transformation', forming the conceptual framework of this study represents the dynamics and stages involved in chaotic transformation.

This model designed by the researcher specifically builds on Morgan's (1997) logic of mutual causality – logic of chaos and complexity – that digs into the complex interaction between the organization and its environment, and Smith's (1982) propositions on Morphogenesis and Thiétart and Forgues's (1995) assumptions on structure and anarchy: that transformative change in systems involving order and disorder or stability versus instability in systems are complementary and are generated through an interrelation of internal and external dynamics.

Further, Tushman and Romanelli's (1990) propositions of three phases of change, incremental evolution phase, stability/equilibrium phase and turbulence phase, are integrated into the model. Finally, Simsek's (1992) model of organizational change as paradigm shift that builds on Kuhn's (1970) approach to revolutionary change is employed.

The model in Figure 1 on the next page can be analyzed in four phases: evolution, stability/equilibrium, disequilibrium and turbulence, bifurcation and transformation/self-organization.
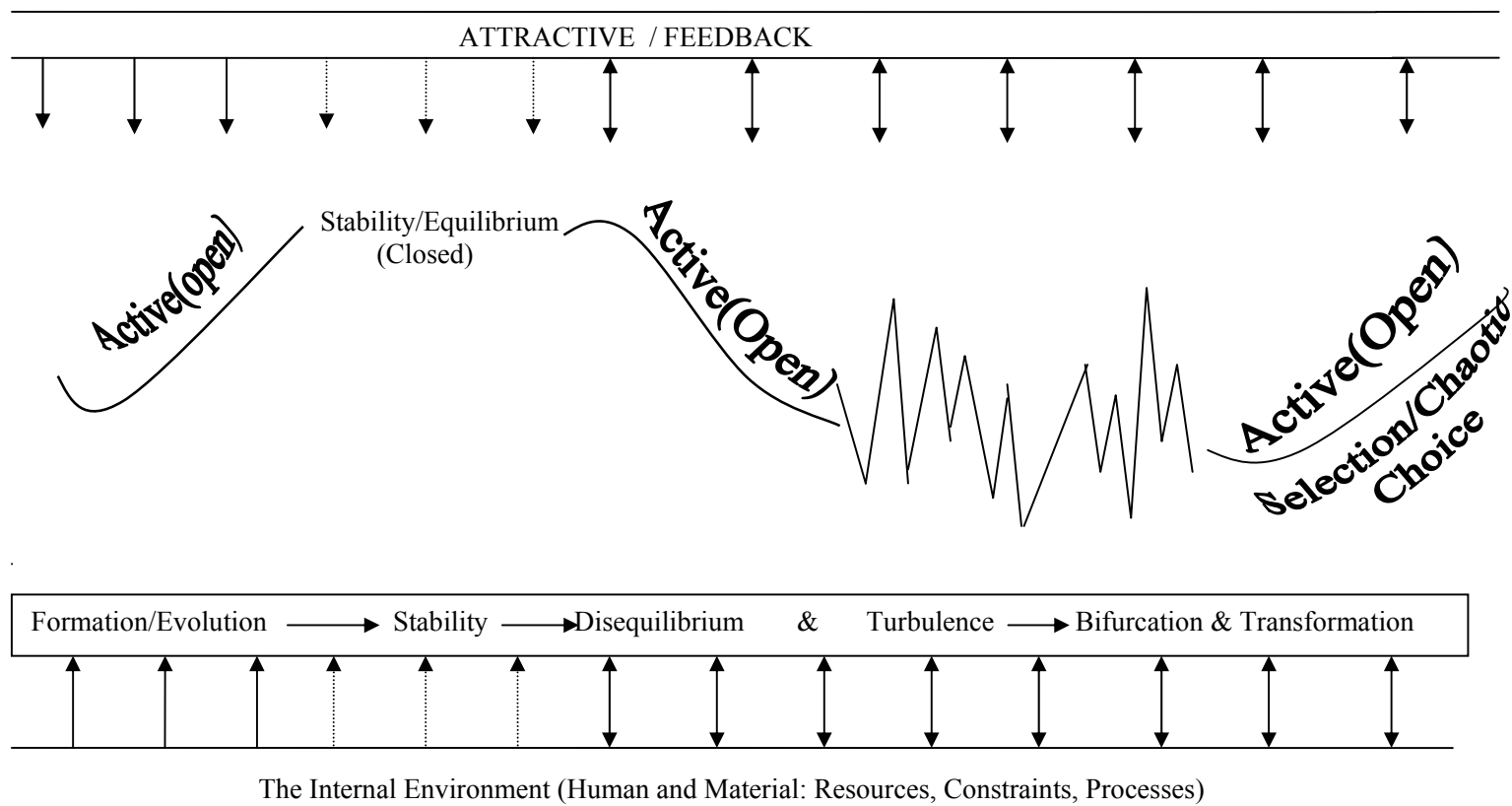
Figure 1
Change as Chaotic Transformation

ATTRACTIVE / FEEDBACK

Stability/Equilibrium
(Closed)

Active(open)

Active(Open)

Active(Open)

Selection/Chaotic
Choice

Formation/Evolution ⟶ Stability ⟶ Disequilibrium & Turbulence ⟶ Bifurcation & Transformation

The Internal Environment (Human and Material: Resources, Constraints, Processes)

1.   Evolution Phase

Simsek (1992) describes this phase as "adaptive mode of organizational activities with a slow pace of change" (p. 57). The organizational activities, at this stage, are guided by a particular dominant paradigm and its relevant implicit knowledge. The activities of the system pursue adjustment to changes in the internal and external environment. Therefore, change is incremental or cumulative/proportional for adaptation purposes. Morgan (1997) emphasizes negative feedback mechanisms characterizing this phase to control system behavior towards its adjustment. In this context, the system is 'open' to its environment and itself to create adaptive behavior.

2.   Stability/Equilibrium Phase

This is the stage where as Prigogine and Stangers (1984) describe components of the system are ignorant of each other. The system gets 'closed' to the external environment delaying solutions to new problems triggered by the changes and demands in the environment. Simsek (1992) proposes this stage as the 'anomalies period' referring to Miller and Friesen (cited in Simsek, 1992) that "anomalies occur when an organization excessively relies on a particular strategic direction" (p. 58). This closedness persists even in the case of continuous negative feedback. Ford and Ford (1994) describing 'trialectics', iterating there are no things in the world other than change or process, define equilibrium or stability as temporary resting points between mutations; they elaborate "change is an ongoing phenomenon of disrupted equilibrium" (p. 766). Enforced stability at this stage cannot withstand the natural influx but may only delay its effect until a more anomalous stage (Cutright, 1999).

3.   Disequilibrium and Turbulence Phase

Resistance to changing dynamics during stability couples with triggering events from inside and outside to create disequilibrium and turbulence in the organization. Levy (1986) describes triggering events as "environmental events that create calamity or opportunity (p. 12) or some internal events like "major unresolved conflicts or some crisis…new manager or management team with new visions and ideas…and political interference" (p. 13).

Kuhn (1970) proposes a feeling of malfunctions turns into a crisis which is prerequisite to revolution. This is a stage where both negative and positive feedbacks are in action highlighting circularity in patterns of interaction – loops of unproportional behavior (Morgan, 1997). The triggering events or "random shocks" (Simsek, 1992) unfold or 'open' the system up to both its environment and itself. This stage of fluctuations, in other terms, is where the internal and the external become 'one', the "calamity and/or opportunity", as cited above from Levy, are in 'one'. This turbulence stimulates self-inquiry. As Simsek (1992) puts it, "as long as the anomalies period turns into a crisis state, the organization's paradigm is brought into question. Organization members begin to look for new ways of thinking…The organization becomes an open system" (p. 61).

4. Bifurcation and Transformation Phase

The turbulence stage characterized by fluctuations and self-inquiry in the system generates bifurcation or search for and selection of an alternative solution that would self-organize the whole system. Prigogine and Stengers (1984) in this sense explain that nonequilibrium – turbulence – is a source of order in that at equilibrium stage components of the system are ignorant of each other, but when we get closer to bifurcation points the fluctuations in the system get extraordinarily high determining the global outcome of the system. Bifurcation, in this context, represents freedom of choice within the context of competing ideas; however, as Simsek (1992) addresses the dominant alternative may also be a matter of existence of formal power, authority and influence.

CHAPTER 3

METHOD

This chapter describes the overall design of the study, research questions, sample selection, development of data collection instruments, data collection procedures, data analysis procedures, and the limitations of the study.

3.1   Overall Design of the Study

The purpose of this study is to investigate the dynamics and the processes of the latest teacher education restructuring that took place in 1998 in Turkey from the perspective of chaos theory. The overall context and nature of this reform with specific focus on the "whys" and the "hows" of this reform, as well as its content will be explored in juxtaposition to the propositions of the chaos theory that aims to explain the qualitative deep "change" processes in complex systems.

This study has a qualitative design that features qualitative research methods. Creswell (1998) defines qualitative research as "an inquiry process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyzes words, reports detailed views of informants, and constructs the study in a natural setting" (p. 15). Qualitative research uses a study design which is a contextualized analysis of one specific phenomenon that is aimed to be understood in-depth regardless of the number of sites, participants or documents involved. Due to its flexibility and adoptability to a wide range of contexts, qualitative study design provides useful methods to be used in educational research. Qualitative designs are most dominantly used (a) in exploratory and discovery-oriented research to develop a concept or a

model, (b) to describe and analyze a situation, event, or process especially when the researched topic is controversial or confidential and when little documentation is available or maintained, (c) to evaluate a program, (d) to identify policy issues (McMillan & Schumacher, 1993).

Qualitative research methods and instruments were used to carry out this study. Document analyses and interviews were carried out to collect data. By such procedures, in-depth and holistic understanding or exploration of the phenomenon before, during and after the change process was expected to be achieved through the data collected by different means and from different sources. Since a thorough understanding of the phenomenon researched requires both an exploration of the external and internal dynamics; namely social, political and material context of the change, and the people involved, the relevant reports prepared by the decision institutions along with the relevant research, and the newspaper articles published during the reform period were analyzed. Furthermore, the perceptions of the people involved either as decision-makers or pre-service teacher educators were elicited and analyzed through interviews.

The participants of this study were a group of people involved in the reform process and/or the teacher education activities in general. More specifically, the relevant decision-makers in the two institutions at hand - the Higher Education Council responsible for the pre-service teacher education decisions and policies in Turkey and the Turkish Ministry of Education, which is the employer of teachers in the country - and some faculty staff in various leading Faculties of Education in Turkey specifically dealing with teacher education research and activities.

3.2 Research Questions

The following research questions guided this study:

(1) How did the 1982 restructuring relate to the 1998 restructuring?

    a.   What were the nature and the reasons for the anomalies that led to the 1982 restructuring?

    b.   What was the connection between the external environment and the system like before the 1982 restructuring?

    c.   What was the nature of the crisis process?

<ol type="a" start="4">
What were the anomalies created by the 1982 restructuring?
What was the nature of the pre-crisis normalcy period before the 1998 restructuring?

(2) What were the reasons for the anomalies that led to the 1998 restructuring?

    a. What was the connection between the external environment and the system like before the 1998 restructuring?

    b. What was the nature of the crisis process?

(3) How did the 1998 process of transformation work?

    a. What were the competing policies?

    b. How did the networks work in decision-making?

(4) At which stage of the curve is the system now?

    a. What are the major achievements of the new teacher education model?

    b. What types of problems is the new model dealing with now?

    c. Has the new model been institutionalized yet?

(5) What are the possible paths the new model may evolve?

3.3   Data Sources

<u>Interview Participants</u>

The interviewees were selected from among key decision- makers at the Higher Education Council (HEC) and the Teacher Education department of the Ministry of Education (MONE) in Turkey, and the academic staff involved in teacher education research and practices in the Faculties of Education in Ankara, Eskişehir, Bolu, Adana and Kırşehir.

The strategy used in the selection of the interview participants in this study was 'purposeful sampling.' In contrast to probabilistic random sampling, purposeful sampling aims at "selecting information-rich cases for study in-depth" (Patton, 1990, cited in McMillan & Schumacher, 1993, p. 378). Therefore, the sample was purposefully chosen in line with the assumptions and knowledge of the researcher as to the information-rich key informants that would provide the richest insights and perceptions of the variation among subunits.

Table 1

The Interview Participants

	-the present Dean at METU - *Ankara*	1
8 Education Faculties	-the present and former Deans, and former assistant Dean at Ankara University - *Ankara*	3
	-the former Dean and 2 present department chairs (Educational Sciences Department and Mathematics Education Department) at Gazi University - *Ankara*	3
	-the present Dean and a present department chair (Educational Sciences Department) at Hacettepe University - *Ankara*	2
	-the present Dean and 2 present and former department chairs (Educational Sciences Department) at Anadolu University - *Eskişehir*	3
	-the former Dean, the former assistant Dean and a present department chair (Educational Sciences Department) at Çukurova University - *Adana*	3
	-the present Dean and 2 department chairs (Educational Sciences Department and Psychological Counseling Department) at İzzet Baysal University – *Bolu*	3
	-the present Dean and a present department chair (Basic Education Classroom Teaching Department) at Gazi University – *Kırşehir*	2
		Total=20
MONE	-the General Director and 2 assistant General Directors at the Directorate of Teacher Education	3
Board of Education	-2 members	2
Other	-one HEC Executive Board member, the World Bank Curriculum Renewal Project coordinator, and a professor at Middle East Public Administration Institute	3
		Total=28

The power and logic of purposeful sampling is that a few cases studied in-depth yield many insights about the topic, whereas the logic of probability sampling depends on selecting a random or statistically representative sample for generalization to a larger population. Probability sampling procedures such as simple random or stratified sampling may be inappropriate when (1) generalizability of the findings is not the purpose; (2) only one or two subunits of a population are relevant to the research problem; (3) the researchers have no access to the whole group from which they wish to sample; or (4) statistical sampling is precluded because of logical or ethical reasons (McMillan & Schumacher, 1993, pp. 378-379). In this study maximum variation purposeful sampling strategy was used. Maximum variation purposeful sampling is frequently used in qualitative design studies with the aim of documenting or identifying diverse variations or multiple perspectives about the cases. In other terms, maximum differences of perceptions across the informants about a phenomenon are aimed to be obtained (Creswell, 1998).

The Faculties of Education chosen for interviews were purposefully chosen as representing big and small cities and senior and comparatively newer Teacher Education Institutions. In other terms, the four major Faculties of Education in Ankara and Çukurova University Faculty of Education in Adana were purposefully put together with the Faculties in Eskişehir, Bolu and Kırşehir. Gazi University Faculty of Education was purposefully allocated for accommodating the studies related to educating teachers for the stages of 8-year Basic Education.

More specifically, the number of participants for interviews in this study was 28, including 3 administrators from the Ministry of National Education, 2 members of the Board of Education, the member of the HEC executive board in charge of the World Bank Project, the Curriculum Renewal coordinator of the World Bank project, a Professor at Middle East Public Administration Institute, and 20 instructors from 8 Education Faculties in Turkey. Table 1 below illustrates the interview participants.

These 20 interview participants from Faculties of Education were holding administrative positions in their Faculties or Departments either during the restructuring process or the time when the interviews were administered. More specifically, the present Dean of the Faculty of Education in Middle East Technical University; The present and past Deans of the Faculty of Education in Ankara University, and past Assistant Dean of the same Faculty; the present Chair of the Educational Sciences Department of the Gazi University Vocational Education Faculty; the present Chair of Mathematics Education Department of the Gazi University Education Faculty and past Dean of the same Faculty; present Dean of Hacettepe University Education Faculty and the present Chair of Educational Sciences Department of the same Faculty constituted the participants from the Faculties of Education in Ankara. The interview participants from Eskişehir Anadolu University were the present Dean of the Faculty of Education and present and past Chairs of the Educational Sciences Department of the same Faculty. The interview participants from Çukurova University in Adana were the past Dean of the Faculty of Education, past Assistant Dean of the same Faculty and the present Chair of the Educational Sciences Department of the same Faculty. Next, the participants from the Bolu İzzet Baysal University Faculty of Education were the present Dean of the Faculty, the present Chairs of the Educational Sciences and Psychological Counseling and Guidance Departments. Finally, the participants from the Gazi University Faculty of Education in Kırsehir were the present Dean of the Faculty and the present Chair of the Basic Education Classroom Teaching Department. 14 of all the interview participants were professors, 4 of them were associate professors, and finally 4 of them were assistant professors.

Documents

Various documents related to the teacher education programs, procedures, policies and research were analyzed. These documents used as the second group of data sources could mainly be categorized into three: (a) some HEC and Ministry of National Education (MONE) reports or meeting minutes, (b) research articles published in some Turkish Academic journals and proceedings of some conferences and panel discussions at various universities related to the restructuring efforts or

about the teacher education programs, policies or practices in Turkey, and finally (c) newspaper articles directly or indirectly related to the phenomenon.

The two HEC reports were (1) "Eğitim Fakülteleri Öğretmen Yetiştirme Programlarının Yeniden Düzenlenmesi", published in March 1998, elaborating on the background reasons or problems that necessitated the 1998 restructuring, and the results of the restructuring, and (2) "Türkiye'de Öğretmen Eğitiminde Standartlar ve Akreditasyon", published in 1999, prepared by the members of the committee that worked on the "Accreditation Processes for Education Faculties" as part of the HEC and The World Bank project for the Development of National Education in Turkey. The MONE documents analyzed were (1) a report published by the MONE in 1995, "Türkiye'de Öğretmen Yetiştirme" that describes the history of the policies and practices related to Teacher Education affairs in Turkey from 1848 to 1995 and (2) the proceedings of three MONE meetings, with representatives of the Education Faculties in Turkey, in 1992, 1993 and 1995 to discuss the issues of coordination and cooperation between the Faculties and MONE. The proceedings of a major international conference on Teacher Education issues held by the MONE on 27th August-2nd September 1995, titled "Uluslararası Dünya Öğretmen Eğitimi Konferansı", the proceedings of a National Symposium on 11th January- 13th January 2001, titled, "2000 Yılında Türk Milli Eğitim Örgütü ve Yönetimi" on the organizational issues related to the MONE, and finally the proceedings of a panel discussion held by the Ankara University on 23rd November 2000 on the issues of Teacher Education were used as data sources. As for the newspaper articles analyzed, the issues of three Turkish newspapers - Hürriyet, Cumhuriyet and Gündem - from 1990 to 1998 were scanned and some significant articles that were relevant to the phenomenon explored were chosen from 1995 to 1998 related to the internal and external issues related to the 1998 restructuring in teacher education model. The external issues, in this context were mainly socio-political events, changes or situations. These three newspapers were chosen purposefully as representing various political attitudes and rate of circulation, Hürriyet being one of the most popular ones in the country.

3.4 Data Collection

A semi-structured interview schedule was developed by the researcher to explore the perceptions of the participants on the activities related to the restructuring. The document analyses took place before and after the interviews to further explore or elaborate on the phenomenon.

In arguing for the 'inner perspective' function of interviews, Patton (1987) indicates interviewing helps the researcher or evaluator to have an access to another person's world and perspective. Similar to Glesne and Peshkin's (1992) arguments on the strength of interviewing in providing for the opportunity to learn about what you cannot see, Patton believes, "we also interview to learn about things we cannot directly observe. We cannot observe everything. We cannot observe feelings, thoughts and intentions" (1987, p. 109).

Patton (1987) outlines four types of interviews: informal conversational, interview guide approach, standardized open-ended interview, and finally, closed quantitative interview, which are on a continuum from the least to the most structured in terms of predetermination of the questions to be asked and their ordering.

Similarly, Fraenkel and Wallen (1993) categorize interviews into four: structured, semi-structured, informal, and retrospective. Patton's interview guide approach and Frankel and Wallen's semi-structured interviews might be considered similar in that the interview questions are partly predetermined in an outline format, yet there is room for flexibility in probing and ordering of the questions.

Document analysis refers to the analysis of the written or visual contents of documents. Textbooks, essays, newspapers, novels, magazine articles, political speeches, meeting minutes, advertisements or pictures are regarded as such documents which are also called unobtrusive measures. Unobtrusive data allows the researcher to make inferences by supplementing the direct approaches, for instance interviewing, to inquiring into a question or facilitating access for immediate follow-up data collection for clarification and omissions; therefore, it is particularly useful for triangulation, relatively easy to obtain as it is already present in archives, and possible for longitudinal analysis (Fraenkel & Wallen, 1993; Marshall & Rossman,

1989). Moreover, Tutty et al. (1996) list several advantages of documents as data sources as follows:

.	They can be a rich source of information on the topics being investigated.
.	They are a stable source of information….because they occurred in the past, can be analyzed and reanalyzed without undergoing change.
.	Reviewing documents helps to ensure that the researcher stays attuned to the historical and organizational context within which findings should be understood.
.	Document reviews can provide opportunities for triangulation of evidence (p. 183).

The timeline for the whole process of this study involved seven major stages which could be illustrated by Table 2 below:

Table 2
The Timeline for the Overall Research Process

	March June 2001	July October 2001	November 2001 April 2002	May August 2002	September December 2002	January February 2003	March November 2003
Review of Literature	■	■	■		■	■	■
Preliminary Document Analysis	■						
Development of the Interview Schedule		■					
Data Collection			■				
Data Transcribing				■			
Data Analysis					■		
Write-up							■

As is shown in Table 2 above, the overall process of this research study from the review of literature to the final write-up took approximately two and a half years in total.

Although the data collection stage is indicated as the fourth stage and as lasting for six months from November 2001 to April 2002, it indeed started with the preliminary document analysis which could also be defined as a context analysis that significantly influenced the overall focus and processes employed in this qualitative research study. The preliminary document analysis which went along with the literature review for the study was a critical stage of the overall process as it shaped the literature review, the design of the interview schedule, the sample selection and further data analysis, as well as the formulation of the research questions. More explicitly, in this preliminary document analysis stage the scope of the phenomenon studied was widened with the exploration of the various factors involved in the problem studied. At this stage of the process, the HEC and World Bank Project documents or reports prepared as part of the 'Development of National Education Project' and the hard copies of the MONE Teacher Education meeting minutes mentioned in the section above were reviewed bearing in mind the questions below:

- What are the major recurrent themes? Why?
- What are the significant dates or periods of time? Why?
- What are the actions?
- Who are involved? How?

This insight necessitated a longer retrospective outlook, at least two decades, at the phenomenon to analyze or better understand the historical background of the 1998 restructuring, as well as creating a fuller understanding of the major issues, themes, efforts, and the network of decision making institutes or authorities and processes that contextualized the 1998 restructuring in teacher education model in Turkey. Therefore, the data collection instrument was designed bearing such an insight in mind along with the ideas and knowledge presented in the literature reviewed, and the information rich participants for the interviews were purposefully selected to obtain relevant solid data from individuals directly or indirectly involved

in decision making and/or decision implementation processes related to the 1998 restructuring that was explored.

During the actual data collection stage, which is indicated as the fourth stage in Table 2, interviews with the 28 interview participants were administered and the further document analysis that included the analysis of selected newspaper articles, relevant proceedings of conferences, panel discussions and symposiums, some journal articles about the restructuring, and reanalysis of the documents that were scanned in the first stage was carried out.

The interview schedule was designed while the literature review was in process and after the initial review of the key documents mentioned above. It took approximately four months for the researcher to come up with the final version of the schedule. Therefore, literature use, contextual analysis and expert view were the bases while drawing up the framework of the schedule. The interview schedule was designed in English originally and translated into Turkish, and it was checked for clarity and context-specificity by help from two experts on qualitative research. The experts' feedback on the schedule was basically on the theoretical framework, the match between the research questions and the depth and scope of the interview questions, language and/or wording, and finally the ordering and length.

The first two interviews served as piloting. The changes that took place after these two interviews were related to both content and format. As the questions covered a 20 year time span, from the late 1970's to the 1998 restructuring, with specific focus on critical dates and events directly and/or indirectly related to teacher education processes in Turkey, to contextualize the phenomenon, after these initial interviews the researcher identified a need for bringing in some short descriptions of three major periods with factual historical information to help the interviewees better remember the contexts and elaborate on their perceptions. More specifically, the 1982 Higher Education Reform in relation to the changes in teacher education policies were briefly described before the relevant questions were asked; and similarly, the socio-political context of the mid-1990's were briefly described with specific dates and event before moving on the relevant questions. Moreover, as for the changes related to the 'format' of the schedule, the ordering of the questions, which may also be called a content change, were changed after these two initial

interviews. At the beginning, the time reference or ordering was from past to present, which created difficulties for the interviewees as starting off with the most distant or vague in terms of personal experience or memory was comparatively less motivating or less easy. Therefore, the sequencing was changed into present to past time reference. This modification created another positive critical effect in terms of the findings of this study in that all the interviewees naturally elaborated on the 1982 effects as creating the major background reasons for problems that preceded the 1998 restructuring, without being encouraged or guided to do so by any questions. In other terms, the interviewees themselves started off relating the 1982 event to the 1998 event, which was a highly critical finding answering the first research question.

There were 10 major questions along with their sub-questions in the interview schedule (see Appendix A for the final version of the interview schedule in Turkish and Appendix B for English). The questions were subsumed under three major periods involved: the internal dynamics (directly related to the program and administration aspects of teacher education processes) before, during and after the 1998 restructuring; the external dynamics or context (socio-political situation in Turkey) that preceded the 1998 restructuring efforts; and finally the internal and external dynamics of the 1982 restructuring in both Higher Education and teacher education systems in the country. More specifically, the questions referring to the first period were aimed to elicit perceptions on the reasons, processes and effects of the 1998 restructuring efforts specifically probing the curricular and administrative problems that created a need for change, how the change decisions were created and implemented, and finally the present and expected future effects of the restructuring. Next, the questions in the second section were aimed to elicit elaborations on the socio-political dynamics of the pre-restructuring period in relation to the perceived need for change in the mid-1990's. Finally, the third group of questions targeted again both the internal and external reasons and dynamics of the 1982 restructuring, the decision making and implementation processes and its immediate and long-term effects. Before each of these three sections, a brief description of the relevant period or event was presented by the researcher.

The interviews, which lasted approximately 75 minutes in most cases but one and a half hours in fewer cases, were held in the order of interviewing the selected

MONE participants first and then the other participants in Ankara, followed by the participants in Adana, Eskişehir, Kırşehir and Bolu respectively. The reason why interview data collection lasted six months, from November 2001 to April 2002, was the difficulties created by the need to appropriately fix the appointments made with the distant participants and the researcher's travel schedule which was also bound by her work schedule. Moreover, although the majority of the participants responded enthusiastically to the researcher's request for an interview, some difficulties were come across by the researcher in fixing appointments with the interviewees. In some cases, the interviewee had to be recalled a couple of times to fix an interview date, or in other cases the interviewee did not show up for the interview or the continuing interview process had to be cut and rescheduled, even abandoned altogether in one case. The reasons for these difficulties were assumed as the packed work schedules of the participants, who were heavily loaded by administrative duties and highly unpredictable timetables.

The strategies the researcher came up with dealing with such inconveniences or difficulties were quite context specific and effective in that only one interview was abandoned altogether, as mentioned earlier. After the first and only case, which was the second interview, when the researcher realized that the selected participant was reluctant to suggest an interview appointment, postponing it for a month, although the researcher had called and checked it twice, the researcher decided to build more confidence by informally visiting the interviewee one-on-one before the interview. It worked properly and an appointment was made successfully for a further interview which in deeded lasted longer than the researcher expected, as the participant had quite a lot to say. With another interviewee, as she happened to have an unexpected meeting at the exact time of the appointment and she would be traveling overseas for the upcoming several months, the researcher had to communicate through e-mail and received full responses to the interview questions on-line. With another interviewee, the researcher had to be present at the appointed time and place for the interview for three times before ending up holding the interview successfully at a weekend, due to again unscheduled meetings of the interviewee during the week, despite his enthusiasm for talking to the researcher. This interviewee provided some useful documents for the researcher as he was fully interested in the topic. On the other

hand, as mentioned earlier only one selected informant did not respond to the researcher's efforts, did not show up for the interview for three times which were hardly fixed and did not suggest or accept a fourth time, therefore had to be abandoned. Therefore, the strategies discovered by the researcher for getting or fixing appointments for interviews were basically, confidence, persistence and alternative communication methods.

The standard procedure used for all the participants during the interview was that before the interview the researcher informed the interviewee about the purpose of the interview, where and how to use the interview data, recording of the interview, confidentiality, and finally the expected duration of the interview.

3.5   Data Analysis

Since qualitative research studies are featured by naturalistic and contextualized inquiry, data collection and data analysis processes naturally overlap in that in the course of data collection, insights about analysis and interpretation will occur. And these insights would naturally help probe further inquiries and explorations.

Therefore, as Patton (1987) maintains there are two major sources to draw from in dealing with data analysis in such research studies: "(1) the evaluation questions that were generated during the conceptual and design phase of the project and (2) analytic insights and interpretations that emerged during data collection" (p. 144).

As Guba suggests (cited in Patton, 1987) the success of qualitative data analysis is substantially dependent on the researcher's creativity, insights, intuition and carefulness since qualitative data analysis is not a mechanical procedure. Basic patterns in the data collected are uncovered by the researcher through a process of identification and networking of basic categories, concepts and themes by sorting out relevance, significance and meaningfulness of the within and across data.

In this case study, the qualitative data collected through document analyses and interviews were subjected to a content analysis to explore the patterns of perceptions and processes.

First, the transcribed data were organized and simplified. Then they were labeled by using descriptive codes to simplify its complexity into manageable units. The patterns, which then grew into broader categories, were drawn up. The major topics and themes in the documents and the interviews analyzed were merged to come up with a more comprehensive organization of the knowledge elicited.

The researcher transcribed each of the 28 interviews from the tapes word by word using a word processing program and ended up having a total raw data of 600 pages that included stresses or emphasis put by the interviewees and their nervous moments, pauses, excitements, hesitations and facial expressions. After formatting the initial 600 pages long transcripts by leaving a right margin of approximately five centimeters for taking notes and coding, the data ready for analysis was 900 pages long, the hard copy of each interview having separate page numbers and a specific interview number.

The most critical stage of the analysis was seeing the big rough picture of the overall data before starting to break it down into labels, codes, themes or categories. The researcher's own experience with the data analysis revealed a pattern of analysis process that included three major movements tackling with the 600 pages long data on a topic which intrinsically was bearing complexities related to intertwined causes and effects spanning over a comparatively long time period. The three major movements that the researcher took dealing with the formatted data were: (a) an overall understanding of the big picture, the network of events, factors, concepts, etc., revealed by the data reviewed before coding, (b) 'zooming in' for identifying, elaborating and clarifying, and finally (c) 'zooming out' again to cross check the detail with the whole or to relate the parts with each other to reorganize or refine the big/full picture.

As the nature of the phenomenon studied required analysis of a complex process with intertwined factors continuously interacting with each other, the data analysis process was highly demanding and painstaking for the researcher. The data analysis process in this case study could be defined in Strauss and Corbin's (1998) terms 'coding for process.' Strauss and Corbin iterate "what is somewhat different [in this type of coding as opposed to 'axial coding' or 'selective coding'] is the analytic focus. Rather than analyzing data for properties and dimensions, we are

looking at action/interaction and tracing it over time to note how and if it changes or what enables it to remain the same with changes in structural conditions" (p. 163) and add 'coding for process' does not ignore coding for properties and dimensions; indeed it simultaneously involves such processes, as well, but it deliberately focuses on action or interaction in a sequence, and more specifically, how these evolve in response to contextual changes over time. Strauss and Corbin, in this context, exemplify the typical questions a researcher may ask dealing with such data:

> …what is going on here? What problems, issues, happenings are being handled through action/interaction, and what forms does it take? What conditions combine to create the context in which the action/interaction is located? Why is the action/interaction staying the same? Why and how is it changing? Are actions/interactions aligned or misaligned? What conditions or activities connect one sequence of events to another? What happens to the form, flow, continuity, and rhythm of action/interaction when conditions change, that is, it becomes misaligned or is interrupted or disrupted because of contingency… (p. 168).

The researcher analyzed the first interview transcript, not in order but one specifically chosen as it was one of the longest and the most information rich interviews, with a colleague of her who had carried out a substantial qualitative research study previously to eliminate the risk of bias by bringing in an outsider's perspective. The researcher and her colleague first reviewed and analyzed the same transcript separately and then compared notes for a better understanding of the link between different parts of the data.

The codes and labels were generated from each set of data by the help of a framework in mind created by different sources, as listed by Dey (1993, p. 100):

1- prior review on the relevant literature;
2- the focus of the research and the research questions;
3- inferences from the actual data;
4- substantive, policy and theoretical issues;
5- researcher's imagination, and previous knowledge and experiences

The meaningful pattern or hierarchical relationship between the levels of information was discovered during the analysis to come up with broader categories that covered some sub-categories. With each new interview data the categories and sub-categories got more comprehensive revealing a modified and refined relationship

between the levels of information. Box 1 below presents an example page of data with notes to illustrate this labeling stage:

Sizce 98 deki reform neden gerekliydi? Önceki sistemin aksakliklarini yada yetersizliklerini degerlendirirmisiniz?

Öncelikle 98 öncesi ögretmen yetistirme sisteminde Milli Egitimdeki okul yapilanmasi ile ögretmen yetistirmedeki okul yapilanmasi birbirine paralel degildi. Özellikle suanda ilkögretimin ikinci kadamesi ama 98 öncesinde ortaokul dedsgimiz kadamenin ögretmen gereksinmelerinin karsilanmasi konusunda oldukça sikinti vardi çünkü egitim fakülteleri MEBna bagli egitim enstitülerinden 82de dönüstügünde daha çok egitim yüksekokulu daha sonra sinif ögretmenligi oldu. Ilkögretim birinci kadameye ögretmen yetistiriyordu. Fen-Edeb fakülteleri bu baglamda yada egitim fakültelerinin bazi bölümleri lise kismina daha çok yönelikti ama bu kisimda bir sikinti vardi. Dolayisiyla 98 programi milli egitimdeki yapilanmayi dikkate alarak egitim fakültelerinde yeniden yapilanma olusturdu ve bu bosluk da doldurulmus oldu böylece. Ikincisi neler, programin içerigi açisindan belki de birseyler söylemek gerekir. Genellikle eski egitim enstitülerinin de devami olarak özel ögretim yöntemleri alaninda biliyorsunuz üniversitelerimizde bilimsel çalismalar çok fazla baslamamisti ve programin da bu boyutu genellikle çok aksak kaliyordu. Nasil aksak kaliyordu? Genellikle özel ögretim yöntemi alaninda yetismedigi için ögretim elemani diyelim ki sinif ögretmenliginde sosyal bilgiler egitimi dersi veriyordu. Ya tarih cografyadan birisi yani sosyal bilimlerden yada egitim bilimlerinden birisi girmek zorunda kaliyordu. Ve herikisi de bu bütünlestirmeyi

Handwritten notes:
1.2.5 mismatch between the structure of TE programs and the structure of [the] school prg.
1.2.5.1 The need for teachers of the Second Stage of Basic Education was not met
quote
3.4.1.3 Restructuring the programs to meet the needs
1.2.3 Lack of "Special instructional methods" in the programs
1.2.4 Lack of "Faculty staff trained in Special instructional methods"

Box 1
An Example of Labeling Stage

Therefore, as the findings got deeper, after a couple of interview data were analyzed, the researcher had to index the data numerically indicating the relationship between the levels of information drawn up in data. In other words, the two jobs - noting down the codes and categories on the margin of a page of transcribed interview and simultaneously transferring these findings with their relevant indexes on another page of paper - were done at this stage. Under each sub-category the relevant interview number (Sn - 'S' referring to 'Subject'), the page number (pn) and

the quotations that went together were written in order to facilitate the write-up stage. Table 3 below presents an example piece of indexed data for this stage:

Table 3
An Example of Indexed Data

<div style="border:1px solid black; padding:10px;">

2. PRESENT SITUATION OF THE NEW TEACHER EDUCATION MODEL

    2.1. Program dimension

        2.1.1. Better opportunities for professional skills development

            S.2.p.4, S.3.p.4, S.5.p.2, S.6.p.6, S.7.p.8, S.8.p.3,4, S.10.p.11, S.12.p.7, S.13.p.16quote, S.15.p.11, S.17.p.6, S.

            18.p.5, S.20.p.12, S.21. p.4quote, S.23.p.15, S.24.p.18, s.26

            p.7, S.27.p.19

        2.1.1. More and structured emphasis on teaching practice

            S.2.p.4, S.5.p.2, S.6.p.2, S.7.p.8, S.8.p.3, S9.p.5, S.22.p.15&16quote, S.27.p.13

            2.1.1.1.   Better collaboration between schools and faculties

                S.1.p.2., S.2.p.4., S.5.p.2, S.6.p.2, S.7.p.8, S.8.p.3, 12quote, S.11.p.4quote, S.18.p.3, S.22.p.20, S.23.p.16, S.25.p.19

                  2.1.1.1.1. Earlier school experience leads into better professional orientation

                    S.1.p.3quote, S.7.p.8, S.10.p.14, S.21.p.5

            2.1.1.2.   Standardization of teaching practice activities/requirements

                S.7.p.8quote, S.8.p.3quote, S.9.p.5quote, S.14.p.2quote, S.24.p.8quote, 13quote

</div>

After a stage - towards one third of the interviews - the same codes or categories started to be recurrent in new interviews. Therefore, instead of writing them down again and again on the margins of transcribed data pages, the researcher decided to put the relevant index numbers for recurrent codes while taking notes. Box 2 on the next page presents an example of the stage where labeling was done by numbers.

olusturuyor olumsuz yönde. YÖKün dayatmasidir bu program diye. Iyi özellikler tasisa bile insanlar karsi cephe aliyorlar. Birazcik esnetilebilirdi belki de. Örnegin derslerin yerinin degistirilmesi konusunda olabilir. Farkli derslerin konmasi seklinde olabilir. Birçok arkadas bölümlerden beni ariyordu. Ben önceden dekan yardimcisi oldugum için. Diyor ki bu dersin bu dersten önce verilmesi bizce çok sakincali ön kosul niteliginde. Ama YÖKün programini degistiremedikleri için oldugu gibi uygulamak zorunda kaliyorlar. O yüzden hem içerik açisindan hem de derslerin degisik dönemlere kaydirilabilmasi açisindan bir esneklik olmasi sanirim yararli olur. Aslinda baslangiçta ben de projede çalistigim için söz verilmisti bize.: ögretmen yetistirme milli komitesi kurulacak bu komite bünyesinde degisik komisyonlar olusturulacak. Bu komisyonlar bu programlari sürekli gelistirmek için çalismalar yapacak ve bu çalismalar sonucunda programlar sürekli gelistirilecek. Bu bizi sevindirmisti açikçasi çünkü programlarin sürekli gelistirilmesi gerekiyor. Kosullar degisiyor, uygulamada sorunlar çikiyor mutlaka bir program gelistirme etkinligi gerekiyor. Ama 4 yil geçti arada. Ögretmen yetistirme Milli Komitesinin henüz etkinlikle çalismaya basladigi kanisinda degilim. Bu komisyonlar konusunda çok fazla birsey yapildigini da sanmiyorum çünkü hiçkimse gelmedi program gelistirme için enazindan. Bence YÖKde bu isle ugrasan, bu isi bilen sadece Barbaros bey açikçasi. Ve onun etkisiyle zaten bu fikirler olustu. Diyer YÖK yürütme kurulu üyelerinin ögretmen yetistirme konusunda, egitim bilimleri alaninda çok fazla bilgisi yok gibi geliyor ve bir kisinin çabasiyla oluyor. Ve o yüzden

→ 2.2.2
→ 2.2.2.1
→ 2.2.2.1 (quote)
→ 2.2.2.1.1.1
→ 2.2.2.1.1
→ 2.2.2.2 (quote)

Box 2
An example of Coding by Numbers

As mentioned above, until the end of almost one third of the interview analysis (9th interview) was over, the categories and sub-categories had to change continuously with additional insights and perceptions found out. During this most painstaking stage, new categories were drawn up showing different relations among the phenomenon studied; the organization of sub-categories under the main ones

changed, or previously discovered categories were broken down into new ones with additional emphases and dimensions. However, after one third of the interview analysis completed, the big picture of the phenomenon was portrayed with recurrent major categories and sub-categories. Table 4 below presents the main categories drawn up after the analysis of the data collected from the first 9 interviewees.

The categories and their major sub-categories presented in the table below remained almost the same for the rest of the informants, with only a few additions to the sub-categories. The whole list of all the categories, major sub-categories and their sub-categories that emerged after the analysis of all the interviews was 73 pages long in hard copy with 421 items.

Table 4
The Categories Emerged After the 9th Interview

1. THE ANOMALIES OF THE SYSTEM BEFORE THE 1998 REFORM	3.1.4. the 'teaching profession' has been better defined/more professionalized/increased prestige
1.1. initial conditions created by the 82 reform	3.2. administrative dimension
1.1.1. resistance to HEC interference with programs	3.2.1. better flow of info and coordination
1.1.2. 82 restructuring was only organizational	3.2.2. better use of resources
1.1.3. Education Faculties were somewhat isolated in the university context/identity problem	3.2.3. development of human resources in line with the new demands
1.1.4. erosion in the prestige and social respectability of the profession	3.3. institutionalization
1.2. problems related with the programs	3.3.1. not yet institutionalized
1.2.1. programs created according to instructors' background	3.4. present anomalies
1.2.2. no standards in teaching practice	3.4.1. program dimension
1.2.3. lack of 'special instruction methods'	3.4.2. administrative dimension
1.2.4. lack of Faculty training on 'special instruction methods'	4. EXPECTATIONS AS TO THE FUTURE PERFORMANCE OF THE SYSTEM
1.2.5. mismatch between the programs and the MONE school programs	4.1. capacity to overcome the problems
1.2.6. quantity emphasized over quality	4.1.1. high capacity in the long-run in program matters
1.2.7. teacher education for K-8 ignored	4.1.2. high capacity in the long-run in institutionalization
1.2.8. the undergrad programs on Educational Sciences were irrelevant	4.1.3. political environment is still a threat to evolution and continuity
1.3. administrative problems	4.2. suggestions for institutionalization
1.3.1.ineffective planning for demand and supply	4.2.1. better ownership for breaking resistance
1.3.2. lack of HEC control over the programs	4.2.2. human resources development/standardization and tuning of Faculty staff training
1.3.3. why a delayed restructuring	4.2.3. more effective functioning of the 'Teacher Education National Committee'
1.4. on the threshold	4.2.4. bringing schools closer to Faculties
1.4.1. the feeling of being 'lost'	5. 82 restructuring
1.4.2. no negative feedback or initiative to fight the anomalies	5.1. anomalies that triggered the restructuring
1.5. chaotic disorder	5.1.1. Erosion in the programs from early 1970s

	to1982
1.5.1. awareness of a need for change in mid 90s	5.1.2. teacher education under complete influence of the socio-political unrest
2. TRANSFORMATION PROCESS	5.1.3. the teacher education model before 1970s
2.1. bifurcation/change in the interaction between the variables	**5.2. 1982 transformation**
2.1.1. change in internal dynamics	5.2.1. environmental dynamics
2.1.2. change in external dynamics	5.2.2. internal dynamics
2.2. self-organization to adapt to the changing working conditions	5.2.3. bifurcation
2.2.1. perceptions on the decision making process	**5.3. the achievements of the 1982 restructuring**
2.2.2.follow-up	5.3.1. academic orientation to teacher education
2.2.3. feelings during transformation	5.3.2. the establishment of the HEC
3. PRESENT SITUATION OF THE NEW TEACHER EDUCATION SYSTEM	**6. OTHER COMMENTS ON EDUCATION REFORMS OR POLICIES IN TURKEY**
3.1. program dimension	**6.1. no continuity/evolution in policies**
3.1.1. better opportunities for professional skills dimension	**6.2.no participative/democratic decision-making**
3.1.2. more meaningful program content	**6.3. reforms are mainly concerned with the 'methods' imported from the socio- political models the we are trying to catch**
3.1.3. standardization of practices across the Faculties for increased quality	**up with/the substance or the human model to be developed is ignored**

In the next stage after the data analysis, the first five of the six major categories, along with the sub-categories, listed above were placed under the relevant research questions and the sixth category 'Other Comments on Education Reforms and Policies in Turkey' was treated separately as additional data. Finally, the whole data organized in 73 pages and 421 items were compiled into a booklet to be used during the write-up stage for quick reference to the various stages of the analysis.

A final overview of the whole data organized and compiled was carried out before the actual write-up stage for a preliminary understanding of the ways the whole data was to be dealt with explaining, describing and interpreting the working relationship between and across the dynamics of the phenomenon investigated. At this stage the integration between the data from the two major sources – documents and interviews – was cross checked, along with the vertical and horizontal relationship across the overall data analyzed. More specifically, the nature of the phenomenon studied required an outlook investigating both the in-dept relations within the individual categories and their horizontal relations across the categories emerged.

<u>Validity and Reliability Issues</u>

Smith (1983) in his analysis of 'quantitative versus qualitative' inquiry deals with the differences between the two approaches in terms their perceptions of objectivity and validity of data. More specifically, he argues the definitional problem related to 'what is objective' in social sciences gets even bigger with the claims of both approaches to being 'objective' in their own distinctive conceptualizations of 'truth' and 'knowledge'. Smith explains:

> From the perspective of a quantitative approach to research, 'objective' has its reference point in what is outside us or in the world of facts that stands independent of the knower. An investigation of this world is considered objective if the process and results are unbiased; that is, undistorted by the particular dispositions of and the particular situation surrounding the investigator…Being objective, then, can be defined as seeing the world free from one's own personal place or particular situation in it. An important corollary to this position is that what is discovered about the world via this method is considered public knowledge. This means that the same results will be found by any and all who adhere to the method and are thereby able to free themselves from the influence of their personal dispositions, values, situation, and so on…If the realist-quantitative version of objectivity focuses on the known, the idealist-interpretive version is concerned with the realm of the knower…Investigating the social and educational world is a process that is socially and historically bounded; that is, our values and interests will shape how we study and discuss reality. From the interpretive perspective, objectivity is therefore nothing more than social agreement: What is objectively so is what we agree is objectively so. This agreement is based on justification or persuasion, which is of course a question of values and interests; agreement is not a product of an external reality. If researchers see the world in the same way, it is not because the results of research compel agreement, but rather because they happen to have similar interests, values, dispositions, and so on. Agreement rests not on the duplication of results but on a commonality of perspective, which in turn produces similar results (p. 10).

Despite this major difference between the two methods of inquiry in social sciences in how each perceives or achieves objectivity in their research, the trustworthiness of findings and inferences is a common theme in both quantitative and qualitative research studies.

Cresswell (1998) in his comprehensive analysis of substantial efforts put in by social scientists dealing with validity and reliability issues in qualitative research dwells on the term 'verification' in qualitative inquiry as a counterpart to reliability

and validity issues in positivist paradigm. He conceptualizes verification as a process issue involving data collection, analysis and writing-up stages of a qualitative study. Cresswell, in his analysis of different perspectives and terms used by different authors about verification in major qualitative post-modern studies comes up with a long list of different terms and perspectives adopted. He discovers eight major verification procedures dominant in the relevant literature:

- *Prolonged engagement* and *persistent observation* in the field include building trust with participants, learning the culture, and checking for misinformation…In the field, the researcher makes decisions about what is salient to the study, relevant to the purpose of the study, and of interest for focus…
- In *triangulation*, researchers make use of multiple and different sources, methods, investigations, and theories to provide corroborating evidence…
- *Peer review or debriefing* provides an external check of the research process…
- In *negative case analysis*, the researcher refines working hypotheses as the inquiry advances…The researcher revises initial hypotheses until all cases fit, completing this process late in data analysis and eliminating all outliers and exceptions.
- *Clarifying research bias* from the outset of the study is important so that the reader understands the researcher's position and any biases or assumptions that impact the inquiry…
- In *member checks*, the researcher solicits informants' view of the credibility of the findings and interpretations…
- Rich, thick description allows the reader to make decisions regarding transferability…the writer describes in detail the participants or setting under study. With such detailed description, the researcher enables readers to transfer information to other settings and to determine whether the findings can be transferred 'because of shared characteristics'…
- External audits…allow an external consultant, the auditor, to examine both the process and the product of the account, assessing their accuracy…(pp. 201-203).

Cresswell (1998), upon his detailed analysis and explanation of these eight procedures recommend that qualitative researchers involve at least two of them in any study, *triangulation* and *writing detailed and thick descriptions* being prioritized as they are easier to conduct.

Triangulation has been an important issue especially in naturalistic or qualitative evaluation literature as there is a meaningful demand for discovering and

offering sound propositions intact from any probable bias in this new method of inquiry traditional scientific techniques are not being used in it. Triangulation, which is defined as a strategy for enhancing validity of research findings, is explained as using "multiple methods, data sources, and researchers" by Mathison (1988, p. 13). However, as Mathison highlights researchers should not misunderstand triangulation as a means for discovering a single common proposition from multiple sources or methods used. Mathison, in deed suggests there are three major resultants of a triangulation strategy:

> The first is that which is commonly assumed to be the goal of triangulation and that is *convergence*…data from different sources, methods, investigators, and so on will provide evidence that will result in a single proposition about some social phenomenon. A second and probably more frequent occurring outcome from a triangulation strategy is *inconsistency* among the data…the evidence presents alternative propositions containing inconsistencies and ambiguities…A third outcome are *contradiction*… When we have employed several methods we are sometimes left with a data bank that results in opposing views of the social phenomenon being studied…We do, in fact, utilize not only convergent findings but also inconsistent and contradictory findings in our effort to understand the social phenomena that we study (p. 15).

Therefore, validity and reliability issues in qualitative inquiry, due to its nature and position, are very much dependent on as Smith (1983) suggests 'persuasion and justification' to reach common 'agreements or perceptions' representing a whole phenomenon. This holistic understanding, as Mathison (1988) explains, is driven from similarities, differences, and sometimes contradictions within findings resulting from a variety of data sources and methods used. Thus, 'verification' which is more of a 'process' issue than a product one, as Creswell (1998) analyzes, is a major determinant of 'trustworthiness' of findings and propositions in qualitative research as 'how' the data is collected and analyzed is major concern in this method of inquiry.

Bearing in mind these insights and propositions on validity and reliability issues in qualitative research, the following measures were taken by the researcher to enhance the trustworthiness of this study:

1.   The researcher used triangulation in this study by using different subjects and data collection methods to collect a variety of perceptions on the phenomenon

explored. More specifically, interviews were held with a variety of groups of people involved in the phenomenon as either decision-makers or implementers: informants from the MONE, the Education Faculties, and the HEC, as well as two other informants directly involved in the MONE development project as decision makers, one from the 'Middle East Public Administration Institute' involved in public affairs and policy making in Turkey, the other informant who was a consultant of the World Bank in charge of the curricular changes related to the MONE development project. The second measure taken in this study related to triangulation was that different methods were used in collecting data. More specifically, both interviews and document analysis were carried out to enrich the data to discover probable commonalities, inconsistencies or contradictions, as suggested by Mathison (1988).

2. Next, depth interviewing with open-ended questions was used as a data collection method. A semi-structured interview guide was designed, piloted and improved with the help of expert opinion in the field to check the meaning and wording. Necessary improvements were made to the interview guide after the first two interviews were held to overcome the problems in the instrument related to language, sequencing, and contextualization of questions. Patton (1987) asserts, "Depth interviewing probes beneath the surface, soliciting detail and providing a holistic understanding of the interviewee's point of view" (p. 108). In this context, asking truly open-ended question is important without making impositions as to predetermined responses. Therefore, the researcher in this study mainly included questions related to experiences, opinions/beliefs, and feelings, as well as knowledge questions, though to a lesser degree, with more emphasis on 'how' and 'why' question format than that of 'what' to elicit truthful, personal and rich perceptions on the phenomenon. Moreover, probes were used to let the informants elaborate on their responses to increase the richness of data.

3. The interview questions were prepared in English first and then translated into Turkish with expert opinion and help to ensure a valid translation. The interviews were held in Turkish, except for the only one held in English with the World Bank expert whose native language is English, in order not to lose any information that may result from language incompetence problem.

4. All the interviews were recorded with the consent of the interviewees, which enabled the researcher not to lose any information including both verbal content and informants' emotions expressed through stress, intonation, voice changes while giving responses.

5. The researcher transcribed all the interviews herself, which enabled her to re-listen to the interviews where necessary to fully transcribe the recordings with all the information explained in the previous item. The researcher designed and used a standard format to indicate the interviewees' emotions. More specifically, stress/emphasis (expressed in changes in voice and intonation) was indicated by capital letters and exclamation marks; hesitations or pauses were indicated by periods; and gestures were written into parentheses.

6. The researcher tried to give as thick and detailed description of the data collection and analysis stages and procedures as possible to achieve proper 'validation' or trustworthiness of this study for possible future replications of it.

7. The researcher included thick description of the findings for their possible future transferability across other research contexts.

3.6   Limitations of the Study

The interviewees in this study were limited to the present and former (during the 1998 restructuring) administrators - Deans, Assistant Deans, and Department Heads- selected from the Faculties of Education at the Universities in Ankara, Eskişehir, Bolu, and Kırşehir, and some of the decision makers at the Higher Education Council (YÖK) and the Ministry of National Education (MEB) involved in pre-service and in-service teacher education policy making and implementation and recruitment of teachers nationwide. Therefore, the results of the study are limited with the perceptions and experiences of the sample group interviewed and cannot be generalized into its own population. The participation of some of the informants in the restructuring through curriculum renewal committee work may have affected their views on the 1998 restructuring.

Another limitation of this study is its methodological stance. Qualitative procedures were used to collect data, which featured a naturalistic inquiry into

subjective insights, feelings and experiences of a limited number of informants in a specific context.

Furthermore, the data collected through the interviews might not be completely or truly representative of the informants' perceptions or ideas or the informants' perceptions or ideas might be biased to an extent due to the roles they hold in the relevant institutions and the power-related environments of the decision-forming and -making contexts, as presented in the next chapter in the discussions about social and political networks in organizations. Yet, this limitation was minimized through the document analyses processes, the results of which was expected to further elaborate on, clarify and strengthen the data collected through the interviews.

Despite these limitations, it should be noted that a study of this nature would hopefully contribute to the generation of new ideas and perspectives about the pre-service teacher education decisions and processes in Turkey bearing a different conceptual framework to analyze and understand the change processes involved.

CHAPTER 4

RESULTS

The purpose of this study is to explore the dynamics and processes involved in the restructuring of the teacher education in Turkey in 1998 from the perspective of 'change' proposed by the chaos theory. Mainly interview and document analysis techniques were used to collect data. The data from these two sources were subjected to qualitative content analysis and were incorporated to draw up themes and categories juxtaposing with the research questions that guided this research study. This chapter presents the findings of the study under the following subheadings: how the 1982 reform related to the 1998 restructuring with respect to the nature and reasons for the anomalies towards the 1982 restructuring, the reasons for the anomalies that led to the 1998 restructuring, the process of decision-making and transformation, the present stage of the new teacher education model, the possible paths the new model may evolve, and finally, other comments on educational policy-making and socio-politics of reforms in Turkey.

4.1   1982 Restructuring in Relation to the 1998 Restructuring

The results of the interviews and document analyses indicate that the background to the 1998 restructuring involves an analysis of Teacher Education (TE) policies and processes in Turkey in the last 30 years along with their interplay within a dynamic environment of social, political, economic and academic agenda. In other terms, the data obtained in this qualitative study reveal a pattern of 30-year background or initial conditions that create cumulative anomalies and discontinuities within the teacher education system in Turkey to bring about a turbulence and

110

transformation that followed it in 1998. In brief, the patterns in this 30-year background to the 1998 attempts could be analyzed in terms of two major critical phases - 1982 reorganization along with its background and a 16 year period from 1982 to 1998 which will later be analyzed through their sub-dimensions.

4.1.1   Nature and Reasons for the Anomalies towards the 1982 Restructuring

The Higher Education Law 2547 enacted in 1981 reorganized or integrated the higher teacher education schools, institutes, academies and faculties, which were previously operating under the Ministry of National Education (MONE) and universities, into a new umbrella - Higher Education Council (HEC) - on 20th July 1982 (Türkiye'de Öğretmen Yetiştirme (1848-1995), 1995). This reorganization of the overall higher education system in Turkey in a new structure and incorporation of the teacher education system into it was decided and implemented during the military government that took over on the 12th September 1980.

4.1.1.1 1950's - 1970's versus 1970's

The background to the 1982 reorganization is marked by erosion in the teacher education system from the early 1970's on in juxtaposition to its evolutionary process triggered by progressivist/reformist republican ideals prevalent in the country until the late 1960's. Furthermore, the basic qualities of the model before the 1970's were 'teachers as motivated professionals,' a good match between demand and supply, a consistent model for selection of candidate teachers and teacher trainers. Village Institutes that trained teachers for the primary stage of basic education, established in 1940, Education Institutes that trained teachers for the second stage of basic education, increased in number in 1940's, and finally Higher Teacher Training Institutes (Yüksek Öğretmen Okulları) that trained teachers for high schools, improved and increased in 1950's, were an indication of significant attempts to facilitate or shape a holistic social reform/progress in the new republic through development and education of its representative teachers.

In the 1940's, "78% of the population above the age of 6 was illiterate and this figure in the villages was 90%" (Akyüz, 1993, p. 339). The Village Institute,

which was an exemplar of this republican social reform ideals and myths, typically demonstrate the role 'teacher' and the 'teaching profession' bear as a social reformist. Akyüz (cited in Türkiye'de Öğretmen Yetiştirme (1848-1995), 1995, p. 16) summarizes this mission as: "combating the widespread illiteracy more effectively while achieving a progress or development in social and economic structure/conditions in villages through teachers and education". Students of these institutes were typically chosen from among students in rural areas and their 5 year education, at schools located in again rural areas, included a major emphasis on agriculture, stockbreeding and basic medicine.

We could observe this reformist role adhered to teachers of this period in one of Atatürk's public speeches right after the victory over imperialism in the Turkish War of Independence. Atatürk addresses teachers:

> Teachers, the victory of our armies has only established a ground for the victory you are going to attain. The real victory will be achieved and maintained by you. Me and my comrades will follow your achievements with trust and will clear any obstacles that you may come up against during the process towards this goal!
> (cited in Duman, 1991, p. 23)

Similarly, one of the informants, a senior teacher educator and present assistant Dean at a newly established Education Faculty effectively describes the social reformist mission of teachers emphasized through the Village Institute model of the period:

> Teacher is a social guide/leader. School is access to the cell, the family unit, of a society. Teacher is the representative of the 'state' in a unitary republic. They represent democracy, secularism and Atatürk's principles. Through school, he extends this knowledge into families. Education is a process of cultivation. The 'reason for being' of the Village Institutes was exactly this. Teachers/schools were the change agents in line with the principles that the Turkish Republic was based on. They were supposed to mediate between the new paradigm and the public.

Furthermore, the 1950's-1970's model was described as effective by all the informants, including the MONE and the Education Faculty informants, in selection, training and employment of teacher resources. The highlighted theme, in this context, is that teaching was a 'respectable' or 'prestigious' profession entry to which was through a highly selective process and a following education program that meaningfully integrated theory and practice, as structured school experience was an

integral component of the teacher education programs carried out at MONE's boarding schools in most cases.

The dominant 'professionalism' quality of teaching prevalent in those years was stressed by a present Dean educated at a Higher Teacher School during the period:

> Above everything, the main emphasis was on selecting distinctive quality educators to be recruited in these limited number of teacher education institutes because teacher education was a 'profession.' And these educators were highly motivated and effortful as they were the progressivist teachers of an underdeveloped country. Therefore, high quality teachers were educated in these schools. That these were boarding schools was an important contributor to the success of these schools, as well.

Another Dean's explanation of how effective the process of students' and teachers' selection to the programs is noteworthy in concluding that the scheme for managing human resources worked properly in those years:

> If you go back further, [he means before the 1970's] you will see a consistency there. Students for Higher Teacher Training Institutes [for high school teaching] were selected from among the most achieving senior students at Teacher Schools (for basic education teaching)...Higher Teacher Training Institutes implemented a collaborative program that incorporated education at Arts & Sciences Faculties at specific universities. The professional training component of the programs included a meaningful hands-on experience at MONE schools. The MONE schools, the teacher training institutes and the Arts & Sciences Faculties integrally worked together. On the other hand, the two year Education institutes that trained teachers for basic education were also smoothly running as well. Their teaching staff was high quality experienced teacher educators. Those graduates of Higher Teacher Training Institutes would be recruited here as teacher trainers after sufficient experience of teaching in their domain.

Figure 2 on the next page summarizes the 1950's-1970's qualities of the TE system within its environmental dynamics. This period was characterized by a direct link between the dominant social reformist ideals in the external environment and the role of teachers and teacher education. It was a period of stabilization of the Republican paradigm and evolution of teacher education and national education in line with these ideals and expectations.

113

EXTERNAL ENVIRONMENT:Republican Ideals/Social Reformist Movement

Basic Qualities of the TE system

Professional	Teachers as motivated/reformist professionals ·high prestige and social respectability
Program	Good match between: ·demand&supply; ·theory&practice
Entry into the Profession	Selective procedures/High academic success and/or professional experience ·candidate teachers; ·teacher educators
Administrative	MONE schools and TE Institutes organically linked

Stabilization: the republican paradigm

-Match between the long-term goals of the Republic and the National Education

Figure 2
Teacher Education in the Pre-1970s

4.1.2   **Change in the Relationship Between the Internal and External Dynamics**

Both the documents reviewed and the interviews reveal a remarkable change in the socio-political context of Turkey with the late 1960's until the military takeover in 1980. The Ministry of Foreign Affairs presents the major political events of the years from 1946, when transition to participative democracy with the representation of multiple political parties took place, to the military take over on 12th September 1982 (see "1923'ten bugüne"). The political events presented on this web site depict the fluctuations in the interrelated social, political, and economic processes in Turkey over the time-span of democratic developments in the country. Two periods are differentiated in this time span as critical: from 1965 to 1971 and from 1971 to 1980. In this context, the years between 1965 and 1971 were;

> Characterized by high development rate and low inflation in economy, as well as a comprehensive model for industrialization, energy projects and socio-political investments in especially the rural areas. These years were also marked by exploration of 'freedom' prevalent all over the social units of the country in expression of different political ideas – especially in higher education and media. However, the youth events that started in France in

114

1968 were also extensive in Turkey and late 1960's were marked by this new socio-political agenda ("1923'ten bugüne").

On 12th March 1971, the Turkish Armed Forces issued a memorandum to the government of the day to establish a new 'above-party' government; otherwise the military intervention would be unavoidable, which resulted in the resignation of the Prime Minister and start of a new period. The text of this memorandum was as follows:

1- The Parliament and the Government, through their persistent policies, views and activities, have pushed the country into anarchy, fratricide, and social and economic unrest, have deprived the country of the hope of reaching the level of contemporary civilization, the target set by Atatürk, have failed to bring about the reforms required under the constitutions, and have put the future of the Turkish Republic in grave danger.
2- The solutions which would remove the anguish and sense of hopelessness felt by the Turkish nation and its Armed Forces, over this grave situation, should be considered by Parliament in a spirit that is above party politics. It is imperative that a strong and respected government be formed, under democratic principles to end the anarchy dead with the reforms required in the constitution in the spirit of Kemalism, and put these reforms into practice.
3- If this task is not properly discharged, the Turkish Armed Forces will invoke their legal rights, and seize power directly to carry out their duty of protecting and supervising the Turkish Republic (General Secretariat of the National Security Council, 1982, pp. 8-9).

In the above publication those years were described in detail. From this date on until the military takeover on 12th September 1980, the socio-political arena in the country had serious governmental discontinuities and anomalies. It was a period of numerous 'short-lived' coalition governments that collapsed one after another, economic depression in the world due to oil shortage as reflected onto Turkish economy, restrictions imposed on the Turkish economy after the Turkish intervention in Cyprus, foreign debts and a dominant feeling of mistrust in the political government represented in the votes in both the general elections and the presidential elections. 1977 was the year of economic crisis and bottlenecks – almost 200% increase in foodstuffs. Meanwhile, anarchy prevailed in all public units of the country to the degree of organized clashes between groups – bloodshed - all over the country. During the turmoil before the 12th September 1980 thousands of civilians lost their lives. "The toll in January 1978 (the month that the new

government took over) read: '51 killed, 444 wounded, 129 bombings, 20 robbery cases'" (General Secretariat of the National Security Council, 1982, p. 37) and only in 1978 there were 5,865 incidents and 1,173 people killed. The following are some of the news from various foreign newspapers presented in the above cited document of the Turkish Armed Forces:

> **-LE MONDE – 24 December 1978**
> "...It is hard to describe the recent developments in Kahramanmaraş using the term 'terrorism'."
> **-VOICE OF AMERICA – 25 December 1978**
> "…76 people killed in three-day clashes between Sunnite Moslems and Shiite Moslems in Kahramanmaraş."
> (p. 58)

> **"*The Daily Telegraph*", 3 February 1979**
> "…It appears that the bankruptcy threatening Turkey for so long, will be a fact by the end of next summer. The West, though appears ready to help, some Western countries consider Turkey lost and see no use in further waste of funds for this country."

> **"GUARDIAN", 2 March 1979:**
> "…Nobody can claim that six months from now, the Turkish Parliament will resume functioning…"

> **"L'EXPRESS", 24 March 1979:**
> "…Turkey, shaken amidst the storm of economic crisis and violence, is absolutely loyal to democracy. But until when?"
> (p. 91)

The data obtained from both the documents and the interviews reveal that the anomalies that triggered the 1982 reorganization could be explained in terms of the dynamic interplay between the erosion in teacher education programs and processes and the triggering events in the larger socio-political context. In this context, the period between the early 1970's to 1980, when the military government took over, is marked by discontinuities/ destabilization in teacher education matters in terms of programs, instruction, student entry/selection, trainer quality and teacher education decision making processes. The system was described as not serving its purposes - lost track with its mission - and was actually in disorder. The unrest in the larger socio-political context in this specific period was coupled with these internal dynamics. From early 1970's on until 1980 the political turbulence in the country was directly experienced at Higher Education institutions in fractal form. The period

was marked by an experiential extroversion/openness of the socio-political system in the country, after a prolonged stabilization of the new republican paradigm, to competing models in the international arena.

The teacher training programs had erosion from the early 1970's to 1982. Before the 1970's, the principles of teacher education, along with those of National Education, were in congruence with the long-term goals of the state. However, within this period, the teacher training policies moved away from long-term National policies to short-term governmental politics. Therefore, discontinuities were observed in the strategies and processes.

All the informants, including those at the MONE, highlighted the issue that during this period, the standards in teacher training programs were violated or abolished by political decisions. Centralization of the general National Education policies and processes under the constitutional authority of the Ministry of National Education, which was a republican reform, was broken down by a widespread decentralization with many different programs mushrooming across the country. One of the informants, a senior decision maker at the Board of Education, reports; "a lot of teacher training institutes were established for political reasons with narrow minded focus and no fulfillment of any criteria." Another informant, a present Dean, describes this context as a "real mess/disorder in programs; it was waste of resources and randomness [meaning lack of planning]."

The second major problem was related to the program content itself. The informants at the Faculties had common perception that the programs were not visionary. In other terms, they were not based on a scientific approach but a practitioner's one, as the teacher training institutes were isolated from the universities and thus, academic knowledge and research. This had a detrimental effect on program quality in that there were no developments in programs which had previously fulfilled the early republican needs on the social reformist agenda, but proved ineffective/insufficient or repetitive in juxtaposition with the social, political and academic developments within the country, as well as the larger context.

More specifically, as one of the Deans puts it, "the programs in these institutes were short-sighted, just basic prescription to save the day with no academic

or scientific concerns. It was basically like equipping teachers, who were seen as practitioners, with some tips and practical information."

The teacher training institutes were isolated from universities and academic knowledge creation. The senior faculty that experienced the period state that there were no experts in the field, in the sense that as teacher education was not developed as a science or a field of expertise there was no disciplinary specialization or research in different aspects of it. Therefore, the authors of the instructional media were not experts. They used to write books on a variety of topics ranging from Sociology of Education to teaching methods. The information that they presented was basically bits and pieces of generalizations collected from the previous sources. The quotation below from a senior teacher educator, a present Dean, is significant in depicting this introverted repetitiveness of these programs:

> If you asked me what was wrong in those programs during the MONE period, I would say it was a 'closed circuit'. May be they used to give instruction better, but it was a closed system. Closed to what? To the world. If you have no contact with the academic knowledge created through current scientific research, then you have no chance to update or improve your programs. The resultant, then, is a 'delayed' awareness; like the most important articles would appear in our books decades later. It was not that we did not have sufficient researchers; but that we did not have any!

The informants that experienced those years define the knowledge dimension of the programs as "superficial" as it had no scientific research foundation. They were defined as "desk-top" produced models or knowledge and rarely some translations of the relevant books.

The lack of development in programs due to the above mentioned lack of knowledge creation and interaction with academic research went hand in hand with a drop in the quality of the instructors at these institutes. In other terms, the instructor profile in these institutes in time could not get tuned with the new developments in the professional context and fell behind the new demands.

One reason for this malfunction was that career development was not a requirement of the model. There were no professional development schemes or criteria for the teacher educators. This prolonged stability or inertia in human resources was perceived by the senior teacher educators as one of the major reasons for the 'erosion' in the model. The Deans at the Faculties argued that the MONE

could not manage to present such a human resources development scheme to catch up with the academic developments at universities; and it could also be asserted that it could not help this erosion anyway. As a senior Dean puts it; "the MONE capacity was not sufficient for the job of teacher education any more. It lacked quality human resources to meet the new demands of the changing professional context." Similarly, another Dean concludes, "they were all instructors [at these institutes]; having the same status. And once you got this position there was no need to put in extra effort to develop yourself. It was like a vicious circle. It got really worse in time!"

Next, during this erosion phase the instruction at the teacher training institutes was distracted. The MONE, as the senior informants at the Faculties and an informant at the Board of Education describe, "was helpless" in that the severe political unrest was acting against, or more explicitly destructing, the instructional processes at these institutes. The MONE lost control, in this sense, of the affairs, as an informant from the MONE portrays, "the MONE had to close down many of these schools because there was a chaos like many of these schools were destroyed physically by their students during the fights; it was almost impossible to trace the students; who graduated from which school! Even the student records and diplomas were in a mess; such documents got lost. And MONE was 'scared' of these events."

The solution that the MONE came up with was the unrealistically short 'intensive' programs - shortcuts to the system - to graduate these students and the distance education programs in 1974. The MONE planned and implemented a teacher education program to graduate teachers in 45 days! Thus, the shortcut solution would further help the erosion in the system by abolishing the entry criteria for the profession. This was described by the faculty informants as the beginning of the violation of the profession's prestige or social respectability. In other terms, "anybody could be a teacher" as the informants stressed.

The informants all agree that during such a phase of disorder it was not possible to implement the programs properly anyway. There was a heavy polarization and clash between the different ideology groups both among the students and the teachers at these institutes. The ongoing 'fight' between the groups would result in shifts in the domination of the institutes by either of these two major

groups, which meant discontinuities in instructional decisions and processes. In brief, these institutes were malfunctioning - not serving their purposes!

One of the interviewees, a Board of Education member who was trained and worked as a teacher educator in a Higher Teacher Training Institute, describes this instructional disorder as follows:

> After 1968, the political developments in the country resulting in a hostile separation into ideological groups amongst the public in general were directly observed at the higher education institutes and these teacher educations institutes. That these were boarding schools made the polarization much more severe. The first decision the MONE took was to abolish the boarding status of these schools. However, things were out of control already! Some ideological groups took these schools under 'control' one after another. The MONE lost control; could not prevent it. It needed teachers; so it kept the schools open for a short period in a year to provide diplomas through 'intensive' instruction like one semester studies would be covered in a week in some cases! Yet, these practices were variant across the schools. Therefore, these institutes lost their 'character' as teacher education institutes.

The teaching practice activities and processes were also distracted within such a context. The disorder made it impossible to plan and implement these integral components of the program. Therefore, this component was completely ignored. The students and educators provided false records of these activities and got away with it easily as there was no supervision of it in most cases anyway.

The teaching staff at these institutes was involved in this ideological polarization, as well. It is reported that teachers were biased and abused their power in making educational decisions. Moreover, teachers' employment/assignment at these institutes was decided in accordance with this clash. "This anarchy" as a current decision maker at the MONE emphasizes, "was organized and put into action in these very institutes. Teacher educators' recruitment and student acceptance and certification were both done according to this abuse of political power. There was no concern over instruction or training at all!"

The turbulence, as the interview data reveals, was experienced at all levels of the teacher training issues and processes. The MONE decision makers, as the MONE being a political institution, the teaching staff at the teacher education institutes and the students were all involved or influenced by the political predicament or

destruction peculiar to the period in question. It was actually more than politization; it was anarchy and misuse of power, the informants describe. The quotation below from a senior Dean at a major Education Faculty is illustrative of this severe destructive politization:

> It was like whatever the political model or belief the decision maker held, he would translate it into the teacher training decisions and processes. There were such cases like asking about passages from the Holy Koran to teacher candidates in exams. Politization in our country is primitive, unfortunately. A politician normally selects his own model from among the scientific or rational knowledge structures. Politization in our country has no concern over these.

The political unrest in the teacher education institutes from the 1970's until 1980, discussed in the previous section, was a mirror image of the unrest in the country threatening all the institutions with a special emphasis on the higher education institutions. Actually, universities were at the very center of this disturbance. The anarchy at universities had overwhelmed the teaching-learning processes and diverted these institutions from their 'reason for being'. They turned into headquarters and arenas for programming and putting into practice the organized 'turmoil'. The informants use such adjectives like 'chaotic', 'turbid', 'scary', 'dark' (referring to absence of vision; unpredictability), 'slippery' (referring to the feeling of insecurity due to experienced unproportionality of causality) and 'agitating' to describe the critical phase of turbulence before the 1980 military take-over. However, the word 'chaos' was repeatedly uttered across the informants.

The quotation below from a former Dean, and a current department head, of the most senior teacher education institute in the country is illustrative of the fractal form of chaotic disorder observed at all levels of the social organization.

> The universities themselves were divided into two camps: leftists and rightists! They were literally the headquarters of this discriminative turmoil. Even the university administration did not have any control or say in this. They were intimidated! Groups would invade the Faculties. This was the same even amongst the police force. They were polarized into such groups as POLDERs and POLBİRs, as well, just like the teachers. Teachers' unions were divided into two similarly.

The two major reasons for this turmoil in the country were again described in two aspects: internal and external dynamics. The informants describe the late-

1960's was an era in world history characterized by similar social and political unrest demonstrated in 'youth events' in major countries in the world resulting from the Cold War between the two major political models. Turkey was severely influenced by the clash between the two due to its strategic position. The internal dynamics of the turmoil in Turkey, on the other hand, was described as in relation to this external agenda. One of the informants highlights this decade as a period of shaking up or self-inquiry in relation to the change - alternative models - in the external environment. More specifically, it is reported that Turkey with its prolonged closedness or introverted socio-economic structure failed to build on or further develop the republican principles on its process of Westernization or attraction to the Western model of social and political organization. Therefore, it was a period of self-inquiry and self-dissatisfaction resulting from a realization of its actual incompatibility with its own ideals and mission. A Department Chair asserts:

> This time period was characterized by a change in the country's way of thinking. This was a significant change in the political platform. The current economic structure was malfunctioning. Turkey had a closed economic system. It had to open up to the developments in the World. This was essential for its predetermined Westernization goals which it failed to achieve for a prolonged time period. The commitments Turkey made with Lozan agreement were not achieved properly; some were half achieved, some others were totally by-passed!

The self-inquiry, in this context, as described by the informants, was triggered by demographic movements - from rural to urban areas - within the country, as well as from Turkey to Europe especially. These demographic movements necessitated new economic structures along with new ways of thinking and living. Failure to fit into this liberal model strengthened the alternative model from the former Eastern Block.

The transition to participative democracy, with multiple political parties represented in the parliament, was a painful one during the 1960's anyway. The take-over and attempts for take-over in 1960's were an indication of this stressful transition. 27th May 1960 military take-over, 22nd February 1962, 21st May 1963 and 12th March 1971 are significant dates, in this sense (see Turhan, 2001 for these events).

An informant describes the events in the 1970's as originating from a "desire for a new constitution" because "the goals of the country had changed!" He interprets the military note to the government on the 12th March 1971 as follows: "The system was endangered as there was a significant attraction to the Eastern Block. This had to be 'stopped'. The event of 12th March 1971 was an attempt to put this 'slide' a brake! However, its effects were not proportional. It could not manage to stop the turmoil."

The status of the teaching profession, along with program qualities and administrative processes, were destabilized towards a chaotic turmoil at the end of the 1970's. Stressful transition to democracy in the 1960's had cumulative effects in the unrest in the environment during this period. The chaotic turmoil in the late 1970's was marked by an absence of vision or predictability at all levels in fractal form, in chaotic terms.

These results relating to the change in teacher education affairs in Turkey from late 1960's to the military take over in 1980 are indicative of a malfunction or erosion in the system with 1970's until turmoil in late 1970's. These findings are in line with the concepts and principles of chaos theory as presented in the literature review. The dynamic interplay between the environmental and internal affairs starting in the late 1960's are in congruence with Kuhn's (1970) model of change as revolution/paradigm shift which specifically iterates that paradigmatic shift is an energetic process that requires a malfunction or a crisis for a new paradigm to replace the old one. Similarly, Resnick (1994), Prigogine and Stengers (1984) and Cutright (1999) propose nonequilibrium is a source of order or the very essence of creativity close to bifurcation points.

Figure 3 on the next page illustrates the change in pre-service TE with the 1970's. As presented in the figure, the 1970's marked erosion and malfunction in teacher education affairs in the country in relation to the unrest in the socio-political environment.

1970's

→

EXTERNAL ENVIRONMENT: Cold War; Socio-political Self-Inquiry; Demographic Movements; Student Uprising in HE System; Changing Professional Context

↓   ↓   ↓

Basic Qualities of the TE System

E R O S I O N & M A L F U N C T I O N	*Professional*	Teachers perceived as technicians as opposed to professional experts ·no career development scheme
	Program	Superficial and Discontinuous ·no visions/Short sighted ·no scientific approach ·no expertise
	Entry into the Profession	Shortcuts to the system/Abuse of political power ·drop in the quality of both Teacher Educators and Teacher Candidates
	Administrative	Decentralization/Randomness .waste of resources .lack of criteria .loss of 'control'

C H A O T I C T U R M O I L

Destabilization in the socio-political system

-Mismatch between the discontinuous/short-term governmental politics and the National Education System

Stressful transition to democracy

***Absence of vision or predictability** at all levels: internal & external*

Figure 3
Change in Teacher Education in the 1970's

Specifically, Cutright (1999) states enforced stability represented by ideas uncontested cannot withstand the natural flux of turbulence but may only delay its effect. In this context, prolonged stability and closedness of the teacher education model before the 1970's may have lended itself to the self-inquiry and malfunction of the system in the years that followed. Prigogine and Stengers (1984) elaborate at equilibrium stage components of a system are ignorant of each other but when fluctuation is high components wake-up and interact with each other. Within this context, the environment acting as an integral part of the whole process or change in

dynamics is also in line with Morgan's (1997) 'logic of chaos' and Simsek's (1992) propositions of the dynamic interplay between internal and external meanings and realities for paradigmatic changes. Next, similar to the proposition of Thiétart and Forgues (1995) related to emergence of 'fractal form' at chaotic stage of the change process, the 1970's experienced 'fractal form' at all levels of public institutions due to more dissipation and interaction with the environment. The environment of the 1970's involved both political and economic self-inquiry and malfunction, and the changes in the professional knowledge base, to which the TE system had been closed or ignorant for a while before the 1970's, also triggered such self-inquiry.

4.1.2.1 The Military Take-Over in 1980 and The Nature of the 1982 Restructuring Process

The military takeover on the 12th September 1980 was a centralization, or in another sense a negative feedback, for the social and political turbulence in the country. The informants stated that the two year military takeover was marked by military agility and promptness in taking and implementing decisions that shaped/reorganized public issues and institutions among which the centralization of the Higher Education institutions under the decision-making authority of the Higher Education Council had significant effects in the following years. General Kenan Evren, the Chief of the Staff and the leader of the takeover, said the following on the problems related to the educational institutions in his public speech on the same day of the takeover:

> Precautions will be taken immediately to reestablish Atatürk's principles in education across the country. Precautions will be taken to stop our children from being anarchists under the influence of foreign ideologies instead of the ones on which our republic was founded. For this aim, we will not let our respectable teachers to polarize into groups like '-DER's and '-BİR's. In this context, the aim of each student at all levels will be to acquire knowledge and skills to be productive members of our country based on Atatürk's Nationalism and principles (quoted in Akyüz, 1993, p. 359).

A present Dean in a senior Education Faculty describes the nature of the military administration and institutions, in relation to the reorganization of Higher Education and teacher education institutes. This quotation is significant in picturing

the contrast between the military energy and the lethargy of the other institutes in the country in creating change:

> Military people act very fast. While we think again and again, hesitate taking action, they make decision and do it! All the reforms in Turkey - Westernization/modernization processes - have been initiated by the military, even from the time of the Ottomans, despite the dozens of universities! I underline this point; despite all those universities! The education they give in their schools, equipped with the latest technology and knowledge, has always been much more progressivist and updated than ours!

The Higher Education Council was established through the enactment of the Higher Education Law 2547 in 1981, and in 1982 those Institutes, Academies, Schools and Faculties educating teachers under the authority of the MONE were reorganized under the central authority of HEC. All the informants agree on the idea that this centralization had the major role in the 1982 reorganization, which was a right decision in content as the previous teacher education model had to be replaced by a 'university' model, but the new model had repercussions in the following years since it lacked an effective preparation and infrastructure - physical, human and knowledge wise. As regards the perception of the reorganization, the informants agree that it was 'political', 'top-down' and 'unplanned', but necessary. The reorganization, as the informants conclude, was a political decision, a kind of precaution against and reaction to the turmoil 'generating' from the Teacher Education Institutes and the universities. From this perspective, it was a negative feedback to the distracted state of educational affairs, as it could be observed in the speech of Kenan Evren quoted above. In this sense, the decision was unplanned. The MONE had two choices to make as the informants iterate, either to design new strategies to improve the content and procedures of teacher education or to turn them over to the newly established HEC authority. The MONE chose the second alternative, which the National Security Council of the time preferred anyway. As a present Dean puts it, "the MONE felt helpless and wanted to 'get rid of' these institutes as soon as possible." Therefore, the transition into the university system was quite abrupt with no scheme for the provision of human resources/trained teaching staff that could function in accordance with the demands and requirements of the university context. This

"negligence", as the informants suggest, of the most critical aspect - human resources - of any organizational change would in the following years have repercussions on the effectiveness of the new model in the upcoming years, which will be dealt with in the next section. One informant from the MONE calls this reorganization a "pressured" one. He elaborates:

> I wish it had been a graded/prepared transition from the 1970's on coupled with a structured staff development scheme - just like the one in 1998 - instead of an enforced law. It would have been more effective and consistent if people had been provided post-graduate studies in the field first.

Similarly, the other informants both at the MONE and the Faculties assert it was a top-down decision making, which created numerous inadequacies in the new model's functioning. They suggest that the 'method' of decision-making ignored stakeholders' opinions and participation. More participative decision making with involvement of the experts and administrators in the field would have created plans and provision for a smooth transition because the teacher educators were for such reorganization, anyway.

A senior administrator at the MONE claims:

> Just like the preparations that started in the 1990's for the 1998 restructuring, they should have taken the opinions of those involved in teacher education affairs for a more democratic participation. If the underlying theme for the reorganization had been promoted as a 'more scientific, objective or empirical university context' it would be a more appealing strategy. I am a senior administrator at the MONE and I do not prefer these institutes to be coordinated by the MONE anyway. But what made it not approvable was the anti-democratic procedure pursued.

Another senior administrator at the MONE makes a significant analysis of the higher education reforms in Turkey. He believes the restructuring processes typically go hand in hand with the political stabilization efforts in the country. He goes:

> The 1982 reorganization was not bottom-up. However, the Higher Education reorganization in 1933 was also top-down, similar to the ones in 1946 and 1973. The 1973 decisions were influenced by the 1971 event: another military note. Therefore, we could see that university legislations have a parallelism with constitutional reforms that belong to 'certain periods.' Constitutions have always been written in those 'extraordinary periods.'

On the other hand, the informants all agree that the 1982 reorganization was a right decision 'in content'. Teacher Education had to be a part of the university system which was to be coordinated through a central authority - HEC. Therefore, both the establishment of HEC and the new Education Faculties merged into the HEC model were owned by the informants. The reorganization is believed to be the right decision not only because of the need to stop the destructive politization of these MONE institutes but also because teacher education had to be in a scientific context. In other terms, universities are considered more autonomous institutes that are more protected from political interventions and they are the context for scientific research and knowledge creation. Moreover, university affiliation would raise the prestige of the teaching profession, as the informants maintain.

On the other hand, the general understanding among the informants is that although it was a top-down, unplanned and political reorganization - meaning the procedure was not participative - it was beneficial in that it prompted the system to adjust to the challenges. 16 of the informants emphasize that the reorganization provided a kind of 'energy' or stimulation for the system. Typically one claims, "The developments under the new model got faster" and similarly it positively influenced the MONE staff profile, as well. As a present Dean interprets:

> HEC brought a 'system.' It cleared away the 'randomness.' In a study done in 1970s at the MONE, it was found out that only one university graduate was working at the headquarters. All the other staff was graduates of Teacher Institutes, including the school principals. The system, in all its processes including the decision making, ignored the universities. It was a closed circuit. The HEC broke this cycle. It brought a kind of dynamism.

In this context, it is believed that the pre-1982 model was not able to take the initiative to prepare itself for the desired change. It was lethargic and not capable of a bottom-up self-organization, anyway. As a present Dean suggests, "Yes, it was not ready for the change may be, but we would have to wait like 100 years for it to get ready on its own."

In terms of the new Education Faculties' readiness for the reorganization, the inadequacy of the human resources/teacher profile to work at the university context was raised as the most important issue by all the informants. Next, physical

conditions or limitations were the anomalies of the transition. A present Dean remembers those difficult years: "We did not have buildings, laboratories, libraries, publications. None of these were available. We had an ambitious claim like educating teachers at universities. We did not have the teaching staff, above all!" Another informant, the chair of a department at a senior Teacher Education Institute, similarly says: "When the 1982 reorganization took place I was the only teacher here holding a PhD degree! These institutes were not ready to cope with the new demands with respect to their teacher profile, programs and physical resources."

Besides these inadequacies related to the internal dynamics of the new model, three more issues in the environment related to this abrupt change had significant effects on the further erosion in teacher education processes during the post-1982 period. These were that universities did not have any tradition and knowledge of teacher education issues, the universities had to adapt to the new HEC model meanwhile, and finally the reorganization created MONE's confusion about its role and its departure from teacher education affairs. These three external effects, along with the above mentioned internal inadequacies, caused by the sudden shock of the change would have serious repercussions in the years that followed, which will be dealt with later in this chapter.

Figure 4 presented on the next page summarizes the perceptions on the 1982 restructuring in relation to the 1980 take-over analyzed in this section. The nature of the transition created new anomalies in teacher education in a new context. Teacher education was alienated in the university context with its absence of compatible background, resources, visions and strategies coupled with the MONE's departure from it.

These findings related to the nature of the 1982 restructuring in its content and procedure can be related to the concept of 'negative feedback', but not self-referenced bifurcation, in the chaos theory literature. The system was in chaotic disorder, and was supposed to self-organize unless a change model was imposed by external factors, as Smith (1997) argues; however, 'negative feedback' and 'enforced stability', as stated by Cutright (1999), were implemented by the 1982

restructuring in teacher education, which would bring about more severe repercussions in the following years.

12ᵀᴴ September 1982
Centralization and *Negative Feedback*

1981 Higher Education Law 2547

- Centralization of the HE issues under HEC structure

***Break* away of the MONE from TE affairs**

Perceptions on the Decision & Transition:

. *Political*
. *Abrupt*
. *Top-down*

TE was *unprepared* for the transition:

-No clear vision & strategies for *Human Resources:* Teacher Educator Profiles Quality & Quantity wise
-no schemes for development

-No clear vision & strategies for *Program Development*

-No clear vision for *Physical Resources*

Perceptions on the Challenges of the New University Context

.*Scientific research and knowledge creation.*

.Autonomy

.The universities experiencing own problems *adjusting to the new HEC model*

. The universities *having no tradition of TE*

***Alienation of the Education Faculties* within the**

Figure 4
Perceptions on the Nature of the 1982 Restructuring

In the same vein, as Ledford et al. (1991) suggest, large-scale organizational change, which is supposed to create qualitative changes in the character of an organization, should involve both 'design' and 'process' changes. However, 1982

restructuring was mainly a design change and as Letford et al. maintain any design change without a change in processes or nature of behavior would not lead to a qualitative change. Therefore, as in our specific case there were no provisions in the 'human' dimension – teacher educator profile – and the professional visions, the nature of behavior would not change towards a qualitative large-scale change, anyway.

Moreover, as Morgan (1997) elaborates, negative feedback mechanisms are emphasized to correct deviation in organizational behavior in 'systems approach' to change, but not in 'revolutionary' change approach. Similarly, the 1982 restructuring could be related to Smith's (1982) conceptualization of 'morphostasis' in which organizations change to 'look' different but remain the same in essence, as opposed to 'morphogenesis' in which the genetic codes or governing values, beliefs, and processes change. Again, the absence of new visions and schemes of human resources development, and that the decision was mainly political and top-down would not bring about morphogenesis but may be morphostasis.

Furthermore, the restructuring process or decision making in 1982 may be related to Pfeffer's (1981) elaborations on 'bureaucratic' decision-making model being marked by bounded rationality, in which assessment of probabilities and search for better choices are avoided, as it was top-down and abrupt without much consideration for the content and process but only the structure.

Finally, the 1982 restructuring being an output of the 1980 centralization also related to Capano's (1996) analysis of higher education policy making as a public policy making issue. More specifically, Capano maintains the processes of change in higher education policies are deeply influenced by the power relations and policy beliefs of the actors involved and the distribution of power, influence and authority in the policy context. The 1982 restructuring being abrupt, political and top-down is very much related to the power relations created by the 1980 take-over.

4.1.3   Major Achievements and Limitations of the 1982 Restructuring

The major achievement of the 1982 restructuring is reported as the academic orientation and discipline gained by teacher education. Figure 5 presented below summarizes these findings as to the achievements and limitations of the new teacher education model within the HEC model.

DYNAMISM versus LETHARGY in ACADEMIC MATTERS

Positive influence on quality of

academic staff, programs and decision making

Academic Orientation and Discipline,
Raised Prestige

Recognition as
a
'discipline'
with theory &
practice

Standardization of
the duration & nature
of education:
Education Faculties

Standardization
of the entry &
exit qualities

Academic norms and
requirements encouraging
teacher educators'self-
development

increased research and
publication

misunderstanding
autonomy

ignorance of its special
status:
organic link with the
MONE

Education Faculty's
*Confusion about its **role***
*and **identity**: Its break away*
from its 'reason for being'

Figure 5
Perceptions on the Achievements and/or Limitations of the New TE within the HEC Model

The HEC in Relation to Teacher Education

The four major interrelated effects of this situation were that teacher education affairs would be recognized as a 'discipline' with its theory and practice driven and developed from scientific research, and knowledge creation. Next, this knowledge structure would be a base for standardization of the duration and type of education to be provided at the Education Faculties. .In line with this, the prestige of the teaching profession, which had been deteriorated previously, would be raised as the entry and exit qualities of teacher candidates were to be pre-determined and standardized with the new structure. This new model would supposedly abolish the long-lived minimizing approach to the profession as in the saying "if one cannot be anything, he can at least be a teacher." Finally, the academic norms and requirements would help teacher educators' professional self-development. In this context, the informants report publications on teacher education have sharply increased after 1982 because the career scheme at universities necessitates a kind of competition for professional development.

Although the new model brought about dynamism in teacher education in academic, as well as professional issues, as opposed to the lethargy of the previous MONE teacher education model, this dynamism did not match with its purposes: Education Faculties were confused about their role or identity, and in time lost track with their 'reason for being.'

The HEC and Higher Education

The common themes that came up from the interview analysis in relation to the effects of the HEC model on Higher Education issues in Turkey in general were that the HEC model increased the quality of academic affairs and the arguments that it is a threat to academic freedom or autonomy are not meaningful.

The interview participants at the Faculties concluded that the centralization attitude that the HEC model adopted at the beginning in both program and administration issues was in time replaced by a more flexible and participative attitude in decision making related to academic standards. Therefore, 19 informants concluded the HEC at the moment does not interfere with universities' freedom of choice in program content and academic research topics, as it has effectively set the internal and external control mechanisms and standards for academic quality.

Within this context, Korkut (2001) argues, with the HEC model, the aim of 'unifying' the higher education processes within a decision making authority, both autonomous and public juristic body was achieved. He elaborates, what makes this new model different from the earlier higher education models in Turkey is that universities gained an effective internal and external control mechanisms, and were protected from any political impositions or abuse from political governments.

With the establishment of the HEC there was a sharp increase in the number of universities and post-graduate programs, which meant a significant increase in academic research, and thus increased quality in Higher Education. One present Dean explains there were only 8 universities when HEC was established and this number increased to 27 in only a couple of years (In 1982 there were 27 universities, today this number went up to 72 universities in total: 53 state owned, 19 private; see www.yok.gov.tr). Moreover, in most of these universities the quality of education has increased significantly over the years. He says:

> It is not an easy job to establish these universities in only 20 years. The mentality was "kervan yolda dizilir" [a Turkish proverb meaning 'just start it, it will find its structure/order on its way']. However, there is no other way of taking initiative in Turkey, unfortunately. From today's perspective I could definitely say that there has been a great improvement in Higher Education in Turkey within these 20 years. No other parameter has been developed so fast in Turkey. University students were the 2.5% of the whole population in those years, now they are 15%!

Another Dean describing the lethargy of the pre-1982 period says they used to struggle for a couple of years to only establish a chair in a department. The informants at both the MONE and the Faculties claim it would have been impossible to achieve these improvements without a coordinating body like HEC, which helped set and maintain some standards and facilitated development efforts. In this context, HEC ensured the effective use and fair distribution of material and human resources. A department chair in a newly established Education Faculty calls this "synchronization" of Higher Education affairs by HEC and adds HEC's provision of academic staff to comparatively small universities in distant parts of the country is its greatest achievement. Similarly, another informant, a Dean, argued that HEC brought dynamism to Higher Education by breaking its

exclusive/closed nature. He added that with HEC, more people got the chance to pursue post-graduate studies.

Next, the informants at Faculties believe the argument that HEC may be a threat to academic freedom and autonomy is not meaningful. They believe the concept "autonomy" is misunderstood by the opponents, in this context, and elaborate that the scientists must have the freedom to choose whatever topic they would like to study and freely carry out and publish their studies, and that universities must have the freedom or right to choose their own academic staff. HEC is not an obstacle for any of these rights at present, the informants conclude. Moreover, universities should actively seek to participate in Higher Education policy making and the quality of their own performance, which may be insufficient at present. Finally, the informants at the Faculties agree on the issue that HEC takes decisions on higher education standards and requirements by getting feedback from universities. A present assistant Dean exemplifies: "For example, we are studying on tenure requirements and criteria at the moment. HEC tells us to define our criteria. They will accept them. So what is HEC doing here? It is sharing its authority with the university administration. This is called 'decentralization'."

As explained above in this section, HEC restructuring is perceived as positively influenced the quality of the academic staff, programs, and decision-making processes both in general for all the universities and the newly established Education Faculties. However, the new academic agenda 'imposed' on the newly established Faculties created a 'misconception' of the status of these Faculties by themselves. In other terms, teacher education, although it definitely had to have a scientific context, has a different status than other academic disciplines as regards academic freedom.

Figure 6 on the next page summarizes the findings related to the achievements and limitations of the new HEC model. The HEC model is perceived as effective by the informants in that it brought about increased quality and quantity in academic affairs by coordinating and standardizing the higher education issues.

DYNAMISM versus LETHARGY in ACADEMIC MATTERS

Positive influence on quality of

academic staff, programs and decision making

| Coordination and Standardization |

Increased Quality and ***Quantity*** in academic matters

Increased number of universities & post-graduate programs

increased academic research

Fair distribution of material and human resources

Standardization of career development scale/requirements

Threat to academic autonomy?

no

NO limitations on academic research/content

Universities should seek to more actively participate in HE policy-making and self-assessment

Figure 6
Perceptions on the Achievements and/or Limitations of the HEC Model

The 'reason for being' of the Education Faculties is to serve the demands of the MONE. Therefore, their organic relation to state policies - put forward by their major stakeholder/client MONE - should not have been overridden by academic autonomy in program decisions, as the majority of the informants (18 out of 21) at the Faculties and all the MONE and Board of Education informants conclude. In brief, theory-practice balance/integration, which characterizes the status and role of teacher education as a scientific discipline compared to the other disciplines was

not well established - or even ignored - in the academic freedom environment of the universities in the following years. Nevertheless, this anomaly was coupled with the other initial limitations and inadequacies previously discussed. As a present Dean suggests:

> The problem is actually whether teacher education should be in this system or in another system because a teacher is a professional that is supposed to fulfill pre-determined standards and there is an organization [MONE] that employs them. This is not similar to educating an engineer, which requires providing the minimums/basics. But in our situation, in the central authority there is somebody who says I want somebody who has these specific qualities. For this reason, Education Faculties do not fit into the university context properly, except for their scientific/theoretical basis.

Therefore, Education Faculties are accountable to the State - National Education - and the State may intrude into its affairs. Similarly, another informant, a department chair, considers: "Teacher Education system produces teachers as the most critical/basic input for the maintenance of the current state policies. Therefore, the State may intrude into its affairs and programs."

In this context, the summary of informants' conceptualization of academic autonomy is that it is an integral quality of universities which make it possible for them to critique social issues and find out solutions to problems. Especially in academic units where the organizational culture is based on participation and ownership, the knowledge creation - in line with social problems - would be effective. In this sense, universities' social function would be to help raise the life standards of the underrepresented people. However, a 'misconceived' autonomy in universities - desktop knowledge creation - with no link to social or practical issues would create a gap between the society and science. Therefore, an organizational culture that would bring about the creation of both culture and theory should be fostered at Education Faculties.

The literature reviewed reveals that the 1980's in the U.S. were characterized by teacher education reform efforts focused on professionalism, standards and the diffusion of control and faculty design. In this context, the 1982 restructuring content and output may be related to Bush's (1987) analysis of the 1980's as a period when concerns over who owns the authority and control – centralization versus decentralization and accountability – and faculty design issues.

Similarly, the recommendations of the Education Commission of the States (cited in Guyton and Antonelli, 1987) are in line with the findings presented in this section related to the achievements of the 1982 restructuring. The recommendations of the Education Commission in the U.S. represent the typical concerns about the orientation of the teacher education in the 1980's towards raised standards, professionalism, academic orientation, and raised prestige. Similarly, the 1982 restructuring in Turkey is perceived to have brought about standardization of processes, through mainly tenure criteria and decision making, recognition as an academic discipline and establishment and centralization of academic norms and career development. However, the 1980's efforts in the U.S. also focused on the program contents and quality especially the integration of theory and practice dimensions through bringing schools and institutions closer together. On the other hand, the 1982 restructuring was mainly structural, the program contents and instructional issues were not within the scope of this reform.

4.1.4 Pre-crisis Normalcy Period Before 1998

As discussed in the previous section, the new teacher education model inherited a number of internal and external anomalies from the 1982 reorganization. However, as the data collected from the interviews reveal, these anomalies would build up until the beginning of the 1990's in a period of 'stability'. We may call it stability in the sense that it was a period of closedness and ignorance of the system components of each other. Yet, during this period the cumulative effects of the initial conditions would grow up into a disorder in the later phase.

We could summarize the inherited anomalies as the Education Faculties' *identity confusion* in the new university context and *inadequate human resources,* and *the MONE's confusion* about its role in the new agenda.

The further effects and complexities created by these initial conditions related to programs and administrative issues will be discussed in this section.

4.1.4.1 Education Faculties' Identity Confusion in the New University Context

17 informants at the Faculties iterate that the establishment of HEC with the new HE law created initial resistance from the universities as it was perceived as an interference with program decisions and loss of academic autonomy. Universities were asking for more autonomy and freedom to make their program decisions, which resulted in HEC being intimidated by this pressure from universities and a complete freedom in such issues in time. As a Dean remembers:

> When the Higher Education law was put into action, the HEC imposed a blueprint of the programs, but this was severely and continuously reacted to by the universities claiming for territory. Thus, the HEC imposition got more and more flexible in time and dropped finally. The HEC bypassed its own initial regulations or imperatives by its own modifications and exceptions later on.

In terms of the position of the newly established Education Faculties within such a context, the informants conclude these faculties were somewhat isolated in the university context because (a) the universities did not accept these new faculties as an integral unit of their academic system for a long time as they were already experiencing difficulties adjusting to the new challenges brought about by the HEC model anyway, and Education Faculties were financially an extra burden on the universities, and (b) Education Faculties had an identity problem in the new context.

The isolation of the Education Faculties in the universities was described with expressions like "these Faculties were like adopted children" or "abandoned children" in universities for about "ten years." The quotation below from a senior teacher educator, a present Department Chair, is illustrative, in this sense:

> Universities, actually, considered these new Faculties as units 'patched' on them. And because Education Faculties came from a completely different structure they always felt like 'isolated' or 'underestimated' in universities, especially with their academic staff profiles! Indeed, universities have never regarded these Faculties as 'suitable' in their environment. They thought they did not fit! They believed these Faculties would fit more into the MONE structure.

Similarly, some other expressions used by the informants at the Faculties to describe this isolation were "the universities did not take these Faculties seriously" or "the universities had never properly perceived their teacher education function." This was the theoretical perspective of the universities. On the other hand, the practical reason for this attitude, as reported by the informants, was that Education Faculties were financially an extra burden on the universities that already had financial difficulties due to the HEC adjustments. In this context, another department chair describes the situation:

> The money allocated to the universities from the state budget was already getting less in those years. The difficulty was magnified by the 'burden' of the many new Education Faculties that had to be established across the universities. No additional budget was provided for these. The fixed amount allocated to the universities had to be shared with these new Faculties.

Another informant, presently a decision maker at the Board of Education, defines the first years of the HEC restructuring for universities as an "earthquake" in the following quotation which is noteworthy depicting the gravity of the period:

> Universities had just survived from an earthquake that time. They themselves had difficulty pulling themselves together. If they had had the necessary resources and preparations it would have been no problem to integrate these new Faculties. They would have had a quick recovery then. But it was a very fast restructuring period with a sudden increase in the number of universities and change in all the procedures. It was unrealistic to expect the universities to tackle with their own serious adjustment problems and support these new Faculties meanwhile, which had no tradition or experience with before, along with resource problems, academic staff problems, mission problems, administrative problems, etc.

Besides these difficulties from the universities' perspective, from the new Faculties' perspective the reorganization brought about a major identity problem. The dilemma was, as the data reveals, whether the teacher educators in universities were scientists or trainers. The choice was the former for the Education Faculties to prove 'self' or 'presence' in the new scientific context. Yet, this orientation merged as a cumulative effect of a number of factors that could be subsumed under three major categories one of which is discussed above in how the universities perceived these Faculties, and the other two will be discussed in the next sections as inadequate human resources and the MONE's intimidation.

However, it should be noted that the relationship between these factors or components of the phenomenon are not in a linear cause-effect order but in circular loop form in which causes may turn into effects in different phases of the process. Like, lack of adequate instructors trained for the specific discipline of pre-service teacher education as an initial condition of the early post-1982 reorganization had an effect on the sharp scientific/theoretical orientation adopted by the new Education Faculties. However, this orientation in the later phases turned into the cause of further deviations or anomalies related to again the academic staff profile. The same circular logic or relationship applies to the interplay between the adaptation of scientific orientation and the MONE's role in teacher education affairs, as well.

As to the preference for the 'scientist' mission, the interview data reveal that Education Faculties pushed hard getting involved in scientific research trying to catch up with the academic criteria. The instructors at these Faculties lacking any experience or tradition in scientific research in their discipline put in a lot of effort to fulfill the academic requirements. However, as a current administrator in a major Education Faculty suggests, a graded transition was required: "The former teacher education institutes should have been integrated into the university structure as 'schools' first and those that reach Faculty standards should have been promoted to this status in time."

Therefore, with this abrupt transition, Education Faculties lost track with their real social mission of 'training teachers' for the National Education System as they failed to see their special status and their organic relation to MONE. The university administration did not perceive the importance of this relation either, as the informants both at the Faculties and the MONE report. In this context, a Dean remembers: "A lot of times the presidents of the universities were resistant to any demand or feedback from the Ministry. They did not want to recognize their authority in decision making. And they 'wasted' the teacher education, as they had no idea about it!"

4.1.4.2 MONE's Isolation or Departure from the Teacher Education Issues

All the informants at the Faculties believe that although the MONE agreed to the 1982 reorganization, as discussed earlier, it did not own the decision and there was a severe lack of coordination between the MONE, the HEC and universities in terms of the new teacher education processes.

That the MONE did not feel comfortable with the new Teacher Education structure was a major theme in the interviews at the Faculties. The following quotation from a senior informant, a present Department Chair, is a typical one: "The MONE had never felt OK with the new structure. Even now they may have expectations as to one day they will take over teacher education again. Not because they can do it well! One could say they did it well in the past. But this was due to the high motivation/enthusiasm peculiar to those years and conditions!"

In another interview, another informant, a Dean, typically says, "The MONE agreed to this [meaning the 1982 reorganization] so reluctantly. Actually it was kind of it did not have any other choice then!"

The interviewees at the Faculties argue the reason for the MONE's actual dissatisfaction with the new structure was that, with the previous structure, the MONE had the power to adjust the demand and supply balance since it used to develop its own teachers for its own schools. This was reflected on the power to match the teacher qualities, and thus the teacher education programs, with the MONE school programs and control over the entry into the profession.

The control over entry to the profession is depicted as an asset of the previous model in the following quotation from another Dean:

> The highest achieving graduates of the high schools would be accepted to the Gazi Education Institute (for secondary school teaching). The highest achieving graduates of the Teacher Schools would be accepted to the Higher Teacher Schools. I am a graduate of a Higher Teacher School and I entered this profession as my first choice in the university entrance exam, just like all my motivated colleagues that time [meaning the early-1960's].

Finally, the MONE used to have control over the teacher education processes as part of the National Education policies of the State authority. This power was

especially important in philosophical and affective value of the profession in engineering and implementing the National policies.

On the other hand, the interviewees that are presently teacher education decision makers at the MONE shared the other informants' ideas about these advantages of the previous structure, but highlighted that they prefer teacher education to be an academic discipline, as long as there is effective coordination between the universities, the HEC and the MONE.

4.1.4.3 Inadequate Human Resources

One of the most highlighted problems of the 1982 reorganization by all the informants was that no plans were designed or no provisions were made as to the development of adequate human resources to carry out teacher education programs at university context. Furthermore, the majority of the experienced MONE trainers (former ones) were lost during the reorganization as they did not fulfill the academic tenure requirements until a set time period, which meant a substantial loss of former experience and tradition.

The following quotation from a senior Dean is indicative of this loss, as well as the failure of this reorganization in developing a 'new model' with a clear mission, content and procedure: "If you had asked me to define Education Faculties, I would have said 'emptied' former Teacher Education Institutes under a new label: 'Education Faculties'."

The Education Faculties were mostly staffed with instructors from the Arts & Sciences Departments of universities as there was a scarcity of teaching staff who did post-graduate studies in the discipline. A former Dean typically reports: "those who did not get the chance for permanent positions in Arts & Sciences Faculties could easily get tenure at Education Faculties." This situation would result in further problems in program decisions and the quality of instruction at Education Faculties.

This academic staff with Arts & Sciences background fulfilling tenure requirements easily moved up to the administrative positions at the Education Faculties. They moved up to Deanship positions and had major effects on 'disorientation' of the programs. In other terms, program decisions at Education Faculties were not made through an 'educationist' perspective.

As illustrated by a Dean: "Some Deans had 'agricultural studies' background. Therefore, there was not a true ownership of the discipline. The administrators naturally did not have a relevant mission and vision for these Faculties."

Figure 7 on the next page illustrates the hitherto presented findings on the Education Faculties' confusion in the new University context and accumulation of the inherited anomalies during the closedness or 'stability' period from 1982 to the early- 1990's.

As presented in Figure 7, the initial anomalies inherited from the 1982 restructuring built up over the period until 1998. The period until the mid-1990's is marked by 'closedness' or a unique type of 'stability' in that the system closed up into itself ignoring its malfunction. It cannot be defined as true stability in that instability was continuous but the system was incapable of self-inquiry, and bifurcation.

The period between 1982 and early-1990's could be interpreted in terms of Woodward's (1994) juxtaposition of the old and the new approaches to change. Woodward symbolizes the current normative systems as a box and change as arrows enclosed in it. The change in 1982 could be analogous to the attempt of enclosing the system into a box the limits of which are not in line with alterations and dynamics of the process enclosed in it. More specifically, Woodward argues the attempt for change in organizations that do not take into account the human dimension, but that only deals with the design and procedures does not meet the new demands for change and create aimless and erratic behavior, anxiety and loss of identity. Within this context, the 'human' dimension of the initial conditions of the 1982 restructuring was at the very root of the further identity problems and malfunctions experienced during this period. The teacher education system was closed up into the higher education system, which already was having serious adjustment problems with the new structure it was transferred into, disconnecting its tradition/past and not defining its new identity and visions effectively.

Figure 7
The Education Faculties' Position in the University Context

Initial Anomalies inherited from the 1982 restructuring

Resistance from universities to the new HEC model:
Controversies on academic freedom & autonomy

-*Identity Confusion in the new university context: trainers or scientists?*

-*Inadequate Human Resources*

-*The MONE's Confusion about its Role*

BUILD-UP/ACCUMULATION

EDUCATION FACULTIES' ISOLATION WITHIN UNIVERSITIES: trying to prove 'self'

no academic tradition, experience, readiness

not welcomed by the universities

Perceived as extra financial burden

Universities already having adjustment problems

Universities having no experience, tradition or readiness in TE

FURTHER DEPARTURE from its 'REASON FOR BEING': *THEORY ORIENTATION*

Staffing of Education Faculties with Instructors from the Arts & Sciences Faculties
&
Further Departure from the MONE: MONE's loss of control

1982 ——————————————————————— Early
1990's

CLOSEDNESS/STABILITY

145

4.2   Reasons for the Anomalies That Led to the 1998 Restructuring

The cumulative effects of the ignorance of the anomalies created by the 1982 reform and the stability period that followed it, as drawn from the interviews and the documents, could be grouped under two major headings: cumulative effects as program anomalies and cumulative effects as administrative anomalies.

4.2.1   Program Anomalies

The major problems related to the programs of Education Faculties ignored during the stability period after the 1982 reform could be summarized under these interrelated themes: programs created according to faculty background, lack of standards in 'practice dimension of the programs across the universities, lack of 'special instructional methods.'

First, the programs were created according to instructors' (mostly from Arts & Sciences Departments) background. More specifically, as almost all the Faculty informants and the HEC informant conclude courses were opened according to the expertise (doctoral dissertation topics) of the instructors, whether or not these subjects were relevant to the needs or goals. As a department chair in a senior Education Faculty describes this disorder:

> You need standards in an education program! If you go like 'I had researched this issue in my dissertation, so let me teach it as a course', you cannot sort the disorder out! This is what the HEC discovered in the early 1990's.

This condition led into problems in theory-practice balance in programs, duplication of Arts & Sciences programs in Education Faculties, lack of standards across the programs of different universities, lack of internal integrity and coherence within programs, and finally, mismatch between these programs and the MONE school programs.

In the programs, pure field knowledge dominated teaching skills and knowledge and Arts & Sciences programs, along with their research studies, were duplicated in Education Faculties programs in time. The imbalance in programs in favor of theory was experienced even in pedagogical formation and teaching methods courses, and teaching practice at schools was insufficient or almost

irrelevant within the whole curriculum. The present Dean of a senior Education Faculty explains:

> Universities did teacher education more theoretically. They gave sound field knowledge but could not meaningfully integrate or emphasize the teaching skills courses into it. Even these skills were given theoretically in most cases, without a relevant practice at schools. The 1982 model, for a long time, did not effectively cooperate with schools.

The duplication of Arts & Sciences programs was highlighted by all the informants at the Faculties, the informant at the HEC, and the MONE informants and documents as an effect of the instructors' profile in Education Faculties and a cause of further confusion about the role/identity of these Faculties in the academic context. The quotation below is illustrative of this problem:

> Now [after the 1998 restructuring] a student at Elementary Mathematics Education department knows much less Maths than another student at the Maths department. This is appropriate for the goals of the Education Faculty because here 'teaching' mathematics is naturally more important than pure mathematics knowledge. This was achieved through the 1998 restructuring. Before 1998, the content of the Mathematics Education program was the same as that of the Mathematics department at the Arts & Sciences Faculty, because the instructor was basically from that Faculty. How was he supposed to possibly teach 'special instructional methods for Mathematics'?

Furthermore, the financial resources of Education Faculties were mainly used for research studies related to pure sciences. In most cases, science labs were established in Education Faculties for such research activities.

The result of this problem was a complete decentralization or lack of standards across the programs of Education Faculties. The informants from the MONE General Directorate of Teacher Education complain the output (meaning graduates) from each Education Faculty were equipped with different skills and knowledge. The credit course accomplished and the courses taken were all different but the MONE employed them to its schools with a standard program. This situation naturally created problems on the employer's side. Furthermore, the other informants also shared these arguments about the programs of the period. An informant that was an assistant dean during the 1998 restructuring describes this; "Each department had the freedom to offer any courses they chose. This was not autonomy, but indeed irrelevance!"

Next, too much specialization and differentiation in faculty background reflected on programs as lack of integrity and coherence in content and procedures, and thus, lack of transfer of knowledge within programs. As an informant reports this specialization was prevalent to such an extent that it made the programs irrelevant and horizontally incoherent. There were courses like "Psychopathology" in some Classroom Teaching Departments, or a specific course on "Vertebrata" (a specific class of animals) in the Biology Teaching Department. These specific topics were taught in-depth as a one semester course. A present Dean explains:

> It was not like Music Education or Arts Education, but like we were educating musicians or artists at Fine Arts. The courses had no focus on 'teaching' of these topics. The programs became so differentiated in time; completely irrelevant to teaching or education. Nobody cared about the unity across the whole program!

This situation directly created a mismatch between the teacher education programs and the MONE school programs. Too much academic/theoretical knowledge and lack of standards and integrity in programs isolated Education Faculties from their client and employer - the MONE schools as there was a severe mismatch between the MONE recruitment criteria/expectations and Education Faculties' graduates. The MONE informants call this a "break up." They claim the universities did not ask or care about the MONE's expectations. They acted separately; the two sides ignored each other in time. A present Dean similarly explains, "The necessary coordination between the HEC, the MONE and the universities was not established with the 1982 reorganization. The universities did not think of designing their programs in line with the MONE's requirements because they are autonomous institutions."

Finally, lack of standards in teaching practice activities and procedures, and lack of 'special instructional methods' that distinguish Education Faculties from Arts and Sciences Faculties were the other major anomalies of the programs. Each Faculty had different emphasis on teaching practice with a variety of time allocated and procedures used. Moreover, that teaching practice courses did not serve their purposes was highlighted by the informants because there was a complete isolation between subject knowledge and pedagogical knowledge, as well as pedagogical knowledge and skills. This was also due to the instructor profile in Education

Faculties. Two different sources of academic staff were Arts and Sciences Faculties - reflected as pure subject knowledge orientation - and Educational Sciences Departments - reflected as isolated pedagogical knowledge and skills without a subject content. Therefore, there was no bridging or transfer of knowledge and skills between the two. However, 'subject specific instructional methods' needed peculiar emphasis in the programs of the Education Faculties with its specifically trained teaching staff and relevant research studies.

Other related practical effects of these anomalies in programs were in two groups. Teacher Education for Basic Education (K-8), for which the demand was actually the highest, was ignored in the programs. Education Faculties produced teachers for mainly high schools and excess graduates on these subjects were recruited as classroom teachers or 6-8 teachers. Besides, the undergraduate programs on Educational Sciences were irrelevant in such a context for three reasons: The scope/focus of these undergraduate programs was too narrow for undergraduate level. These subjects were more appropriate for post-graduate level as they are more appropriate as 'expertise' on top of an undergraduate subject. Second, these programs were considered ineffective use of resources - both human and physical. Finally, they contributed to the anomalies of the programs by helping disconnect or compartmentalize subject knowledge and pedagogical knowledge.

Figure 8 on the next page summarizes the cumulative program anomalies from 1982 to 1998 indicating the system's malfunction: the mismatch between the nature of the programs and the system's purposes.

These program anomalies created as cumulative effects due to the initial conditions depict a chaotic process in line with the relevant literature. Especially the concept of 'nonproportionality' and 'positive feedback' for fluctuations to occur (see Cutright, 1999; and Çambel, 1993) are directly related to the cumulative program anomalies described in this section.

1- *No Standards & No Relevance* to Students' Needs/ Irrelevance to the MONE School Programs

a

Created According to Instructor Background (mostly from Arts and Sciences Faculties)

b

duplication of Arts & Sciences programs: pure subject knowledge

too much specialization and differentiation in instructor background reflected onto the programs

lack of internal integrity & coherence within and across the Faculties

Imbalance Between Theory & Practice:Teaching Skills and Knowledge Overridden by Subject Knowledge & Theory

teaching practice insufficient, ineffective and variant across the Faculties

lack of transfer of knowledge

2- Financial Resources Being Used for *Subject Knowledge Research*

3- Teacher Education for *K-8*, for Which the Demand is Highest, *Ignored*

4- *Irrelevant Undergraduate Programs* on Educational Sciences

too narrow scope/focus

ineffective use of resources (both human & physical)

contribution to the anomalies in programs by helping disconnect subject knowledge and pedagogical knowledge
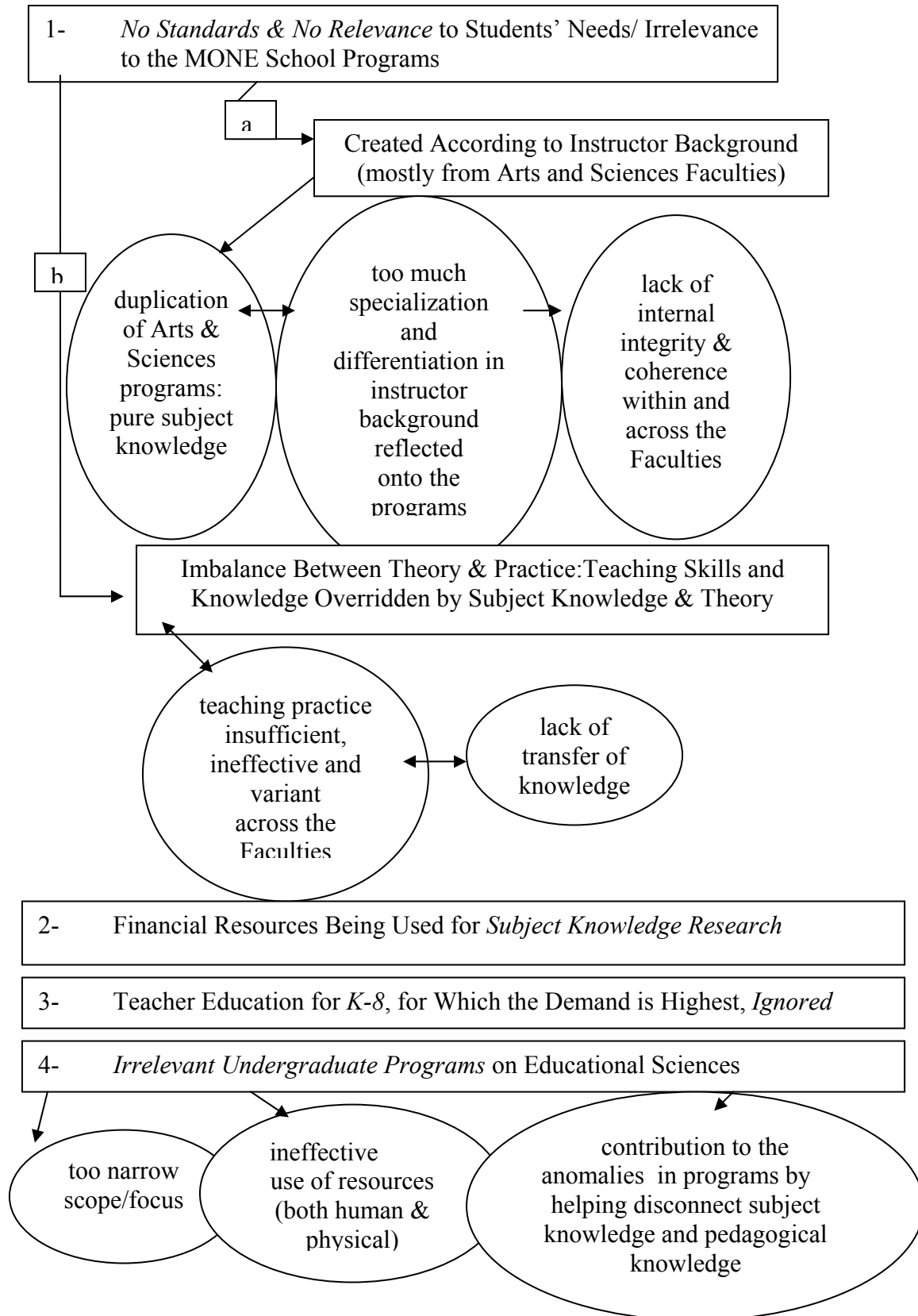
Figure 8
Program Anomalies from 1982 to 1998

The dynamic complexity as presented in program issues depicts loops rather than simple linear logic. The isolation – lack of governance -and lack of identity as initial conditions, presented earlier, were reflected onto the program issues as further anomalies and random behavior that created further isolation and identity crisis. Similar to Cutright's (1999) arguments about chaotic systems, the behavior – in program matters in this context – fed back upon itself resulting in modification of patterns in the whole system. Further, similar to Çambel's (1993) assumptions on chaos and complexity, the causes and effects of the events that the system experienced were not proportional as different parts of the system were linked and affected each other in a synergistic manner. More specifically, the human resources profile, the program qualities, and the irrelevance of behavior or absence of aims were all interconnected to affect one another in different directions, the causes and effects being intertwined. The administrative anomalies presented in the next part were also embedded in this complexity.

4.2.2 Cumulative Effects as Administrative Anomalies

The major source of the anomalies of the period between the 1982 reorganization and the 1998 restructuring, which were ignored until the early-1990's, as all the informants reported, was the lack of effective coordination and communication between the MONE, the HEC and the universities. This resulted in ineffective planning for demand and supply, and thus, erosion in the entry criteria to the profession. There was no common vision or understanding generated by these three parties involved in Teacher Education affairs as to the quantity and quality. More specifically, as both the MONE and Faculty informants argue, this was due to universities' indifference to the MONE's status or role. A Dean said, "The HEC did not take the MONE seriously!"

Meanwhile, the MONE's introversion, as depicted earlier, was further increased in that the institution could not catch up with or get tuned to the scientific knowledge at universities. More specifically, as a present Dean, a senior teacher educator, argued:

> Another problem that made this coordination more difficult was that at MONE there were no experts that could transfer the scientific knowledge

created at universities to practice at schools. And this limitation still prevails at the MONE.

On the other hand, the informants at the Faculties suggest the HEC did not fulfill its duties on the strategic planning and supervision of teacher education affairs either. These informants believe the HEC was supposed to supervise and ensure the fine tuning of the affairs both quality and quantity wise. It was supposed to be the function of the HEC to effectively plan and supervise the higher education, including the teacher education, in line with the demands of the job market. However, the HEC had an indifferent "laissez faire" attitude to teacher education affairs. A present Dean's comments are relevant in this context:

> I am in favor of an authority like the HEC but unfortunately it did not own the teacher education affairs at universities for years! As a decision making authority the HEC did not do its job properly. There are arguments that the presence of the HEC damaged academic autonomy, but I do not agree with it. On the contrary, it could not manage to be an authority anyway to do such damage! This is for teacher education affairs, by the way.

However, the informants at both the Faculties and the MONE conclude the problems of Education Faculties were not well represented at the HEC for a long time anyway.

The result of this lack of communication and coordination was the imbalance in demand-supply which could lead into erosion in the entry criteria to the profession. There was more demand than supply in the subjects of K-8, especially in Classroom Teaching, but excess graduates on some other subjects that were not demanded by the MONE schools. An informant at the Middle East Public Administration Institute illustrates:

> As the subject areas were broken into pieces during the Education Faculties structuring process, some time later they realized that they do not have 'science' teachers for 6-8 grades but a lot of Physics, Biology and Chemistry teachers....Similarly, German Language Teaching departments went on getting students but their graduates could not find jobs at the MONE schools, they were redundant. On the other hand, the demand for English Language teachers was high but the quota of these departments was too limited.

The solution to the shortage of teachers in these fields was shortcuts to the system through certificate programs. The informants report ten thousands of any

university graduates attending the certification programs at Education Faculties were assigned as teachers. These programs were 2-3 month long and the quality of instruction was severely low, in most cases. Yıldırım and Ok (2002, p. 10) report, "Although accurate statistics are not available on the teachers trained in these ACPs (Alternative Certification Programs) and the teachers hired through these programs, it is estimated that 30% of all secondary school teachers hired between 1980 and 1996 were trained in the ACPs." The ACPs for Classroom Teachers would peak in the mid-1990's due to some political decisions – a new law encouraging early retirement and turning 2-year Teacher Schools to 4-year Faculties - that made classroom teacher shortage even more drastic.

Nearly all the informants, 18, at the Faculties report certificate programs turned into monetary interests for the Faculties than academic interests in time. This was called the "abuse" of the system. A present Dean complains:

> … University, for example, used to offer certificate courses to 3,000-4,000 candidates in one round. This was a major source of income for them. While they were not able to improve their own teaching standards, they used to invest their effort and time in these courses for material purposes.

Certificate programs, in this respect, were considered harmful for the social respectability of the profession, attracting mostly the least motivated and disoriented crowds of students.

Figure 9 on the next page illustrates the findings related to administrative anomalies presented up to this point. As presented in the figure, the major source of the administrative anomalies from 1982 to 1998 was the lack of common vision as to the quantity and quality in teacher education affairs, which resulted in erosion in the entry criteria to the profession, and therefore, erosion in the social respectability of the profession. More explicitly, the teaching profession, as Altan (1998) suggested, was in a "sorry state" (p. 417); it was in danger of losing its quality as a 'profession' as teacher education failed to establish its "'field of vision' made up of concepts that spread so effectively throughout the organizations that nobody can avoid them" (Altan, 1998, p. 416) and failed to establish a 'body of knowledge' – curriculum – with its standards and requirements for teaching to be recognized as a profession.

The MONE's *Introversion* & *Departure* from the TE affairs

Education Faculties' *Indifference to the MONE*

Lack of Effective Coordination and Comunication between the MONE, the HEC and the Education Faculties

No common vision as to the quantity or quality in TE affairs

The HEC's Indifference to TE affairs: 'laissez-faire' attitude'

Ineffective planning for demand and supply

more demand than supply in some subjects:especially K-8
.political decisions further increased the imbalance

the problems of TE not well represented at the HEC

erosion in the entry criteria to the profession

Certificate programs turning İnto monetary interests for some Education Faculties: 'abuse' of the erosion

Shortcuts through low quality certificate programs (ACPs): drastic numbers

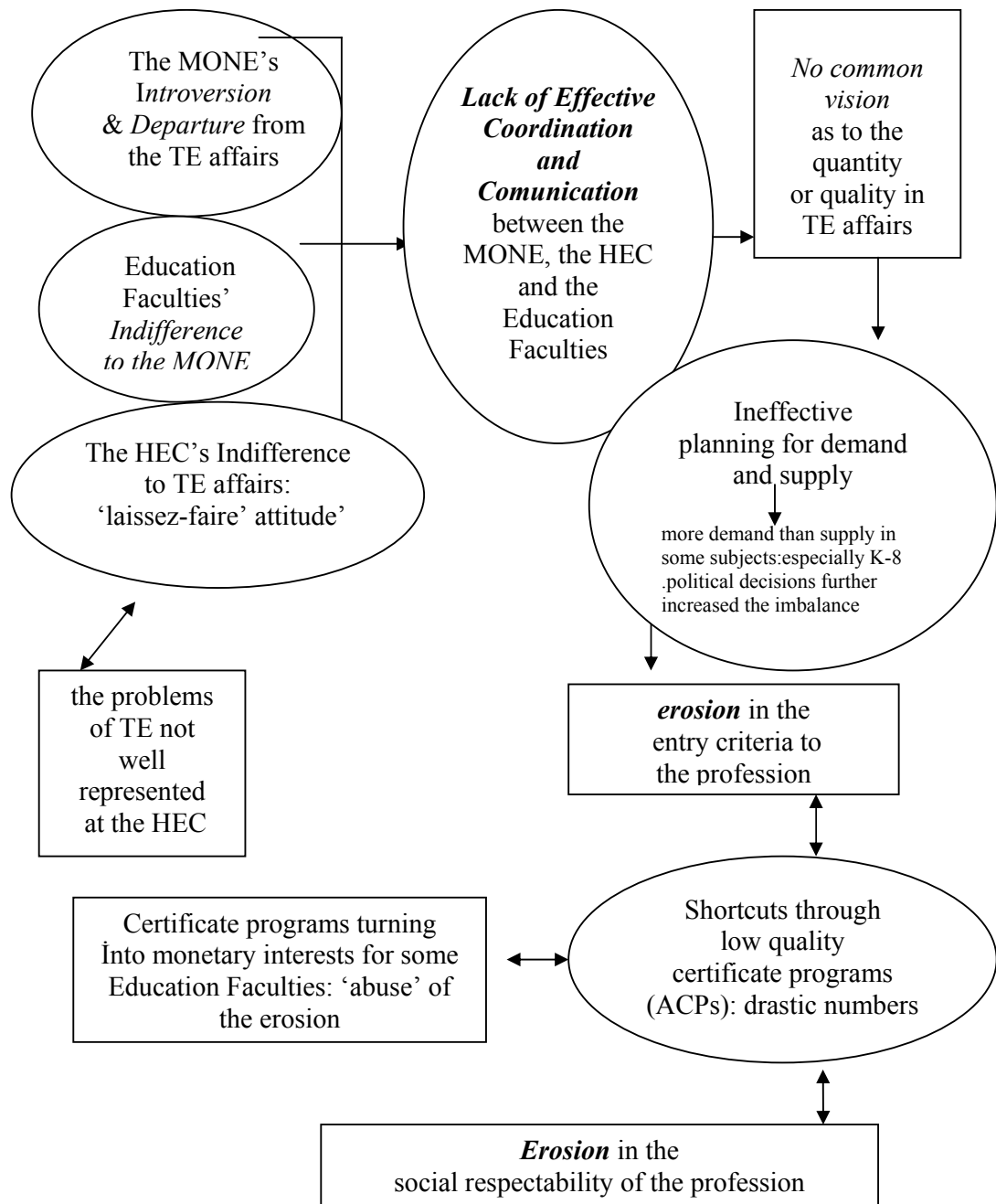*Erosion* in the social respectability of the profession

Figure 9
Administrative Anomalies from 1982 to 1998

As presented above, this period until the early-1990's was marked by a total lack of communication and vision – indifference of the system components of each other – similar to the assumptions of the chaos theory related to stability and closedness (see Cutright, 1999; Morgan, 1997; and Smith, 1997) before the turmoil

and bifurcation started. Similarly, Levy (1986) defines this period as 'decline' stage of the 'cycle of second-order change' involving denial, avoidance, resistance and procrastination.

4.2.3 Why a Prolonged Closedness or Delayed Restructuring

All the informants regard the internal dynamics/anomalies discussed in the previous sections, related to both programs and administration, as inherently the cause of this prolonged system ignorance or closedness. In other terms, the system already lacked capacity for self-inquiry until the 1990's when triggering events - both internal and external - were coupled with the peak of malfunction.

However, as the informants pointed, some other factors helped this delay. First, almost half of the informants argue there is a mismatch between the pace of external developments or change and the pace of development and change in educational affairs in Turkey in general. This is called the "lethargy" of the system. This lethargy is caused by the hierarchical or bureaucratic structure of educational decision making organizations in which vertical and horizontal information and feedback channels do not work towards a natural bottom-up change. Hierarchical power or authority is the change agent. However, the hierarchical authorities or decision makers are usually not from the field of education; i.e., the Ministers of Education or the HEC decision makers. Moreover, as argued by some informants, it is difficult even for the decision makers to initiate change efforts because there is too much controversy in educational affairs in Turkey. This is defined as the "fear of creating political controversy or opposition" by the informants. This finding is in line with Staw's (1982) discussions on the counter-forces to change. Staw presents these counter-forces as 'commitment forces' that bind individuals to their actions, choices and routine. In this context, Staw elaborates people may resist to changes through an internal justification process to protect their self images and norms of consistency, which is also an important aspect of political leadership. Therefore, as in our case as public issues and change processes are mainly a matter of political leadership but not that of the public and organizations, and due to the hierarchical and bureaucratic structure of public organizations, change is either resisted, procrastinated or launched for political reasons.

These findings related to the procrastination of the 1998 restructuring are also in line with the literature on teacher education reform and modernization efforts in developing countries. As presented earlier in the examples of Namibia (Dahlström, 1999), Zambia (Musonda, 1999), Brazil (Lüdke and Moreira, 1999) and China (Li, 1999) teacher education reform is perceived and used as a central instrument of socio-political reform efforts contextualized within governmental shifts.

Next, all the informants at the Faculties highlighted there was and there is no institutionalized formative evaluation mechanism within the system and no substantial system evaluation research at Education Faculties. Finally, some informants maintain, our culture is not oriented towards the empowerment of individuals for creating and implementing change. In this context, a former assistant Dean claimed:

> Apparently the 1982 reorganization would not function properly. However, although people experienced the malfunction there was not an organized attempt to raise the problems. This is due to our nature. Instead of using mistakes for development, we cling on them; we preserve even our mistakes. This was the major obstacle in those years I believe. Our attitude is like waiting for 'somebody' to come over and do reforms for us!

4.2.4 Pre- 1998 Restructuring: Chaotic Disorder

The 1990's (until the 1998 restructuring) were described as the period when the system dynamics were shattered. More explicitly, these were the years when the hitherto mentioned cumulative effects on the model coupled with internal and external shocks to raise awareness about the malfunctions and to create change in the relationship patterns within the model. The informants from all the components of the system describe the feelings related to this pre-restructuring phase as the feeling of being "lost." A present Dean remembers: "It was like 'bindik bir alamete gidiyoruz kıyamete!' [A Turkish proverb meaning 'we are on our way to the unknown, we cannot help it as we lost our common sense/control!']"

Another informant, a former Dean, described the effects of the triggering events of this period as follows:

> The output [meaning the graduates of the Education Faculties] became 'questionable'! These were the final effects that created an 'overflow'

[meaning the tolerance limit was exceeded]. Then the idea of 'revision' was brought up. This is a general problem in our country. We do not react until the point of 'outburst.'

In other terms, the real mission or 'reason for being' of teacher education was forgotten. The system was not serving its purposes. Moreover, there was no negative feedback or initiative to fight against the anomalies top-down or bottom-up. An informant from the MONE significantly describes the accumulation of the events along the years. He believes, "the years between 1975 and 1995 are to be examined as a continuum. The period as a whole is critical in the sense that these were the years of depression and difficulty for teacher education which was unable to find its solutions."

These findings related to the period from the early-1990's to 1998 are directly related to the concept of chaotic turbulence in the relevant literature. The feeling of being lost and absence of predictability created changes in the relationship between the components of the system and fluctuations that woke the system up (see Cutright, 1999; Prigogine and Stengers, 1984; and Thiétart and Forgues, 1995). Specifically, the second quotation above, the one from a former Dean describes the fluctuation or self-inquiry created by an 'overflow', exceeding a tolerance limit for the accumulated effects. Prigogine and Stengers (1984) elaborate that at equilibrium stage components of the system are ignorant of each other, but when we get closer to bifurcation points fluctuations in the system get extraordinarily high 'waking' the components up. Thiétart and Forgues (1995) argue there is absence of predictability or impossibility of forecasting at the chaotic turbulence stage.

4.2.4.1 Internal Triggering Events

In the early-1990's some political decisions further increased the mismatch between the demand and supply for Classroom Teachers. The alarming shortage of classroom teachers in the years that followed – the mid-1990's - was tried to be combated with extensive certificate programs even which failed to meet the high demand.

In 1990, two-year Classroom Teaching programs were turned into four year undergraduate programs, which resulted in these programs not graduating any teachers for two years. Moreover, in the early-1990's the government had a new retirement policy that encouraged early retirement of a substantial number of teachers. "The MOE [MONE] hired fewer classroom teachers than the demand in schools between 1991 and 1995 and the gap gradually increased. The less developed regions and the villages suffered most from lack of teachers" (Yıldırım and Ok, 2002, p. 266).

Moreover, Yıldırım and Ok report the need for classroom teachers in 1996 was announced as 60,000, however, 4,000 classroom teacher candidates were graduated each year. Eventually, even the ACPs did not help meet the demand and in the years 1996 and 1997 the MONE employed 40,392 any university graduate without any teaching certificate.

The informants at the Faculties highlight these decisions, especially the decision of turning 2-year Schools into 4-year Faculties, were not made by experts through any kind of planning or consultation. They were defined as political decisions which made teacher shortage more by both decreasing the student number and causing the new Faculties not to offer any teacher candidates for two years. An informant at Middle East Public Administration Institute argued:

> Without any consideration of the demand, they just 'made' these Schools 4 year Faculties. They did not think or plan how the content (for 4 year period) would be developed or reorganized....So what happened? These Schools became Education Faculties but Classroom Teaching Departments were only one of a number of departments in these new Faculties. What I mean is, it was an interesting transformation in that, for example, Kastamonu Teacher School used to graduate 200 students but it started to receive even fewer students after becoming a Faculty because it had to offer the other relevant programs as an Education Faculty. So the change did not take the demand into consideration but only changed the supply!

The informants at both the Faculties and the MONE highlight the act of hiring any university graduate as classroom teachers was the system's 'self-denial' and created a shock effect on the participants, especially the teacher educators and the MONE schools.

The MONE and Board of Education informants as well as the HEC informant and 14 of the Faculty informants agree the mid-1990's were marked by an awareness of a need for substantial change. The process was mainly initiated by the MONE's attempts in Teacher Education meetings organized by it. The model's malfunction, however, was mainly emphasized in terms of the gap between demand and supply that derived from a lack of coordination between the parties. The MONE was making projections for the need for teachers. The first Teacher Education meeting was held in 1992 in Erzurum with the participation of the Deans of Education Faculties, the MONE officials and the representatives of the Arts and Sciences Faculties. The next one was held in İstanbul, followed by the one in Ankara in 1995. These were perceived as an indication of a need for collaboration and a shared understanding among the parties involved in teacher education. However, the majority of these informants wanted to emphasize that although these meetings were effective in theory, no alternative model was proposed for action. The practical problems were raised by the MONE representatives as well as the instructors at the Faculties without any comprehensive suggestions as solutions. An informant typically calls these meetings as "havanda su dövme" (a Turkish proverb meaning "fruitless efforts"). 'Teacher effectiveness' and the need for 'insitutionalized coordination' were the major themes of these meetings (Öğretmen Yetiştirme Toplantısı, 1993). On the other hand, in 1990 with a US$ 177.2 million loan (US$ 90.2 million from the World Bank and US$ 87 million from the Turkish Government), the Development of National Education Project was agreed on (Aktan, 1998). US$23 million of the US$117 million loan was spared to HEC later on to revise and improve pre-service teacher education curricula and textbooks in certain subjects, to purchase certain equipments for the Faculties of Education faculty, and to provide for fellowships for researchers from Colleges of Education to do post graduate studies abroad. Therefore, the MONE project 'Development of National Education' was already on in the mid 1990s to facilitate further restructuring. The informants perceive this project as an integral component of the 1998 restructuring and the relevant phase of self-inquiry and the need for a substantial change that preceded it.

In other terms, the project stemmed from an awareness of a need for substantial change in the early-1990's. The agreement for the project was made in 1992 but it was launched in 1994. The major foci of the project was the development of National Education at the beginning; however, the redesign of the teacher education programs - with emphasis on integration of 'special instructional methods' into content knowledge and the 'practice' dimension of the programs - and standardization of teacher education programs and processes across the Education Faculties became an additional issue of the project, later on. These developments in Teacher Education programs were directly related to the issues discussed or raised at the MONE's Teacher Education meetings, as revealed by these document analysis. To illustrate, the decisions taken at the 1993 meeting had emphasis on the need for more and more effective 'teaching practice' processes in programs and the need for emphasis on 'special instructional methods' as a distinctive quality of Education Faculties compared to Arts and Sciences Faculties. In this respect, almost half of the informants, 11 out of 28, described the program redesign processes of the MONE Development Project as effective in active participation of Faculties in decision making. Committees with a wide representation of different Faculties worked on redesigning teacher education programs and faculty-school collaboration component of the programs. A decision maker at the MONE describes the process as follows:

> The restructuring that started before 1998 with the MONE Development Project was a collaborative process with the involvement of HEC and the MONE. The project was delayed for a time but was activated by the change in decision makers. The decisions were taken democratically with representatives from all the Education Faculties on program matters. Similarly, school-faculty collaboration work was carried out through such participation. This issue was raised as a dominant problem in our Teacher Education meeting in 1992. Therefore, the MONE Development project had great consideration of the issue. A special commission, again consisting Faculty representatives and the MONE administrators, worked on the guidelines of this collaboration. We defined the roles and responsibilities of all the parties - student teachers, Faculty instructors, school teachers and administrators - involved in faculty-school collaboration processes.

The common descriptors used by the MONE and HEC informants describing the process were: "participative", "bottom-up", and "self-organizationary" in the sense that the events or processes naturally coupled and followed one another to

lead into the 1998 restructuring. More explicitly, the loan from the World Bank initiated the MONE project that was coupled with the Teacher Education component which later turned into a major emphasis with the emergence of new components: fellowship loans for post graduate studies in line with the new developments in teacher education programs; institutionalization of the faculty-school collaboration; and standardization and accreditation of the curricula.

Another important change in the internal dynamics was the change in decision makers. All the informants, both with negative and positive attitudes, highlighted this as the most critical dynamic that triggered the change process towards the 1998 restructuring. The majority of the informants at Faculties and all the MONE informants agreed that the decision makers at both the MONE and the HEC having similar perceptions and visions increased the interaction and self-organization in the 1990's. The following quotation from a present Dean is illustrative of this harmony: "1998 restructuring stemmed from the highest level harmony between the MONE and the HEC in all their common history." Another informant, a decision-maker at the MONE, similarly describes: "In the mid-1990's I observed the existence of a very effective communication between the HEC and the MONE."

All the informants at the MONE and 16 of the informants at the Faculties conclude this communication between the decision makers at the two institutions was a great opportunity. They describe the right people were in charge at the right time; the decision makers had an important role in the change efforts, otherwise the restructuring would be delayed until an unknown time in the future. The major descriptors the informants used about the role of decision makers were: "decisiveness" or "persistence", "communication" and "experience." More explicitly, the informants observe the key decision makers at the MONE and the HEC were convinced about the changes that had to take place and were persistent in their deeds. Moreover, they had a common vision and understanding of the phenomenon which was supported by their experience. The president of the HEC was oriented to the issue because an experienced educator was assigned a HEC board membership during the period. A present Dean significantly infers: "Even if

the loan [referring to the MONE Development project] had not been provided, a determined team like this would have triggered the reorganization. The loan was catalysis here." Another informant, an assistant Dean, similarly describes the role of the leaders:

> I see it as a 'lucky' period in that the HEC was fully supported by the Ministry and the government to take and implement decisions that had been expected for a long time. The thing is being aware of a need for change is not sufficient to actualize the change. In Turkey the biggest problem is people wait for 'somebody' to 'make' the change for them.

The finding related to the 'MONE Development of National Education Project' incorporating teacher education restructuring – and its turning into the major focus of the project later on – is related to Lichtenstein's (1997) elaborations on the threshold of order. Lichtenstein asserts "dynamically ordered systems in far-from-equilibrium conditions are non-linear; therefore, they are highly sensitive to certain influences. In some cases putting a huge amount of energy into these highly sensitive systems results in no change whatsoever; whereas in other cases one small action can be amplified dramatically to impact the entire organization" (p. 406) and defines this as 'non-proportional' phenomena. Further, the change of decision-makers as an internal triggering event is also discussed by Lichtenstein (1997) referring to Wingord as 'synchronity of finding new leaders', and referring to Torbert who emphasize "a single moment of vulnerability from one person as a catalyst to transformation of the entire group and the whole organization" (p. 406).

4.2.4.2 External Triggering Events: Economic and Political Instability

The years between 1994 and 1997 were turbulent in Turkey with a disturbingly hot agenda of social, political and economic unrest. The agenda of 1994 was marked by ongoing extensive strikes in the country along with a continuous devaluation of Turkish Lira against the US Dollar ending up with the shocking economic crisis in April in which the Turkish Lira devalued 38.9% overnight against the US Dollar (Özmen, 2003).

Economic and political or governmental securities were significantly shattered to bring about the proceeding political and social discontinuities. The results of the General Elections held on December 24th 1995 was indicative of the

insecurity in that none of the political parties had the sufficient majority of the votes to be given governmental authority by the president. Yet, the Welfare Party was the leading party amongst all ("Özveri çağrısı", 1996). On January 9th 1996, the duty to form a coalition government was assigned to the leader of the Welfare Party by the President. However, the disturbances created by the political de-stability were so intensive that even within the two weeks between December 25th and the January 9th there were numerous shocking events and clashes between the political ideologies represented by the political parties. The headlines from one of the most popular newspapers are indicative of this situation.

The following two headlines are noteworthy illustrating how the clash is reflected on the mass media:

> "The Algerian FIS Leader Haddam: We have similar programs to the Welfare Party" (Akıncı, 1996, p. 17)
> Tansu Çiller, the leader of the True Path Party, "This year is critical for the country to make a progress. Let's go forward, let's get integrated into Europe" (Akpınar, 1996, p. 19)

On January 4th 1996 the riots in Ümraniye Prison in İstanbul spreads to Bayrampaşa Prison in İstanbul and some other prisons in İzmir. In Hürriyet newspaper on January 7th, 1996 a headline reads "İsyanlarda 29 rehine" [29 hostages in the Riots] (p. 2). On January 10th, 1996 Özdemir Sabancı, one of the leading industrialists in Turkey, was assassinated. On January 11th, 1996, the gravity of the problems in prisons is reported referring to the riots in the following quotation from Hürriyet newspaper:

> In Bayrampaşa not the laws of the State but the laws of mafia are valid...A guardian tells the shocking nature of crimes in Bayrampaşa, "Bayrampaşa Prison is managed by a mafia that does hundreds of billion Turkish Lira business and has laws of its own...There is guerilla training in some dorms" ("Bayrampaşa cezaevinde", p. 9)

Another newspaper headline is indicative of the concern over a coalition with the Welfare Party: "German ZDF TV: If Welfare Party takes over the government, a military coup is inevitable" (Ergan, 1996, p. 25).

Eventually, on March 7th ANAYOL coalition government - Motherland Party and True Path Party both of which represent liberal right wing - was established after a long period of political negotiations between the parties, and

163

thus a long period of political uncertainty. Yet, within only two months in July 1996 the ANAYOL coalition broke up and REFAHYOL coalition government - Welfare Party and True Path Party - took over with the prime ministry of the leader of the Welfare Party.

The years that followed with the REFAHYOL government were marked by a more intensive turbulence in the socio-economic arena as indicated in the mass media and the informants within the scope of this study. More specifically, added to the governmental and economic discontinuity that preceded the period of REFAHYOL government, the period with the REFAHYOL government was intensive with the clash between the Turkish Republic's foundational principle of Secular Democracy and the threats to it as perceived and reported by the mass media and the informants in this study. In this context, the National Education system and the Divinity Schools were in the focus of this agenda.

The threats to the political system were heavily raised by the press during the REFAHYOL period. The quotations below from two sample newspapers in only two months - January and February 1997 - right before the eventual military note presented to the government on February 28th 1997 during the meeting of the National Security Council would help portray the social psychology of the period.

January 1997 agenda, as reflected in the newspapers, was full with shocking news about the religious orders in the country. One of these news was that the leaders of the major religious groups were invited to the Prime Minister's residence for dinner, "The Hodja's [referring to the Prime Minister, the leader of the Welfare Party] guests of honor" ("Hocanın 'özel' konukları" 1997, p. 22). Another sample headline reads, "There are 5,000 followers of 500 religious orders in Turkey" (Oğhan, 1997, p. 25).

February 1997 was intense with news about the shocking 'Kudüs Gecesi' (Jerusalem Night) event in Ankara. "Ankara Republic Office of the Attorney General and Ankara Court of State Security - Office of the Attorney General launched an investigation about the 'Jerusalem Night', organized by the Sincan Municipality (that belong to the Welfare Party), in which HAMAS and Hizbullah terror organizations were supported" ("Çifte soruşturma", 1997, p. 25). On the same day, another headline in Gündem newspaper runs, "Türkiye kaosa gidiyor"

[Turkey is heading for chaos] (1997, p. 24). Two days later a headline in Hürriyet newspaper reads, "Tank sesleri: Sincan, …" [Tanks in Sincan: Sincan was woken up yesterday morning by a transfer of 15 tanks and 20 carriers] (1997, p. 1).

The threatening events of the period would lead into the National Security Council to present a note to the government on February 28th 1997. The agenda of the National Security Council meeting and the recommendations listed for the government were mainly focused on the essence of the Turkish Republic as a democratic and constitutional secular political system and the threats to these basic principles of the Turkish Republic had to be combated ("Muhtıra gibi tavsiye", 1997, p. 19).

In a newspaper article the critical issues to be discussed at the National Security Council meeting were elaborated on as follows:

> The high tension between the Welfare Party and the society gave a historical quality to the National Security Council meeting to be held today. The President of the General Staff and the Generals of the Military Forces are expected to make speeches on secularism. Radical Islamism and illegal distribution of weapons problem will be discussed....A report on 'Radical Islamist Movements' will be presented to Necmettin Erbakan [then Prime Minister and the leader of the Welfare Party]. The events that increased the social tension, including the Sincan events and 'Kudüs Gecesi' will be focused on ("Tarihi MGK toplantısı", 1997, p. 6).

Similarly, another headline from the same newspaper reads, "Neither coup, nor Shari'a: The decision that 'Atatürk's principles and revolution cannot be conceded' was taken at the most critical National Security Council meeting of the Turkish Republic" (Sarıkaya and Akpınar, 1997, p. 24).

4.2.4.2.1 Teaching Profession and the National Education Under Threat

12 informants from both the Faculties and the MONE concluded that teaching profession and teacher education, as well as the young generation of the society, were the target of the threatening ideologies within this socio-political context of the period right before the 1998 restructuring. A former Assistant Dean, discussing the role of the political context that preceded the 1998 restructuring, suggests:

> That period demanded 'secular education.' With respect to the Education Faculties, you would see that anti-secular groups were highly interested in

165

these Faculties.... Although I have no evidence of it, I could conclude that the restructuring in National Education and Teacher Education may well be discussed at the National Security Council meeting or similar other political decision making groups.

As some of these informants suggested, the alternative certification programs made it possible for anybody to receive authorization for teaching and these teachers would teach at various private schools or programs with various ideologies.

Next, there was a tremendous increase in the number of religious schools (Divinity Schools and Qur'anic Schools) and programs which were used for the political interests of the threatening ideologies, as the informants reported. These religious schools; namely, Divinity Schools (Imam-Hatip High schools), had 6-12 grades and although they were vocational schools originally designed to train Islamic religion personnel, their programs allowed them to be eligible for university education in all fields. In other terms, their function of training religious leaders was overwhelmed by changes in their programs geared to the high competition among the high schools for university entrance examination. Moreover, the religious education that they received in these programs was more tuned to the interests of some political groups that threatened the secular and democratic political model, as the informants argued. In this context, as a former Dean maintains:

> Imam-Hatip high schools were almost as many as the regular schools. Did we need so many 'imams'? These schools were the backyards of some political groups. These children were brainwashed there in line with the anti-secular ideologies!

Similarly, another informant, an assistant Dean, argues:

> If you are clever enough, you should start with the young. Therefore, these young people were the target of those that were against the political system. This was a long-term investment for these groups. I mean if you want to change the system in a country, you need to start with education first!

In a newspaper article, the alarming increase in the number of religious schools was reported as follows:

> The figures are supportive of the warning that the National Security Council made: Shari'a education has peaked.... During the period until the NSC's warning to the government the number of students attending 'Kuran

Kursları' [private courses/programs designed for teaching the Holy Koran], most of which are not supervised, and those attending some schools of religious/charitable foundations that give radical Islamist education, has increased sharply.... The number of 'Imam-Hatip' high schools, in which 511,502 students are enrolled at the moment, with the recent drastic increase has reached 609, within this figure 36 Multi-Program, 2 Super, 107 Anatolian and 464 Regular Imam-Hatip schools are included. At the moment, Imam-Hatip secondary schools [6-8 grades] are 87% of all the vocational secondary schools and the percentage of the female students attending these religious schools has increased up to 20% of all the students enrolled in General Education schools, although these female students cannot be 'Imams' [religious leaders] (Kaplan, 1997, p. 1).

The ownership of the NSC decisions by the various social groups or organizations in the country to oppose the government's perceived resistance to these decisions is reflected in the following article; "Support with 6 million signatures: The leaders of the biggest workers and trades unions of Turkey - TESK, Türk-İş and DİSK -, with 6 million members altogether, have declared their full support to NSC decisions and claimed 'secular and democratic republic is under threat'" (Solak, 1997, p. 26).

The organic relation between the political and educational disorientation, or in other words the threats to the political foundations of the Turkish Republic as reflected in the educational affairs, as perceived and claimed by the various power groups in the country, was one of the important concerns raised on the February 28th event, as indicated in the following quotations from different newspapers:

The National Security Council principles for education: Those three items, related to the Educational Affairs, of the 18 item plan for the preservation of secular democracy presented at the NSC meeting are publicized now. The NSC advises the cabinet to take action against 'Koran Teaching Programs' and against those private schools opened by some radical Islamist foundations, as well as advising about 8 year Basic Education. ("Eğitime MGK ilkeleri", 1997, p. 24)

Three items of this 18 item recommendations to the government presented at the NSC meeting on 28th February 1997 were directly related to threats of the radical Islamist movements, organizations or attempts toward to the National Education, and the other 15 items were all related to such threats towards the secular structure of the Turkish Republic (see Turhan, 2001, pp. 423-425 for the full text of the NSC recommendations).

On the same day, in another newspaper article, "The Problem of Quality of Teachers" (Atalay, 1997, p. 1), the quality of Teacher Education programs was questioned. Two weeks after the NSC meeting another newspaper headline reports from the President: "Demirel: education reform is a must" (Ergin, 1997, p. 28). Right after the NSC meeting on February 28th, the Minister of Education in one of his public speeches announces the decision to implement the 8-year Basic Education model that was legislated a couple of decades earlier: "Mehmet Sağlam, the Minister of Education, explained the 'great transformation' in National Education after the NSC decisions... '8-year Basic Education law was enacted in 1973.... This year in September we may start implementing it'" (Zeren, 1997, p. 20).

The decision to launch 8-year Basic Education was perceived by all the informants of this study as both a matter of 'national security' to stop the ideologies threatening the political system and a matter of catching up with or 'attraction to' the Western secular political model and its interrelated standards. The informants agreeing on the meaningful relationship between the previously presented external dynamics of threat to the current political model, and the decision to launch 8-year Basic Education elaborated that during these critical years of disturbance there was an increased awareness that threats to the political model might endanger integration into the Western World. Moreover, it was perceived by the political authorities that better educational standards were required for better political standards. Attraction to Western ideals or European community standards was illustrated typically by a Dean as follows:

> We are never a locomotive, but always its railway car trying hard all the way not to break off! The Western Europeans are the locomotive and we are their car. If we had not done this [referring to the decision of implementing 8-year Basic Education] we would have definitely broken off. It would be like the education in Afghanistan or some other similar countries!

Another informant, a former assistant Dean, similarly describes the relation between the 8-year Basic Education decision and the European Community standards: "Among many other reasons behind the decision, integration into the EC and catching up with its educational standards as a long lived socially desired target was an obvious one which required the abolishment of the ideologies threatening this major target." Approximately one month after the NSC meeting

another newspaper article reports the establishment of a councelling board for Turkey's integration into the European Community. The article defines this new body as a significant move for the country towards its 150 year old dream (Çerçi, 1997, p. 7).

Within the same context, another informant, present Dean of a newly established Education Faculty, stresses the constructive significance of the social and political disturbances of the 1990's in terms of the developments that followed. More specifically, the informant pictures the process of "stabilization" versus "destabilization" within a continuum and argues destabilizations are essential or unavoidable for any political or social system for search of "self" and its "goals". In other terms, he maintains that systems recreate themselves or self-organize naturally by discovering own solutions or order out of periodical discontinuities marked by "self-inquiry." He contextualizes the 8-year Basic Education decision and the restructuring of Teacher Education which followed it within this framework of socio-political self-inquiry. The following quotation from his argumentation is illustrative of this understanding:

> These periods of unpredictability, I mean the periods of 'search out' have a unique dynamism. The stability is shattered by a sort of dynamism or agitation which sometimes even annihilates it altogether but definitely finds its own path! There was a prolonged resistance by stability to this natural change process, in all the matters in the country. It was too static! Actually the more the imposed resistance to change, the greater the shake up that proceeds is in all systems. To me, the drastic economic devaluation during the period may also be interpreted as a result of this long resistance and a significant indication of a need for a systemic change. What I mean is, waters would not clear up without being muddled first! This is a 'continuity' process. One of the major goals of the MONE is to develop a society that adopts a 'rational-scientific' framework or mindset. Nevertheless, we were not able to achieve this. A lot of educational institutes in many cases had a reverse process - going backwards from the target! The major self-inquiry of the period before the restructuring of the late 1990's was focused on this issue. We had to maintain these social and educational ideals. Otherwise, we would not be integrated into the world that we had targeted [referring to the European Community] anyway.

A former Dean interestingly interprets the loan from the World Bank for the MONE development project as an indication of the West worrying over the risk that Turkey might somehow break off from its attraction to them. He comments:

One should ask why this loan was not provided before. The timing of the events is so interestingly meaningful. The events of the 1990's in terms of this restructuring are linked to each other! The MONE project was launched with the major idea that we had to fine tune our national education standards with those of the world that we would like to be in. Interestingly, the attempts and enthusiasm for integration into the EC was accelerated in the 1990's but at the same time the radical Islamist movements were also accelerated as a threatening factor. 8-year Basic Education decision was taken within such a context. Our 'allies' gave full support to the MONE development project as well as the restructuring of Teacher Education partly because they wanted to maintain or reconsolidate our attraction to them!

These findings related to the external triggering events are in line with Morgan's (1997) arguments about the logic of chaos and complexity for organizational transformation that the organization and its environment are elements of the same interconnected whole; or more specifically, that the relations with the environment are internally defined – without boundaries – and a self-referenced loop of interaction where a single change in an element would be coupled with changes elsewhere to transform the system as a whole.

The discontinuities and threats in the socio-political arena were present in fractal form in the teacher education system, as well as the National Education system. Further, bifurcation in teacher education affairs – the restructuring decision – was coupled with socio-political self-inquiry and demand for change.

Within this context, the socio-political target of integration into the European Community being highly emphasized during this period of chaotic turbulence is directly related with the appearance or reemphasis of 'strange attractors' in stages of turmoil as proposed in chaos theory. Thiétart and Forgues (1995) maintain strange attractors are peculiar to the stage of chaotic turmoil in organizations: "islands of stability are likely to emerge in a sea of chaos. The islands are the strange attractors. It is admitted that the greater the dissipation, i.e. the greater the exchange of energy and resources with the environment, the faster the system tends toward its attractor" (p. 26).

4.3   Process of Decision-Making and Transformation

The process of 1998 restructuring dealt with in this part involves how the crisis was resolved, with separate inquiry into context of decision making feelings during transformation.

4.3.1 How the Networks Worked

All the informants highlighted that the 1998 restructuring in Teacher Education programs was designed and implemented by a network of top decision makers from the HEC, the MONE and some Education Faculties. The common perception amongst the informants was that the 1998 restructuring as part of the MONE development project was the first and only major restructuring attempt that was planned and carried out by 'educators' in the history of Teacher Education.

4.3.2   Participation and/or Competition?

The quality of the decision making network, as the decision makers had a common vision and understanding of the problems and solutions, was an asset for the decision making and implementation processes, as well as the content of the restructuring. However, as 17 of the Faculty informants put it, it was a top-down and centralized decision making process, although committees worked participatively creating curricular changes, which was discussed earlier. In this context, the informants' perceptions on the decision making approach or method could be grouped under two major categories. Especially about the changes in the structures of departments or programs at Education Faculties, the majority of informants claim it was not a democratic approach; Education Faculties were not consulted about the implications of such changes for their specific contexts or limitations, which created further anomalies and resistances in the implementation of the programs. On the other hand, some other informants argue, both the decision content and the decision making procedure were appropriate and effective. In other terms, the latter group of informants believe, as a present Dean typically puts it; "the committees decided what really had to be decided! No matter if the process was fully participative or not, the right decisions were taken at the right time!" and the centralized decision making facilitated the process. In this context, the

quotation below from a senior administrator at the MONE is representative of this perception:

> They [referring to the decision network] considered the expectations of the MONE better, compared to the previous change efforts, but what is questionable is whether they got feedback from the Education Faculties or not! The voices from the Faculties were raised as to this negligence. To me, democratic participation is valuable but it has some undesired consequences as well, like the process may be slowed down or hindered. I believe, especially in our cultural context it would not have worked so fast and smoothly. This was the dilemma of the decision making process during the restructuring.

Moreover, the HEC informant, all the MONE and Board of Education informants and 9 Faculty informants emphasize no alternative models to the one designed for the restructuring were proposed by the Education Faculties as there were no comprehensive system evaluation research studies carried out previously. Therefore, the opposition was in the form of diversified personal reactions, not a counteractive proposal. In this context, the following quotation from a Dean at an Education Faculty is illustrative:

> If some groups of Deans or teaching staff at Education Faculties had come up with any suggestion of an evaluation study to be coordinated by the HEC or to be used by the HEC in the restructuring, I am sure they would have been welcomed by the HEC or the decision making network.

Similarly, an active member of the decision network claims none of the concerns raised at the Deans' meeting during the transformation process were 'academic' concerns. More explicitly, the new model was presented for feedback and any academic critique of it curriculum wise was expected for further refinement and modifications, but the problems highlighted, if any, were mainly personal concerns or 'losses' related to the departmental changes designed. Another informant, a present Dean at a senior Education Faculty, describes the 'diversified' and 'personal'/'local' reactions to the model designed by the restructuring network:

> The alternative ideas were mainly in the form of individual perceptions. During the meetings, the feedback from the opposition was only reactive, not constructive. Furthermore, it was like the representative from Gazi University had a different opposition than the representative from the Hacettepe University or the Ankara University. What I mean is, there was a program proposed by the decision makers and a variety of 'reactions' to it!

And these reactions were also far from each other; quite individualistic and random ideas that were more focused on protecting the individual or local 'status quo'. These ideas did not have a scientific value, but were more like 'fears' that their departments might be closed down, their positions might be changed or the courses they offer might be abolished!

Finally, the universities or the Education Faculties were not able to initiate such a restructuring process anyway, as these informants put it, for two reasons. First, the teaching staff at the Education Faculties with their research interests was quite disoriented from the major mission of these Faculties. Next, the decentralization across the Education Faculties in terms of their programs and procedures did not help any liaison between them to carry out shared comprehensive research studies to propose alternative models for restructuring.

In the light of Tichy's (1981) analysis of sets of roles and networks in organizational decision-making, the 1998 restructuring network was both formal and informal in that the roles and responsibilities held were formally given but the decision to launch the restructuring was due to an informal proximity of the members of the network with their similar backgrounds, socialization and shared understanding. As reviewed earlier, Tichy (1981) asserts the binding properties that should be examined in analyzing organizational networks are transactional content and characteristics of links. Tichy defines the characteristics of links as reciprocity (symmetry or asymmetry in the flow of effect), multiplexity (the variety of roles that link people) and finally intensity (the frequency of interactions). Within this perspective, the 1998 restructuring network, as the data reveals, had high reciprocity, multiplexity and intensity qualities.

Next, the findings related to the process of decision-making in the 1998 restructuring relate to Pfeffer's (1981) 'rational choice model', among the four major paradigms of decision making. It was not 'political' because it did not involve opposition groups or bargaining; it cannot be defined as 'decision process model' because this model emphasizes randomness; and finally 'bureaucratic model' does not seem to be relevant either because it involves bounded rationality, narrow vision and short time span. The 'rational choice model' seems to be most relevant as it avoids randomness and uncertainty, and involves definition of goals and objectives and search for feasible alternatives.

4.3.3 Feelings during Transformation

The two major themes describing the feelings of the stakeholders during the transformation were discovered in the interviews. These were 'fear and strangeness' and 'obedience to authority.' However, the former theme was the mostly emphasized by the informants.

The fear was stressed especially in relation to the changes in the departmental structures and the relevant new programs to be offered. A former Dean typically tells, "In a memo of a few sentences they gave us the list of the programs that we were to offer in the following semester. We got scared at first; felt uneasy." Similarly, a present Dean, recalls; "it was so difficult for us to get adjusted to it both physically and psychologically. We had a tradition of 37 years in this discipline. This abrupt change created severe demotivation problems amongst our teaching staff. We had to offer some new courses in some new departments that we had no experience of before." On the other hand, one-third of the informants argued the feeling of obedience was also prevalent, which is interestingly depicted in the following quotation:

> We have a tradition/attitude like accepting any decision that comes down from the authority without questioning it. Therefore, when the HEC said 'these programs have to be implemented' the Faculties somehow put them into practice, even if they may not have agreed or shared the idea!

4.4 At Which Stage of the Curve the New System is Now

The achievements and problems of the new teacher education model created by the 1998 restructuring could be discussed in program and administrative dimensions.

4.4.1 Achievements in Program Dimension

The achievements of the new Teacher Education programs, as proposed by the informants, could be categorized into four major themes: better opportunities for professional skills development, more meaningful program content, and standardization of practices across the Education Faculties for increased quality of instruction, and increased professionalization.

First, all the informants, including the opposing group, emphasized that the new programs cater to more emphasis on the 'practice' dimension of Teacher Education. The duration and activities of teaching practice at schools have been improved to bring about more meaningful learning and better professional orientation for student teachers. In this context, the collaboration between schools and Faculties is enhanced and structured with a scheme contracted by the MONE and the HEC. Moreover, this structured emphasis on 'school experience' and 'teaching practice' has been standardized across the Education Faculties. The informants report the feedback received from the student teachers and the MONE schools about the effectiveness of the 'school experience' and 'teaching practice' activities is positive in that student teachers have better opportunities for hands-on experience within their professional contexts, which help increase their professional orientation and motivation, as well as the relevant skills. A senior MONE decision-maker makes an analogy between Teacher Education and Medical Education in terms of the role of internship in developing professional skills in the following quotation:

> With the new guidelines for school-faculty collaboration, the 'practice' dimension of the programs has been effectively improved. Just like the internship experience being an essential component of Medical Education, 'school experience' is critical for Teacher Education. The teacher candidate should definitely be in the school 'climate', observe and share teachers' professional concerns, preparations and activities in 'real life.' This is a wonderful opportunity for professional development.

Second, 20 of the informants maintain the new Teacher Education programs were more meaningful in content in terms of more effective integration and coherence of theory and practice dimensions and better differentiation between the Teacher Education programs and the Arts & Sciences Faculties' programs. More explicitly, 'school experience' and 'teaching practice' link with theoretical knowledge and through emphasis on the teaching of 'special instructional methods' for teaching different subjects; i.e., Mathematics, Physics, Biology, Chemistry, the mission of Education Faculties as teaching how to teach, rather than only pure subject knowledge, as in the Arts & Sciences Faculties, has been better served. This has resulted in, as the informants conclude, both increased quality in teaching

and learning processes at Education Faculties and the change in the content of research studies carried out at these Faculties. The following quotation from a present Department Chair (Mathematics Education Department) describes this reorientation in the research studies at Education Faculties:

> Now the 'instructional methods' for teaching Mathematics, Physics, etc., are more emphasized in the researches at our Faculty. I mean the teaching staff used to focus more on pure Mathematics or Physics in the past, but now they are naturally more interested in how to teach these subjects. This confusion that we lived in the past is now over! In the future, we expect the number of experts in these subject specific instructional methods will increase, which will also positively contribute to the quality of teaching at Education Faculties.

Similarly, a present Dean argues, "with the 1998 restructuring the Education Faculties redefined their identity or mission. They used to function like mini Arts & Sciences Faculties before with their programs, the teaching staff and their research studies." Another informant, a senior Biology Education expert and present Dean at a senior Education Faculty, significantly elaborates on the positive effects of the new programs emphasizing 'teaching' of the subjects on the quality of instruction at Education Faculties:

> The teaching staff at the Faculties that never used to bother teaching our candidate teachers how to 'teach' the specific subjects, like Mathematics, Physics, or Chemistry alike, as school subjects now focus more on this dimension of their instruction as an effect of our new programs. Now the attitude really is that we are specifically 'teaching teachers' among the instructors at our Faculty. I think this is the most significant effect of this World Bank project and the 1998 restructuring.

Moreover, the standardization in programs brought about by the restructuring increased the quality of instruction at most of the Education Faculties as it helped clarification and definition of Education Faculties' identity, as mentioned above, and the exit qualities of teacher candidates.

This standardization in programs is perceived as an "order" or "system" at Education Faculties, which was missing previously. An informant, an assistant Dean expresses this order in the following quotation:

> At least a system is brought to Education Faculties with the standard programs. We did not have common attitudes, procedures and processes before. There was no order! We used to have 'imitation' programs of the Arts & Sciences Faculties. The standard programs are the most significant

achievement of this restructuring. Although I believe, as a curriculum expert, the richness and variety in programs is an asset, I think such elaborations will come later on. Now we have at least the basics which was lacking before. This is a great development for most of the Education Faculties.

Another informant, a department chair, infers the standardization of programs as an indication of 'total quality management' approach being established at the Education Faculties and believes the future implications of this understanding would hopefully be continuous improvement in academic and administrative processes at Education Faculties. He suggests:

> The understanding of standardizing the stages or units of a service like education and requiring the people involved in producing this service to increase their own standards and qualities continuously in line with the increasing standards of their task has been launched by the 1998 restructuring.

As a MONE informant iterates, the clarification and definition of teacher qualities has resulted from the highest synchronization ever since 1982 between the MONE and the universities as an indication or expression of the MONE's demands from the universities as an employer. This was perceived by both the MONE administrators and the Education Faculties' administrators as the initial attempt for recognizing the MONE as the integral demanding authority according to whose expectations the Teacher Education processes and outputs had to be shaped. The 'teacher effectiveness' drawn up as a collaborative work of the MONE and the universities would guide the continuous improvement in curricular practices at the Education Faculties.

Finally, the 'teaching profession', as it has been better defined, has been more professionalized and the prestige of the profession has increased as an effect of the new programs. The informants define this quality of the restructuring as "increasing the professional standards of teaching." The following quotation is illustrative, in this sense:

> This standardization in programs was important for teaching to be perceived as a 'profession'. Just like what the HEC also claims teaching is no more a job that anybody can do. This is a serious step towards professionalization.

Similarly, another informant at the MONE claims, "this was necessary for Teacher Education to gain an 'identity', to increase its quality and status." Within the same context, 24 informants elaborate that the shortcuts to the profession - alternative certification programs - has been stopped and that 5-year graduate degree requirements attracting hopefully more motivated and determined teacher candidates altogether add to the professionalization and the prestige of the teaching profession. The MONE informants specifically emphasize that with the new model students that really 'choose' to be teachers are expected to enroll at teacher education programs at Faculties and receive the relevant disciplinary university education, which redefined that "teacher education is not a simple thing, an idea that had prevailed before, and it is a discipline requiring a 5-year degree."

These findings relate to the concepts, themes and problems raised in the research reviewed in Chapter 2 on systemic teacher education reforms. These studies centralize around the general theme of 'professionalization' and the integral role of professional skills development through more effective 'school-faculty collaboration' (see Edwards and Collison, 1996; Snider et al., 1995) and 'standardization' of processes (see Delandshere and Arens, 2001) to this aim. However, the scope of Edwards and Collison (1996) and Snider et al. (1995) involve in-service training or school development as part of faculty-school partnership and the contrasting findings of these two studies have implications that imposition of unstructured or fragmented school-faculty partnership that do not involve a developmental intervention at institutional level with participation of experts at Faculties would not create desired changes at schools and for student teachers. 'Shared meanings' are supposed to help identify problems, devise strategies, and implement them. In this research study, on the other hand, the faculty-school collaboration did not involve in-service training or school development dimensions.

Next, professional standardization was perceived as an achievement of the 1998 restructuring, as it was perceived as bringing an 'order' by defining teacher qualities and standardizing teacher education programs. However, the literature on systemic standardization of teacher education deals with problems created by

standardization in solidification of teaching into superficial competencies, which prevents dialectical view of teaching.

4.4.2 Achievements in Administrative Dimension

The administrative achievements of the 1998 restructuring, as highlighted by the informants, could be categorized under three major themes: better flow of information and better collaboration between the policy-makers and implementers; better use of resources; and effective emphasis on the development of human resources in line with the new demands or requirements.

First, the informants, both at policy making and implementation levels, agree that with the 1998 restructuring a better coordination has been initiated between the relevant parties involved in Teacher Education. More specifically, there is better flow of information or communication between the MONE, the HEC and the Education Faculties. This communication was perceived by the informants as "the HEC taking the MONE more seriously or taking its expectations into consideration", compared to the past. This achievement in recognizing the role of the MONE as an integral party in Teacher Education decision making is typically illustrated by a senior teacher educator and Dean in the quotation below:

> The needs were not defined clearly. There was no research studies related to these needs at the universities. 'Classroom Teaching' was a typical example of this problem of lack of coordination. The need for Classroom Teachers when we started the program was 7,000, but we would graduate only 4,900. This need went up to 17,000 and then 57,000 in time, but we still used to graduate only 4,900 Classroom Teachers.... The university presidents would completely ignore the MONE with an attitude like 'it is no more their jobs!' One of the greatest achievements of this 1998 restructuring was its attempts to establish this coordination and communication between the HEC and the MONE. It took a long time, like 16 years, for a major attempt like this restructuring to take place because we mainly lacked experts in this new discipline! We were really inexperienced in it.

Within this context, the 'National Committee for Teacher Education' was established as a centralized decision making authority to ensure the continuity of Teacher Education policies with the involvement of the relevant parties. The informants emphasize the essential role this committee is expected to perform to coordinate and supervise decisions and actions. The ten members of the committee

include 5 top administrators from the MONE (The General Director for Higher Education Affairs, The General Director for the Personnel, The General Director for Teacher Education, The Vice President of the Board of Education and The Head of the In-service Training Departments), the Deans of four Education Faculties, and a member of the HEC Executive Board. A member of the committee analyzes the roles and functions of the committee as follows:

> We take decisions at this committee that would guide and facilitate the relevant processes both at the MONE and the HEC, specifically about the quality and quantity of teacher candidates. We analyze the demands or expectations from the Faculties and match them with those of the MONE. We try to ensure a kind of parallelism between the needs, actions and attitudes between the MONE schools and the Education Faculties.

Second, the 1998 restructuring brought about a more effective use of physical and human resources in two actions: structural changes in departments or programs tuned to the needs for teachers and linking human and material resources of Arts & Sciences Faculties and Education Faculties under a new program – 5-year non-thesis master's degree.

As mentioned earlier, there was an imbalance between demand and supply in some programs resulting in an alarming shortage of teachers in these subjects in the 1990's. The 1998 restructuring combated with this anomaly by creating three substantial changes in program structures, as concluded by almost all the informants.

First, some unnecessary undergraduate programs were abandoned to leave room for the programs that were prioritized according to the needs. This decision was shared by all the informants, except for the informants at Ankara University Educational Sciences Faculty whose programs have been mostly restructured to train 'teachers' but

not 'experts', which they supposedly had been doing. A senior administrator at the MONE from the General Directorate of Teacher Education affairs interprets this decision as follows:

> The programs like History of Turkish Education, Adult Education and Social Development, etc.... Did we need to close down these programs? Yes, indeed! Our prioritized need was for Classroom Teachers. They [referring to the teaching staff at these programs] might have some good reasons for

keeping these programs, as well, but the system's requirements and realities were supposed to be more prioritized!

Second, the capacity of the programs that were mostly needed to fight the teacher shortage was increased as part of the structural changes in the programs. This was perceived as a better match between the demand and supply. A MONE administrator states, "For the first time, last year, we needed 8,000 Classroom Teachers and already 7,700 graduates. How wonderful!" Similarly, another MONE informant tells the basic quality of this restructuring was that it was driven by the aim of "educating the teachers that were needed by the Turkish Republic" both quality and quantity wise. He concludes, opening Classroom Teaching Departments at some Education Faculties by reshaping these Faculties' organizational structure and reallocating the teaching staff in line with the new structure was one of the major motivations of the restructuring anyway.

Third, this restructuring of programs was also done in line with the structure of programs at the MONE schools. All the MONE and Board of Education informants and 17 Faculty informants report the mismatch between the MONE school programs and the Faculties' programs, the latter being more oriented toward graduating high school teachers but not teachers for 8-year Basic Education, was effectively overcome by two strategies: by opening new programs that would graduate teachers for 6-8 grades, i.e., abolishing Geography Teaching and History Teaching departments and opening Social Studies department and by allocating these new programs across the Education Faculties according to their teaching staff potential and qualities. The comparatively new Education Faculties would preferably offer Classroom Teaching programs and K-8 programs.

Next, the restructuring of the programs linked the human and material resources of Arts & Sciences Faculties and Education Faculties under a new program - non-thesis master's degree - for educating teachers for 8-11 grades. This decision was perceived as an achievement of the 1998 restructuring in that it helped more economical use of the resources and created better opportunities for a solid and stronger subject knowledge base for high school teacher candidates. In terms of using human and physical resources more economically, the informants argue that the 5-year program helped the Arts & Sciences Faculties' graduates that were

mainly the source of teachers formerly but were redundant with the establishment of Education Faculties, by providing an opportunity to involve in the teaching profession through a structured professional development provided at Education Faculties. The informant working at the Middle East Public Administration Institute describes this effect as follows:

> The 5-year program provided a function to the Arts & Sciences Faculties that used to be dysfunctional with their graduates that mainly applied for teaching positions, anyway. Therefore, these graduates are provided the chance to receive the defined and structured professional education to be teachers at Education Faculties... We had to use our resources economically; we cannot have a Physics Department both at the Arts & Sciences and the Education Faculties.

On the other hand, despite the shared advantages of the non-thesis master's program in resource use, the majority of the informants at the Faculties raised significant concerns over the puzzles of this new program, which will be dealt with in the later sections.

Finally, 24 informants concluded that the 1998 restructuring had effective initiation for developing human resources in line with the demands of the new model. Fellowships were offered for graduate studies abroad by the HEC to help develop expertise on subjects prioritized in the new programs marked by the redefined 'identity' of the Education Faculties. More specifically, these graduate students are expected to carry out studies abroad relevant to the new programs offered at Education Faculties, especially the subject specific instructional methods and processes.

The establishment of the National Committee for Teacher Education as an asset for collaboration and continuity in decision-making is in line with Akmal and Miller's (2003) arguments for 'governance' in facilitating change as one of the four catalysts and obstacles for change – governance, psychological challenges, role definitions and institutional history. Akmal and Miller (2003) highlight that for educational renewal to be effective "clear governance must exist and avenues for problem solving at the interdepartmental and collegiate levels must be maintained" (p. 418). Further, better integration of the MONE, as a demanding authority, into teacher education affairs and integration of the Arts & Sciences Faculty into

teacher education model by differentiating the roles and programs of the two are related to Akmal and Miller's (2003) proposition of 'role definition' as a critical phenomena in facilitating change.

4.4.3 Institutionalization

The informants perceive that the new Teacher Education model put into action by the 1998 restructuring has not yet been institutionalized. The common belief is that the implementation is still at the experiential stage and a longer time span, at least 10 years, is needed to make sound judgments about it for further modifications and consolidations, as the qualities of the system outputs - graduates of Education Faculties - will yield valid data on system effectiveness.

As regards the perception that the new model has not yet been institutionalized, the informants put forward two arguments: that comprehensive formative evaluation studies are required to get implementation feedback and that resistance to the new model still prevails.

That the resistance still prevails was expressed with such statements like, "there are still those who have not been persuaded" or "a great progress have been made and it is not possible to go back at this stage, but more supervision is required for effective implementation of the model as there are still attempts to by-pass the decisions."

The resistance was described by the informants that support the restructuring as a 'silent sabotage' of the system or a 'passive resistance.' More explicitly, the informants claimed that during the regular meetings with the Deans organized by the HEC, some of the Deans did not participate into the discussions or even withdrew from it purposefully in order not to attract any opposition. A present Dean reports, "They kept silent there and told me later 'Why are you arguing with them [referring to the decision makers]? Let them talk, you will do whatever you think is right to do later, anyway'."

Moreover, the informants reported that there is still an expectation of the opponents that a change in decision makers may still provide a chance to go back to the old model. This expectation may also be the reason for the 'passive' resistance presented above. The reason for this expectation, as suggested by the

informants, might be the general 'degenerative' nature of the reform efforts in Turkey. The following quotation from another Dean is illustrative of such an expectation of the opponents:

It is a 'dream' to say that we started a 'perfect' system in 1998 and we implemented it perfectly. But we could definitely say that the 1998 event brought a 'system' to Teacher Education that was nonexistent before. The 1998 restructuring brought a perspective about the qualities that teachers need to have. There are things to be improved about it but I can easily say that we are on the right track. But the critical thing that has to be minded now is that we should not allow it to be abolished because of the ineffectiveness that it may have, like we are generally used to do in reform efforts in this country. There are people among the opponents claiming that they will altogether abandon it if they have the necessary power in the future. I should say it would really be a pity if this was allowed!

In this context, the supporters, both at the Faculties and the MONE, believe there is a threat that flexibility in the implementation and its supervision might lend itself to disorder again. Therefore, the new model is at a critical stage for the maintenance of efforts towards further refinements, and thus institutionalization. The attitude of the decision network during the process, which was presented earlier, and the present implementation stage is related to this threat by the informants. In other words, these informants believe the top-down centralization in decision making and the authoritativeness, as perceived by the opponents, in creating program changes and standardization were necessary for evaluative feedback and institutionalization of the model. The following quotation justifies this perceived attitude of the decision makers:

This [referring to the attitude] was necessary for the full implementation of the programs. They had to be determined and persistent. A minimum flexibility could create problems. We do not consider the attitude as the HEC's despotism, but its decisiveness. And we really think such an attitude was required under those conditions.

Similarly, another informant, a present Dean, considers the HEC's decisiveness or persistence was influential on the effectiveness of the change efforts and typically tells "the HEC did not 'give in'!" for a standard and full implementation of programs for evaluative feedback.

Finally, the common understanding among the supporting informants, which is a majority, about the resistance to change affecting the institutionalization of the

model negatively is that people do not want to change old habits that they are comfortable with. Two reasons for this conservatism in the specific context of the restructuring are defined as the present faculty profile and creation of 'personal losses' by the structural changes. The inadequacies in the Faculty profile is stressed as a major theme by almost half of the informants at the Faculties, including both the senior and newly established Education Faculties and including the informants that support the restructuring.

In this context, due to the present faculty profile, despite the improvements expected with the return of the graduate researchers studying abroad to Education Faculties as teaching staff, there still is isolation between pure subject knowledge and pedagogical knowledge and skills in most cases or most Faculties. More explicitly, the program changes tuned to the reconciliation of subject content and its specific instructional methods, which marked the redefined 'identity' of Education Faculties, still are not being implemented as expected because the present faculty profile still yields the isolation that is aimed to be overcome. The following quotation from a senior educator at a Vocational Education Faculty is significant in exemplifying the still prevalent isolation between pure subject knowledge and instructional knowledge and skills in relation to instructors' background:

> In our Faculty none of the subject teachers want to give pedagogical courses. Why? These teachers traditionally have a 'discipline' perspective. For instance, they teach in the 'Electricity Teaching' program but due to their background, they perceive it as subject knowledge or a discipline. They do not take the 'instructional theories' into consideration! They are only interested in 'Electricity Theory.' In 'Teaching English' the new approach is easier to accept. However, in subjects like Mathematics, Physics or Biology Teaching, there is still a resistance of the teaching staff!

In the following quotation from the Dean of a senior Education Faculty the resistance to change in its basic form due to the "quality" of the Faculty profile is illustrated:

> People are still doing what they have been accustomed to do, in most cases! Many people react, saying that the course descriptions given by the HEC are not satisfactory. I advise them to work on these in their own departments, improve them and justify their modifications; and we would raise the justifications at all levels from the Faculty Senate to the HEC. Then, I get

complete silence! I see that their concern is actually not academic; whatever you wrote in those course descriptions, they would do in class what they had been doing over the years! The most critical component in any change effort is the 'quality' of the human resources!

Moreover, the informants at the MONE and the HEC, as well as the informants at Faculties supporting the restructuring, maintain the resistance is also due to the "personal losses" created for some teaching staff or some departments or Faculties by the structural changes. In other terms, that some specific 'expertise' programs offered at undergraduate levels; i.e., Curriculum Design and Development, Educational Supervision and Administration, were abolished and replaced with the prioritized programs in line with the teacher shortage and the 8-year Basic Education model were perceived by the relevant faculty staff as an unfair intrusion into their career move and loss of status they used to hold at their former departmental structure. The programs, which used to be 'departments', were turned into specific courses; therefore, their representation within the Faculty Senate and university administration was marginalized or totally abolished. Another type of conflict, in this context, was that some Faculty staff at Education Faculties reacted to the restructuring that Education Faculties trained teachers for mainly Basic Education, whereas Arts & Sciences Faculties trained teachers for high schools. They perceived this as a loss of prestige for Education Faculties.

On the other hand, three informants that are against the 1998 restructuring, state although they believe in the necessity or inevitability of continuous improvement in education in general, they disapprove the 1998 restructuring specifically because of its simplistic content or reductionist approach to teaching and teacher education (curricular content), as well as to academic autonomy (the course descriptions being standard), its being top-down (the decision making not being participative), its ignorance of contextual differences and limitations (physical and human resources), and it does not incorporate evaluative feedback mechanisms. Further, they expect, as reported by the supporters, the changes made by the 1998 restructuring will be abolished in time, as they are not feasible with the available human and physical resources. These arguments will be presented later in 'Present Puzzles in Program Dimension' and 'Present Puzzles in Administrative Dimension' sections.

Figure 10 presented below summarizes the hitherto presented findings related to resistance to the restructuring. As indicated in the figure, the resistance is perceived to be in passive form.
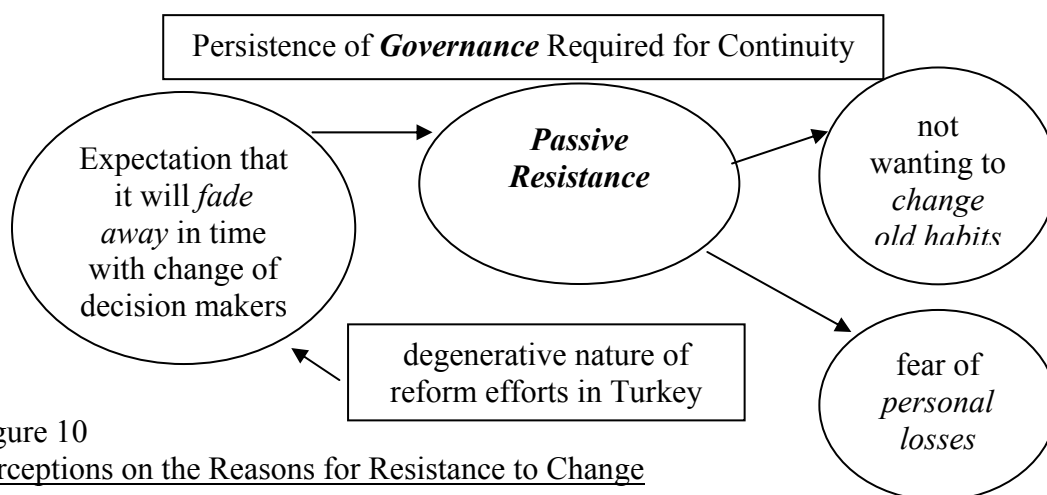

Figure 10
Perceptions on the Reasons for Resistance to Change

The findings as to the 'resistance to change' as presented in this part have similarities with Akmal and Miller's (2003) findings related to reasons for resistance to educational renewal in their study. Akmal and Miller found long stability period before the renewal created a 'sense of complacency' in the institutional history of the specific context they investigated; further, change would create loss of 'de facto control' of faculty over their program, and therefore, be detrimental to their 'academic freedom.' Moreover, Akmal and Miller found similar expectations in their study that the changes would go away in time anyway, as they were perceived as another trend in education.

4.4.4 Present Puzzles in Program Dimension

The present difficulties of the programs as perceived by the informants could be presented under four major headings: mismatch between the planned curriculum and the contextual limitations, inflexibility in the implementation of the programs, inadequacies in the selection and organization of content, and the problematic of the 'non-thesis master's degree.'

First, the contextual limitations hinder the expected implementation of the planned curriculum. The informants both supporting and opposing the restructuring

claim that while designing the programs the physical and human resources at Education Faculties were not properly taken into consideration.

Within this context, first, there are some logistical difficulties related to teaching practice activities in that allocating trainer time for a full implementation of the process is not realistic in most Education Faculties. The informants especially in the newly established Education Faculties complain that the number of students involved in teaching practice activities within a semester is too high; like in some cases a trainer/supervisor has to guide and supervise 90 student teachers at the MONE schools. Therefore, this problem negatively influences the effectiveness of the processes as the supervisors cannot go to the schools to facilitate these practices; or they cannot receive and give effective feedback on these activities. Moreover, the financial support agreed to be given to the mentor teachers at the MONE schools for their involvement in teaching practice activities is not given fully, which creates discouragement and demotivation among the school staff to participate in these activities.

Second, the informants both in the senior and comparatively newer Education Faculties conclude that the structural changes in Education Faculties ignored the physical and human inadequacies in some Faculties. In this context, both the change in programs and the increase in student size compared to the number of Faculty staff are considered problematic by the informants. There is a confusion about who will teach the instructional methods courses - educational scientists or subject experts - because, as discussed earlier, the profile of the teaching staff at Education Faculties has not fully been adjusted towards the change in programs. Human resources (present Faculty staff) have not been effectively trained towards the change in programs and as the most critical factor in the success of the 1998 restructuring, as in all organizational change efforts, increasing the quality of human resources is actually a long-term process, as claimed by the informants. The following quotation is meaningful in this sense:

> Over the years, the major problem the Teacher Education in Turkey has faced is the quality of the 'human resources' - the teacher educators. I mean within the last 40 years, before and after the 1982 restructuring, it could not be solved. Before the 1998 it was even a bigger problem ever! It still prevails, to an extent! But this problem cannot be solved in short-term anyway. It takes at least 10 years to educate an instructor at university. It

takes even more, like 15-20 years, for them to have an administrative position. Plus, you have a present bulk of instructors, anyway. You cannot get rid of them even if you want to!

The mismatch between the standard programs and the Faculty profile is interestingly depicted by a department head in a newly established Education Faculty with limited physical and human resources:

We had difficulty getting adjusted to the new programs, like all the other new Education Faculties suffering from severe capacity problems. There is a course titled 'Creative Drama' in the program. Who will teach this course? The HEC should have considered such limitations in our context....Unfortunately; I think there is a big ignorance of the program designers here!

Moreover, the increase in the size of students in Education Faculties with limited teaching staff created instructional problems, as well, as the informants conclude. A present Dean at a senior Education Faculty that went through major structural changes complain, "There are some newly established Education Faculties functioning with only an Assistant Professor and two instructors" or "with a teaching load of 40-50 hours per week for each instructor." Similarly, another informant, a former assistant Dean at a comprehensive Education Faculty illustrates this capacity problem of Education Faculties relating to the new demands created by the programs:

Yes, there is better coordination with the MONE but the capacity of the Faculties is totally ignored! What we are actually doing here is, just like high school teaching, trying to educate 400 teacher candidates with a capacity for only 200 students. This means a very high teaching load for the instructors here! We have no time or opportunity to concentrate on our research studies or the quality of our instruction! I want to call your attention to the point that one of the major aims of this restructuring was to increase the quality of teachers. The HEC said the quality of teachers would be increased by increasing the quality of the teaching staff at the Faculties. Because as you may know the quality of teaching staff at Education Faculties is the lowest among all the academic staff at universities!

Besides these inadequacies related to the mismatch between the Faculty context and the requirements of the new programs, there are significant difficulties related to the readiness of the MONE staff at schools. Teachers and administrators, as perceived by the informants, are not trained to facilitate the "school experience"

dimension of the programs. This is more related to the 'vagueness' of this process. All the informants at the Faculties believe, this dimension of the program does not seem to be well structured with clear cut purposes and procedures. Therefore, the new scheme is not productive as it is and has not been fully institutionalized at schools yet.

The majority of the informants believe the effectiveness of the 'school experience' dimension of the new program is still very much dependent on the individual initiative and efficiency of the MONE staff and their Faculty counterparts in charge of these sessions, as 'mentor teacher' concept has not been fully established at the schools. A present department chair (Classroom Teaching department) elaborates:

> These students are supposed to visit schools from the freshman level onwards. But the MONE staff is not trained towards this aim. This effectiveness is directly reflected on the attitudes and experiences of the teacher candidates. This activity would be highly beneficial if it was taken more seriously with the training of the school staff accordingly. The MONE staff has to be trained through a certification program, accordingly.

Another informant, a senior administrator at a senior Education Faculty similarly complains about the fact that presently this dimension of the program is only dependent on personal relations and initiative of the people in charge. He maintains:

> One of the major breakdowns in the new model is the 'mentor teacher' concept. We need a more institutionalized/structured interaction between the Faculties and the schools. There are some deans that implement the 'school experience' activities successfully, but there are, on the other hand, a majority that literally have a 'let them do it!' attitude without any proactive consideration!

Another informant, the chair of Educational Sciences program of a relatively new Education Faculty that educates teachers for the Basic Education complains:

> This is a non-functional activity! It is only a show, as it is. The students in most cases know when they will be supervised by their trainers and they go to these schools only those specific times. Otherwise, they do not even go to these schools. What I mean is, it is quite an irregular, not disciplined schema… How could it be disciplined/controlled with 50-60 student teachers for one supervisor anyway!

Next, half of the informants from the Faculties complained that there was no flexibility in the implementation of the programs. This inflexibility, as the informants stated, was detrimental in that too much standardization brought a simplistic approach as it ignored contextual variations – both limitations and richness. An informant, the present dean of a senior Education Faculty calls this limiting standardization as a "gauge"; he elaborates:

> There is no differentiation between the Faculties that have variant academic profiles and physical infrastructure… I do not understand the reason for this imposition of a "gage"! If I really have the capacity, like in Hacettepe University or METU; I mean if I do have relevant human resources and physical resources I may provide better services, a variety of courses in my programs! I do not need such a rigid standardization here… But there is this very strict, narrow minded attitude like nobody can change the gage imposed!

Again, the informants that complained about the inflexibility in programs stated that this strictness in long term would negatively affect the developments in programs. In other terms, it would create an ignorance of the need for developing programs according to scientific developments in the field as well as the contextual changes in the needs for teachers. They maintain, this current approach adopts a perception of teacher education as a 'static' phenomenon, which conflicts with the presence of teacher education as a scientific discipline. An informant interestingly emphasizes how this situation may harm the prestige and self-confidence of the discipline:

> Education Faculties have been turned into schools kind of 'Vocational Training Institutes' where programs are imposed, course books and descriptions are strictly predetermined! This is really distressing and minimizing in a university system and quite detrimental for self-confidence of these Faculties.

Another Dean from a senior Education Faculty evaluates this standardization from the perspectives of both their own context and the general conditions across the Education Faculties in the country:

> We are really distressed about this standardization. Universities are autonomous in designing their own courses and a top-down imposition is unacceptable. However, this is so from our perspective. From the perspective of the HEC, this standardization was required due to the low profile of most of these 57 Education Faculties…What I mean is, the

Faculties that already had high quality programs, which were a few indeed, were pulled down while the majority that needed better quality and standards were pulled up!

Within this context, the standardization of programs across the Faculties had parallel effects on the selection and organization of program contents. The majority of the informants highlighted the inadequacies in the content of the programs. These problems could be summarized as simplistic course definitions, overemphasis on practice without adequate theory background and simplistically condensed theoretical courses, which altogether characterize a perception of teacher as a "technician", the informants conclude.

Firstly, the course definitions are perceived as problematic with overlaps among some courses and insufficient or vague definitions. The specific expressions used by the informants describing the course definitions were "rough", "superficial", "incomplete", "unclear", and "overlapping".

Secondly, in terms of the course contents, the inadequacies in theoretical background to practice was stressed by 15, more than half, of the informants as a major difficulty. The quotation below is illustrative, in this sense:

> I really believe that the more the practice is, the better the teacher candidates will be educated. Yet, not in the way as it is at the present. For example, 'School Experience 1'…We are taking them to schools in the freshman year without any theoretical background! I really think this practice dimension should be emphasized in a different sequence and with adequate theoretical input preceding it to make it more meaningful… After our analysis of these programs, we maintained that certain theoretical background was incomplete or completely missing like the essentials of any teacher education program: Philosophy and Sociology of Education, Educational Administration, Special Education, Psychology of Learning and Development, etc.

Next, the argument that some theoretical courses were condensed simplistically was shared by the informants that highlighted the theory-practice imbalance in programs. The quotation below from the chair of Educational Sciences program in a senior Education Faculty is illustrative:

> For instance, we used to have 'Sociology of Education', but now we do not anymore. In addition to such theory insufficiency, there are some other inadequacies, as well. For instance, we used to have 'Measurement and Evaluation' course, but now we have a course covering both instructional

planning and evaluation. Naturally, as these two subjects that are broad enough to be covered in two different courses separately are superficially condensed into one single course. The effect of this course is very much dependent on the instructor that teaches it. The experts with 'Measurement and Evaluation' background emphasize this dimension of the course while teaching it, whereas those with 'Curriculum and Instruction' background emphasize the other dimension!

The repercussions of these content wise inadequacies were expected as a new teacher model that is more characterized as a "technician" rather than a university graduate intellectual. In other words, the contents of the present Teacher Education programs were not found appropriate for university education by some informants including four present deans from various Faculties. The two quotations below are noteworthy in this sense; the first one is from an administrator at a Faculty that lived through substantial structural changes with the 1998 restructuring:

> As I said before, a teacher candidate without a background of Philosophy, Psychology, etc. would only be trained as a technician…a *technician* [italics added], nothing else… I would not trust him to educate my own child unfortunately. What I mean is, the repercussions of this new model would be unacceptable for the prestige of the profession.

Similarly, another informant, a former Dean from the same Faculty evaluates:

> Quality wise, the present programs have serious problems and this ineffectiveness will obviously negatively affect teacher qualities. The bases of the discipline are not effectively treated! The programs are more focused on training technicians than an 'intellectual' teacher! Moreover, the intellectual meagerness in the programs will eventually be influential on the values of the next generations.

Finally, the 'non-thesis master's degree' is problematic in two aspects. First, the informants at Faculties asserted the content of the program, with additional pedagogical courses on top of subject knowledge which students receive at Arts & Sciences Faculties, is similar to the previous 'certificate' programs. These informants concluded this new structure cannot be called a 'graduate degree'; it is scientifically a fallacy to define it so. This is considered an internal inconsistency or vagueness of the new model. More specifically, the majority of the informants at Faculties called this a poor definition of roles and responsibilities, despite they shared attempt to integrate the Arts & Sciences Faculties into the model was a good

idea. The informant at the Middle East Public Administration Institute evaluates this new structure as follows:

> Graduate degree builds on a specific disciplinary study. Just giving a student different classes from different Faculties to fulfill certain credit-hour requirements is not enough to call it a 'master's degree'. This is scientifically wrong and legally inappropriate! If an Arts & Sciences graduate wants to be a teacher and gets some undergraduate courses at Education Faculty, this is called an 'alternative certification program' not a Master's program. I mean one cannot get a master's degree with only 30 more hours of undergraduate training.

Moreover, the difference in duration is perceived problematic. The informants believe with this new structure Physics, Chemistry, Mathematics, Biology teachers having to study for 5 years (3,5 years at Arts & Sciences Faculty and 1,5 year at Education Faculty) compared to for example English teachers studying only 4 years is controversial and violence of standardization. Therefore, the informants suggested the Arts & Sciences students either get these pedagogical courses during their 4 year undergraduate studies, towards undergraduate degree, or be required to apply for Master's program in Education Faculties to be trained as teachers.

Figure 11 presented on the next page summarizes the findings related to the major program difficulties presented in this part. These puzzles related to the present teacher education programs may be an indication of the ignorance of contextual variations across the Education Faculties by the 1998 restructuring, as the new expectations seem to mismatch with the present conditions in most Faculties.

Inflexibility in implementation coupled with absence of formative evaluation for improvement may bring reductionism in the discipline, hindering research and knowledge creation, as well as teaching processes at Education Faculties. Therefore, these puzzles presented in Figure 11 may predict further anomalies in the system in the long-run if they are not overcome.

```
┌─────────────┐                    ┌──────────────────────┐
│ 1- Contextual │───────────────→ │ difficulties in      │────→ logistical difficulties:
│ Limitations  │                   │ the practice         │       .trainer time
└─────────────┘                    │ dimension            │       .financial
       │                           └──────────────────────┘       support
       ↓                                    │         │
structural changes                          │         ↓
ignored physical and                        │    the MONE School
human resources                             │    Staff not prepared
limitations                                 │         │
       │           quantity-wise:           │         ↓
       │                              no training to structure
       ↓           increased student  and facilitate the
quality-wise:      population          processes
                   compared to
mismatch between the  instructor
instructor background population
and the new programs

                   no training to develop human
                   resources in line with the new


                        simplistic          detrimental to
                        approach            program
                                            development in the
┌─────────────┐                             long-run
│ 2- Inflexibility │
│ in the           │       detrimental to      detrimental to the
│ Implementation   │       academic autonomy    prestige of the
│ of Programs      │                            discipline in the
└─────────────┘                                 long-run


┌─────────────┐
│ 3- Simplistic │        theory inadequacies:
│ Selection &   │        technician attitude
│ Organization  │
│ of Content    │
└─────────────┘


┌─────────────┐
│ 4- Non-Thesis │
│ Master's      │
│ Degree        │
└─────────────┘
```
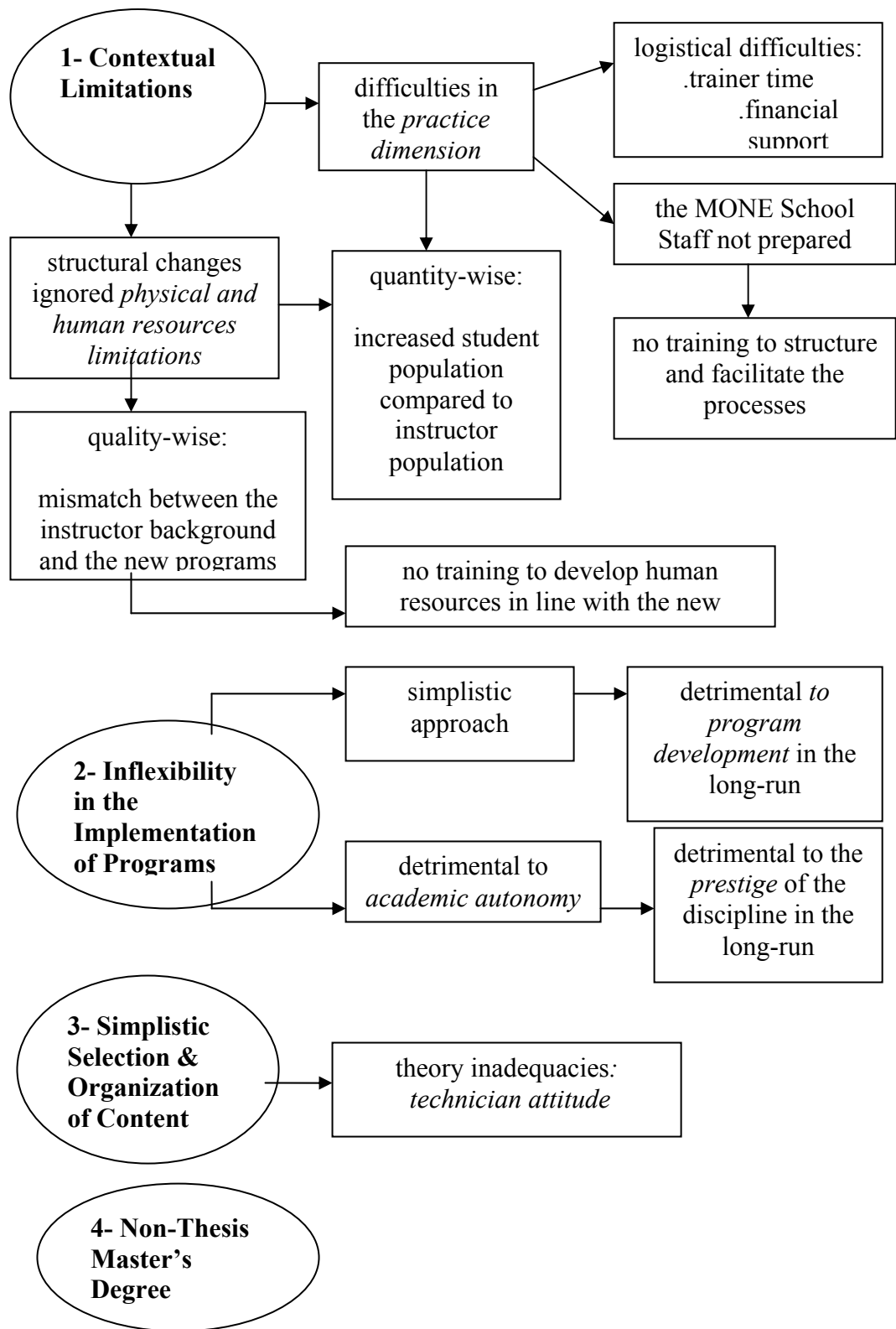
Figure 11
Perceptions on Program Puzzles with the 1998 Restructuring

In the light of systemic teacher education reform, it is apparent that school-faculty collaboration without effective in-service dimension for school staff is not effective in creating change (see Edwards and Collison, 1996; and Snider et al., 1995). Similarly, the relevant findings presented in this part highlight the absence of MONE teachers' training both towards the program changes and towards the collaboration as a significant anomaly. Next, the finding that standardization of programs impose a simplistic attitude and it would, therefore, be detrimental to program development in the long-run is also highlighted in the relevant literature as "codification of teaching" (Delandshere and Arens, 2001, p.562), especially with the absence of formative evaluation mechanisms, as presented in the next part.

4.4.5   Present Puzzles in Administrative Dimension

The present administrative difficulties of the new teacher education model were mainly focused on the "National Committee for Teacher Education" by the informants. All the informants, including the MONE informants, emphasized the presently non-functional status of this committee as a major concern that would significantly affect the continuity and institutionalization of the restructuring. A second administrative concern highlighted by half of the informants was that teacher education issues are not institutionalized within the HEC processes.

In this context, the informants elaborated on the present ineffectiveness of the National Committee for Teacher Education referring to its expected functions. More specifically, the informants perceive this committee as an autonomous coordination and decision-making mechanism for further follow-up and continuity of the processes relevant to the restructuring. However, there is a prevalent disappointment that the committee existent on paper to this aim is neither functioning as expected nor institutionalized. This is a major risk for institutionalization of the new teacher education model. As a senior instructor and administrator in Mathematics Education program of a senior Education Faculty evaluates:

> The national committee was established upon persistent efforts at the HEC for a meaningful expectation. It was supposed to ensure and smooth running of the envisaged coordination between the relevant parties – the HEC, the universities and the Ministry. However, it definitely needs to be

institutionalized but it has not been institutionalized yet in law. It was established with its own regulation and is presently non-functional, anyway!

The two quotations below, one from a present dean, another from a past dean and present member of the committee are illustrative of the non-functional status of the committee. A present dean evaluates: "This is a committee which has a name but not any function indeed! I mean, I do not personally know what they do, which decision they take, when they meet or who the members are. I guess it only exists on paper!" A past Dean and present member of the committee tells:

> I am a member of this committee as well, but we never had the chance to meet regularly and form the sub-committees. At the moment, it cannot serve its purposes. It cannot even have meetings! What I mean by the sub-committees is namely a Program Committee, an Evaluation Committee, an In-Service Training Committee, etc. This ineffectiveness results from a failure in the HEC and the MONE coordinating with each other, despite all the goodwill and effort! This lack of coordination still exists after the restructuring!

The administrative difficulties brought about due to the National Committee's not functioning properly are elaborated on in three groups: lack of formative evaluation processes to evaluate the new model, slowed down interaction between the policy makers and the implementers, and finally the ineffectiveness of the accreditation and quality management processes.

4.4.5.1 Nonfunctioning National Committee

First, the major expectation from the committee was to establish and coordinate institutionalized formative evaluation mechanisms, which is reported as nonexistent presently by the majority of the informants across the Faculties. A program chair complains:

> As I actively worked in the World Bank Project, I remember we were promised that a national committee would be established to centralize and facilitate ongoing formative evaluation processes working in different sub-committees. We were really glad to hear this because curriculum development is an ongoing process. Now the conditions are changing and new anomalies are created during the implementation of the programs and we definitely need evaluation and improvements in the programs. It has been four years and I do not think this national committee is working effectively.

I do not think these sub-committees are established either, as nobody has contacted with us for program development efforts, yet!

Another informant, a present assistant Dean emphasizes that the interaction between the policy makers and the implementers has slowed down:

Radical decisions were taken during the restructuring, but within the last a couple of years – actually with the consumption of the money allocated for the project – only one supervision visit has been done! I mean as the economic resources have been finished, the follow-up of the restructuring and institutionalization efforts have been completely ignored! The process has slowed down or better to say, has reached 'inertia'!

Finally, three informants, who were all chairs of programs, from different Faculties raised the issue that although they perceive the purposes of accreditation relevant, they do not think the processes used are effective. They specifically focused on the supervisory group visits to their Faculties and complained that some members of these supervisory groups were not experts on education; thus, the results of these supervisions may not be valid or serve their purposes. The importance of expertise in making curricular judgments is emphasized in the quotation below from an assistant Dean:

The criteria should be carefully designed. A group of visitors were sent out to our Faculty by the HEC to do follow-up observations related to the new model. Unfortunately, as these people were not experts on curriculum and instruction, they had serious flaws in their observations and assessments although they were supposed to visit our site to observe curricular standards. They were from different disciplines and they simply did not have any idea! We definitely need an expert opinion/perspective for such a task and I am asking the HEC to select people accordingly to make the accreditation supervisions reliable and valid.

4.4.5.2 Lack of Ownership at HEC Level

The second major administrative concern raised by the informants was related to the ownership of the restructuring at the HEC level. More specifically, the informants from both the Faculties and the MONE stressed that teacher education issues are not institutionalized within the HEC and attempts are still at personal level.

Firstly, it is stressed that the presence of the National Committee for Teacher Education is not well accepted by some of the HEC members on top of everything as there is no such representation for other academic disciplines. Next, it is generally perceived by the informants that the restructuring was mainly initiated by efforts of the HEC members that had teacher education background and any change in these executive positions would negatively affect representation or ownership of teacher education issues at the HEC as the restructuring unfortunately could not manage to institutionalize its matters policy making platforms yet. The quotation below from a present assistant Dean exemplifies this general perception among the informants:

> To me the only person at the HEC that really deals with these issues or has knowledge about these issues is...[a present member of the HEC executive board who was in charge of the 1998 restructuring]. And it was his 'influence' indeed that triggered these restructuring processes. I do not think the other HEC members have much idea about teacher education issues. Only one person represents these issues at the HEC level. And this is why we have these anomalies at present, one of which is the national committee not functioning! I mean, this restructuring and its rationale have not been fully digested or understood within the HEC, either!

Lack of institutionalized governance – the National Committee not functioning – that creates significant anomalies in absence of feedback and evaluation mechanisms, slowed down communication and slowed down accreditation initiatives highlight anomalies of stabilizing as proposed in Levy's (1986) four step cycle of second-order change. Levy proposes 'transformation' and 'transition' should be followed by 'development', which involved stabilizing, tune-up and development in a process.

4.5   Possible Paths the New Model May Evolve

The responses of the informants related to their expectations as to the future performance of the new model could be categorized under two major domains: the expectations related to the new model's capacity to overcome the present anomalies and suggestions for institutionalization. The informants from both the Faculties and the MONE believed the new model has high capacity in the long-run both in program matters and institutionalization.

4.5.1   High Capacity to Overcome the Problems in Program Matters

With respect to the program puzzles discussed in the previous section, the general consensus among the informants was that decision makers would take initiative to make necessary adaptations or reorganizations to overcome the logistical problems and most importantly would adopt a different perspective or more flexible attitude to accommodate contextual variations across the Faculties of Education after the establishment of standards and institutionalization of the new model. This expectation as to a more flexible attitude was prevalent among the informants with specific emphasis on it in relation to development of relevant human resources – instructors and administrators at Faculties – in line with the new approaches in programs introduced by the restructuring.

Most importantly, the informants from both the MONE and the Faculties expressed their beliefs in the positive effects of the programs in the long run in terms of teacher quality. As perceived by the informants the increased quality in teachers would result from three major effects of the restructuring: investment in the education of instructors or researchers towards the differentiated identity of teacher education programs reflected by emphasis on 'special instruction methods', better opportunities for teaching practice in the programs, and increased motivation of the instructors at the Faculties due to better clarification of the identity and status of Education Faculties and professionalization of teaching.

4.5.2   High Capacity for Institutionalization

All the informants, except for the three informants who stated they completely disagreed with the 1998 restructuring, stated that the new model has high capacity in the long-run in institutionalization and that the present puzzles are experiential. However, political environment is still a threat to the evolution and continuity of the new model, as it is a general concern from previous reform efforts in the country that governmental changes directly influence change in educational policies.

The reasons the informants put forward for their expectation as to the prospective institutionalization of the new model could be summarized into three as: the correct vision or attitude, acknowledged by the stakeholders, has been

established, which would facilitate further polish-ups and modifications; correct strategies have been taken for the relevant human resources development (referring to the researchers being sent abroad for studies relevant to the visions of the new model), which would ensure better ownership and further development in programs; and finally it is inevitable for the teacher education system in Turkey to internalize the new model to cope with the requirements and developments in the specific 'academic knowledge.' The three quotations below exemplify the informants' perceptions that could be subsumed under these three major themes.

A MONE Teacher Education executive predicts:

> In time the new model will be more consolidated/institutionalized because, most importantly, a common vision has been established between the parties involved [referring to the HEC, the MONE, and the Faculties] and each of us are willing to interact or coordinate with each other for further developments as we now are clear about each other's integral role in the model. This consensus was the major achievement of this restructuring because we all agree on 'why' and 'how' we should do things, the question of 'what' we have to do achieve the aims can always be reshaped!

A present Dean focuses on the human resources dimension of the restructuring as a promising quality for the expected institutionalization:

> To me we already have achieved a significant distance on our way now; I mean no way to go back; however, we still have to be cautious correctly implementing it as it has not been fully consolidated. But the good thing is, human resources have been developed to carry this policy on. I mean the MONE institution, even if their present executives were removed, has owned the new model, and researchers or instructors at the Faculties have been educated in line with the program changes. The new model will be owned! We had a significant achievement in raising people's awareness and skills!

The quotation below is from another dean who perceives the institutionalization as a natural phenomenon in relation to the new model's interaction with the developments in the knowledge domain:

> It [referring to the new model] will overcome the difficulties and resistances within its internal dynamics…What I mean is, we are not inventing anything new with these new programs indeed! This process is already on in the developed countries, I mean the countries that we take as a model. And we cannot say 'no' to this development! Nobody can really avoid this by resisting to it! But the problem is only time or pace! It will either be 'again delayed', if it somehow loses its energy, or be more tuned, if its dynamism is

kept awake with interaction with the developments in 'the knowledge' triggered in the external environment!

In this context, there is a consensus among the informants from all the parties involved, except for the resisting minority, that the present puzzles are experiential and that problems-feedback-revision processes are integral to any systemic change; a majority of the informants, 22 out of 28, emphasized the expression 'systemic learning' here elaborating on their perception at which stage of the change curve the new model is. More interestingly, some stressed even 'learning' is anew to the system, as this was the most substantial change presenting a 'model' to the teacher education affairs in the country within decades. A senior teacher educator at a relatively new Education Faculty compares this to human learning model, "This is what we call small steps principle in human learning; you cannot take big steps from scratch!"

Next, four Deans emphasized the fact that they already started self-organization towards the changed conditions with their own initiative to better accommodate the new visions. More specifically, they emphasized that they encouraged post graduate research studies in their Faculties in topics related to the new visions of the model; namely relevant instructional methods to increase expertise, and curriculum evaluation studies to collect valid feedback.

On the other hand, half of the informants from the Faculties stressed the political environment as a potential political threat to the evolution and continuity of the new model. More specifically, they elaborated on the fact that governmental changes directly influence change in educational policies in Turkey. In this context, these informants highlighted the puzzles in the overall political procedures and processes in the country in making and implementing public policies. The quotation below from an instructor and assistant Dean at an Education Faculty is illustrative, in this sense:

> As the political structure or mentality…or what I mean is how politicians or political system go about making politics does not change in Turkey…I mean as there is no continuity….as 'decisions', not policies, are made and broken abruptly as a matter of political power, it is *painful* [italics added] to create and systematize or institutionalize any innovation in any public sector by and for its own members! Any other political party may take over

and manipulate it in any way or abandon it altogether putting forward the difficulties that are being gone through now!

On the other hand, the informants who had a negative attitude towards the 1998 restructuring, 3 out of 28, predicted that the new model would 'fade away' in time with change of decision makers at the HEC and the MONE as they perceived the new teacher education programs were not owned by the implementers and the program puzzles were significant indicators of the isolation of the decision makers from the implementers making these changes. In this context, they predicted the outcome (teacher candidates) of such a model would be a loss of prestige for the teaching profession as the model treats the teacher as a 'technician', more than an educated professional, and would be detrimental to teacher education being an academic discipline, with the present reductionist attitude it takes.

4.5.3 Suggestions for Institutionalization

The suggestions raised by the informants as to the strategies to be used to institutionalize the new teacher education model brought about by the 1998 restructuring could be grouped under four comprehensive headings: better ownership for breaking resistance, human resources development - better standardization and tuning of faculty training or spreading faculty training towards the new teacher model aimed at -, more effective functioning of the 'National Committee for Teacher Education', and finally bringing schools closer to universities.

4.5.3.1 Better Ownership

To begin with, as 20 informants stressed, a more effective ownership of the new model should be created. The two major procedures that would enhance better ownership were proposed as first more effective and integral bottom-up and vertical feedback mechanisms to be established and second assignment of new roles and responsibilities to local administrators at universities.

The first sub-dimension of integral feedback channels was institutionalized coordination between the MONE and the HEC in teacher education matters. This proposed organic link between the two policy-making institutions is argued by the

informants as crucial for better analysis and fulfillment of needs. The MONE should more strongly impose its employment standards and requirements as an employer. In other terms, what the informants highlighted was indeed the institutionalization of this organic relationship would best be established through acknowledgement of the MONE's position by the HEC as an employer and a major institution of the Turkish Republic, which would definitely relate to a different attitude to be adopted by the HEC towards its Education Faculties that are to educate teachers for the National Education system and the Turkish Republic. Acknowledgement of the special status of Education Faculties within the higher education system and the crucial importance of this coordination and compromise between the MONE and the HEC is best illustrated by a senior educator from the most comprehensive and senior Education Faculty in the country:

> This dialogue was missing! And … [the president of the HEC] and … [the former undersecretary of the MONE] really put in a lot of efforts to establish this coordination, but the efforts were and are still at personal level. I am sure they both aimed to institutionalize this coordination…I mean they wanted to make it into a law. They tried to achieve this aim, they wanted to include this item in the HEC law related to the new structure, but this has not been achieved yet. I hope it will one day be institutionalized. What I mean is, this legalized consensus between these two institutions is crucial! Teaching profession is different from engineering or medicine. It has universal standards, but local needs and standards are integral to it. Educating teachers is different from educating engineers! Education Faculties cannot be thought apart from the National Education. The HEC and universities cannot say, 'I will educate teachers in any way that I like!' In this context, the MONE should more definitely describe its expectations from the Faculties in teacher qualities. I do not mean it should be a dominating power on the Faculties, but Faculties should better internalize what the MONE expects from them!

This suggestion raised by the informants is also highlighted by Akmal and Miller (2003) who think program ownership, as opposed to program autonomy, is best achieved through joint roles and responsibilities within and across decision-makers and implementers, and clear definition of these roles and responsibilities.

The second sub-dimension of integral feedback mechanisms, as all the informants proposed, was that a comprehensive evaluation of the new model was required for diagnosing strengths and weaknesses for improvement. The informants stressed the roles and responsibilities of the HEC, the Education Faculties and the

Teacher Education National Committee in initiating and implementing formative evaluation. The informants from the Faculties mainly stressed the importance of institutionalized ongoing comprehensive formative evaluation mechanisms or platforms to be established by the HEC through functioning of the National Committee, and they emphasized that they were not regularly asked for feedback or their feedback was not taken into consideration; on the other hand, most of the informants from the MONE and the HEC highlighted the role the Faculties should take carrying out evaluation studies and providing feedback to the HEC with valid and reliable results.

An informant from a major Education Faculty suggests:

> The necessary academic climate for the Education Faculties to be able to revise and give feedback on their programs should definitely be established. There should be annual program evaluation meetings for Education Faculties to share program experiences and insights. There should be a scheme for exchange of teaching staff across the Faculties.

Similarly, another informant, a former Dean from another Education Faculty evaluates:

> No educational reform can be used for 10-20 years without any revision because knowledge itself is changing, the needs are changing…any system should continuously revise and readapt itself to these internal and external changes. Otherwise, development will be delayed until a point of explosion, the results of which will be more difficult to internalize. The malfunctions should be *periodically* [italics added] evaluated and overcome. We are expecting such evaluative studies from this year on!

Within the context of the requirement for comprehensive formative evaluation of the new model for it to be institutionalized, the informants from the Faculties emphasized that the strict/inflexible attitude of the policy makers about the programs, which had been referred to as a present anomaly earlier. In this context, the informants iterated the blueprint of the programs and the teacher education qualities to be aimed had to be standardized but the contextual diversities had to be reflected on the programs.

The second strategy proposed by the informants, referring to ownership of the model, was better defining the roles and responsibilities of local administration or Education Faculties. This recognition of the local authorities at Faculty level

includes more participative decision making and implementation, better description of positions and responsibilities in line with the new structure and finally Faculty self-assessment in line with the MONE 'teacher effectiveness' criteria. More specifically, feedback collected through specific Faculty meetings should be shared across deans' meetings. Next, for local administrators to effectively collect feedback from instructors and supervise implementation processes, roles and responsibilities of department heads and program chairs have to be better defined. A department head from a comparatively new Education Faculty elaborates:

> In this new structure we have a Dean and under this position we have departments (department heads) and programs (program chairs). We have Basic Education Department which includes Classroom Teaching, Science, Social Studies, Turkish, etc, programs. In our Classroom Teaching program here we have 1700 students. It is difficult to deal with or coordinate 1,700 students only through a program chair status. It really has to be a department. Basic Education Department covers 85% of all the students in this Faculty. So this department head is like a second dean in the Faculty. On the other hand, Turkish and Educational Sciences are represented as departments. This imbalance really affects the feedback and supervision processes. This is a part of standardization and accreditation. Quality management is only possible through effective participation, representation and clear job descriptions!

4.5.3.2 Better Management of Human Resources

The second theme raised by all the informants from both the Faculties and the MONE as to suggestions for institutionalization was better standardization and tuning of Faculty training in line with the new programs. The sub-dimensions of this major theme could be categorized in three parts: centralized facilitation of Faculty training, career planning for Faculties and Departments, and better handling of post graduate studies.

To begin with, the informants from all the parties stressed the importance of developing human resources at Faculties as the most important or critical effort in restructuring, and its institutionalization, for teacher education to gain and develop its *identity*. Any structural or program changes without effectively addressing the need for developing the relevant human resources would not have a substantial effect, and would deteriorate the whole system as observed in previous reform efforts and experiences. These informants suggested that the HEC and the MONE

should collaborate for a centralized facilitation of training towards the new understanding reflected in the new programs and continuous structured information sharing and interaction between implementers. In this context, first, the returning staff trained on 'special instructional methods' should be used as a major source of training and impact for other instructors across the Faculties. These people should train others. The spreading of Faculty training and development should be systematized with exchange of instructors across the Faculties to share insights and experiences. Second, continuous and structured interaction between the implementers should be systematized to share experiences, ideas and research studies in the form of regular meetings.

The two quotations below are noteworthy effectively illustrating this vision; the former is from a present Dean, the latter from a program chair:

> What is most important here is effectively educating Faculty instructors! When we consider the other disciplines like Physical Sciences, they had a similar experience when first introduced into the HEC system! They had to systematically organize development of human resources! Their teaching staff! But it was *painful* [italics added]; gradual…Now Education Faculties have started doing research on their *specific* [italics added] discipline, educating their future teaching staff, just like what happened in other disciplines 20 years ago. We are going through the same difficulties because there is a big gap between those who are being newly educated and the others, who are supposed to encourage, supervise and implement such studies, as they are not indeed from this *discipline* [italics added]! Their background is different! *Qualified academic staff* [italics added]! This is the first prerequisite! This is for three reasons: to educate teachers effectively, to educate new teacher educators, and to create new knowledge, to do relevant research for our own discipline!

Similarly, the second informant puts:

> To effectively internalize the new changes, the Education Faculties have to be professionalized in 'instruction'. This is the role of Education Faculties. They deal with 'teaching and learning', not subject knowledge only…I have been working as a Classroom Teaching program chair for four years, and what I really look forward to is getting together with all the others from different Faculties holding the same status at least once a year in a congress to share knowledge and experiences. What the HEC has to do is this now, if it really wants to increase the standards at Education Faculties. Why? Because what the HEC is indeed saying with this restructuring is there was a need for higher standards, they defined these new standards and now it has to check whether it is really being used effectively or not. This job is to be centralized! It cannot be leaved to local authorities only. How each Faculty

is trying to achieve these should be really supervised. The HEC has to coordinate this! Otherwise, the improvements will be delayed!

The second sub-dimension of standardization of Faculty training was career planning for Faculties and Departments. One third of the informants from the Faculties emphasized this issue as a major strategy to be used by the HEC for organizing human resources according to the new demands and visions. More specifically, these informants envisaged a need for centralized facilitation of planning for development and staffing of departments and programs to match the future needs. In this context, the HEC is suggested to draw up and implement a career development and organization scheme for the Faculties. The instructor profiles of Faculties should be analyzed according to the requirements of the new programs and the human resources should be reallocated to fulfill the local needs. Within this context, instructors with subject knowledge background should be transferred back to Arts & Sciences Faculties, and new opportunities should be created to overcome the human resources problems in the Faculties both quantity and quality wise.

The present imbalance across the Faculties with respect to their instructor profiles is illustrated in the three quotations below. The first one is from a senior executive at the MONE, the second one is from a former Dean at an Education Faculty, and the last one is from a present dean that initiated self-organization in their Faculty to match with the new visions. The MONE executive evaluates:

> There should be a balanced, homogenous distribution of academic staff across the Faculties. We observe this present imbalance in the statistics. There is an abundance of qualified instructors at certain Faculties. On the other hand, the newly established Education Faculties lack sufficient number of instructors with relevant expertise. This imbalance should immediately be overcome.

The former Dean similarly evaluates the distribution of instructor profile across the Faculties:

> We definitely need to reconsider our academic staff policy. We already started applying certain criteria related to foreign language proficiency and publications. However, we also have to consider the distribution of Faculty staff across the universities. When a new Education Faculty is established, we have to make sure the Faculty profile is satisfactory both quantity and quality wise. We cannot act with an impulse like 'one school, one principal!'

[a Turkish expression illustrating how new schools are established without consideration of its teaching staff]. We have to both provide the new staff and develop the existing ones. Instead of closing down a Faculty lacking academic staff, we have to take action to procure them and maintain the standards.

The present Dean elaborates how he takes initiative in his own Faculty to deal with this problem:

> We should have a career planning scheme across the Faculties. This is what I am trying to implement in my Faculty. We have a 'development coordination committee' here. We think about how to improve our Faculty profile, which departments need staffing and how. As a leader here, I feel responsible for the human resources development in our Faculty….May be the HEC cannot deal with such details but it should at least find ways to encourage this approach for a certain period of time.

With respect to the need for new opportunities to be created to overcome human resources problem at Faculties, half of the informants including the instructors and the MONE informants, suggested an analysis of the priorities in expertise and investment in post-graduate education in these fields. The new investments were described as fellowships for study abroad and more emphasis on 'Instructor Development Program', already being implemented in various subjects in Higher Education. A former assistant Dean complains:

> Again a transformation without adequate infrastructure has been lived! There is still and again a major problem of instructor profile! What I mean is, only physical or structural change or transformation does not mean much. The qualitative change is a must. I guess today there are approximately 60 Education Faculties, and the number is still insufficient; I mean the number of instructors in the Faculties, especially in English Language Teaching, Preschool Teaching, and Instructional Technology. The bottom-line is the programs are good but they are not being implemented by quality teacher educators.

Another informant, a present Dean, elaborates on the good effects of the fellowships offered for study abroad and emphasizes more of such investments to be made:

> The ones educated at post-graduate programs abroad started to get into the system with good effects. The 'Instructor Development Program' has also been effective educating prospective instructors at post-graduate programs in specified universities. However, when we look at the general picture of Education Faculties all over Turkey, the quality is still very low. In ... Education Faculty there are 10,000 students and almost 200 instructors, unfortunately only 10-20 of them holding a PhD degree! Expertise in these

Faculties in small cities is completely ignored. Therefore, these fellowship programs are very useful and they have to continue. But more importantly, I heard that those returning to relatively new Education Faculties in small cities are dissatisfied there! The HEC has to develop a scheme to make these new instructors useful to their environment educating other instructors!

4.5.3.3 Effective Functioning of the 'Teacher Education National Committee'

The third theme related to suggestions for institutionalization was more effective functioning of the 'National Committee for Teacher Education.' The effects of this committee expected to act as an institutionalized and autonomous policy group could be summarized into three major parts: it would ensure standards and facilitate accreditation, it would centralize strategic planning of teacher education affairs ensuring developments and continuity towards future changing conditions and needs, and finally it would ensure coordination and consensus among the parties involved, and thus common visions, by representing them effectively.

The elaborations of the informants in this context are that this committee acting as an autonomous unit is the major source of influence on institutionalization as it is expected to make policies for the development and follow up of the new model protecting it from the threat of governmental or political changes. To sum up the role of the committee in relation to institutionalization of the 1998 restructuring is emphasized in three themes: *common vision*, *continuity* and *quality/standardization.*

This is highlighted as institutionalized 'governance' in the relevant literature to create, implement and stabilize educational renewals (Akmal and Miller, 2003).

Finally, 18 informants from both the Faculties and the MONE emphasized that the MONE schools cannot be separated from the Faculties in institutionalization. Therefore, the gap between the schools and the Education Faculties should be overcome by bringing these two units closer to each other. This involves, as these informants suggested, updating or training the school staff with the latest developments and research – knowledge and skills – and actively using the schools as 'integral' laboratories of Education Faculties. A former Dean effectively elaborates on the gap between the schools and the Faculties:

You cannot make an education reform by the MONE saying 'we will launch a student-centered education' only! You cannot achieve this without educating these teachers at schools. And we have to train them here at Education Faculties….I mean there must be a parallelism between what we teach here and what is being done there at schools. I think we do very different things here; we try to educate our teacher candidates with recent knowledge but the actual system out there is very much stable, status-quo oriented. It does not change its traditions! Therefore, the teacher candidates cannot apply there what they learn here, even working with their 'mentor teachers.' We cannot even train the mentor teachers effectively.

Another informant, a department head in a senior Education Faculty, suggests:

We have to use the MONE schools as our laboratories. This is not an innovative idea indeed; it is integral to our job here anyway! At each MONE school there should be a laboratory, or a workshop room, of the Education Faculty it liaises with! The teacher candidates doing practice teaching, the mentor teachers, and the supervisors from the Faculties should work together in this laboratory to design, implement and assess their instructional processes.

4.6 Other Comments on 'Educational Policy-Making' and 'Socio-Politics of Reforms' in Turkey in General

Due to the nature of phenomenon investigated – the 1998 restructuring – involving developments in internal and external dynamics, the evaluations or perceptions of the informants included specific emphasis on the nature of 'educational policy making' and 'socio-politics of reforms in general' in Turkey.

The major concerns raised by the informants related to educational policy-making in Turkey centralized around absence of continuity or evolution in policies, which relates to absence of participative or democratic decision making, and 'global' or 'imported' epistemology being transferred and implemented superficially without consideration of contextual realities.

'Absence of continuity' was mostly highlighted across all the informants the Faculties and the MONE. The elaborations on this issue were centralized around the MONE being a political institution, which results in abrupt changes in decisions and policies due to shifts in political authority – government. This evaluation was raised by almost half – 13 - of the informants, including the MONE

informants, though it was not specifically asked during the interviews. A MONE informant typically asserts:

> In Turkey, the decision-making authority is the Board of Education, the undersecretary of the Ministry [the Ministry of National Education]. Read their meeting minutes! You will see how these decisions are made! What I mean is, educational policies must be 'above-parties' issues; I mean National Issues! These policies should not vary across 'random intentions or political intentions' of political parties in government!

These informants, within this context, elaborated that this major problem – decisions being political issues – creates interrupted improvement efforts that do not incorporate feedback processes and follow-ups. Therefore, substantial changes are followed by long deterioration intervals. Within this context, the two quotations that follow are illustrative: A senior teacher educator, a Department Chair at the most senior Education Faculty in Turkey, evaluates;

> In our country, 'express' decisions are taken! I mean, decisions are taken abruptly, without making and preparations or any plans. This is because problems are recognized only when it becomes totally intolerable…completely dysfunctional…like an outburst! I mean people become aware only when things become really chronic, or when there is an *earthquake* [italics added]! Or a *big bang* [italics added]! This is how things work in Turkey.

Similarly, another informant, a former Dean assesses;

> The principle of continuity is non-existent! Teacher Education is 150 years old in Turkey, but Education Faculties are only 20 years old! So what happened to those 130 years? Just wasted! The Teacher School in Paris was established in 1826 and it still functions! The knowledge is still being developed there! In Turkey we knock down the accumulated experience and knowledge at one go! Overnight! This is true for all the institutions, not only Teacher Education. No body cares the principle of 'continuity'. They [referring to decision makers] always 'inherit ruins' [ironical; a typical complaint that a new political government makes about the previous one when it takes over]!

Within this context, it was elaborated that policy changes are abused as political power demonstration or confirmation; therefore, they lack scientific basis. These informants typically perceive that each new government makes a policy change deliberately to create its own political impact, without any proactive feasibility analysis or evaluation of the new policy. The general perception among

the informants of this attitude of decision makers was "I did it, so it happened!" An informant, a senior teacher educator, critiques this attitude interestingly as; " if you rationalize the implementation of a decision by saying 'I did it, so it happened!' then someone else comes over next time and says 'I did it, so this can also happen!' and abolishes your decision."

As both a cause and effect of this anomaly in educational policy making in Turkey, the informants highlighted the decision making processes not being participative or democratic due to the systems' not being open for bottom-up information flow. In other terms, decisions are taken by those holding the political authority. The informant quoted above elaborates on this as; "a problem of democracy, democratic awareness and education of both the decision-makers and the public in general."

Finally, four informants at Faculties highlighted that in Turkey, reforms are mainly concerned with 'methods' imported from the West that we are trying to catch up with, not the 'human model' aimed with these renewals. More specifically, neither the philosophical attitude – the approach as to which qualities are aimed for teachers with these models – nor the contextual differences which may not accommodate these changes are paid attention to while transferring 'global epistemology' into Turkish context. Therefore, these imported policies are usually short-lived and have only physical or quantitative effects on the system.

12 informants also raised concerns related to the socio-politics of reforms or restructuring processes in general – in all public institutions - in Turkey. The points highlighted were similar to those maintained about the educational policy making context, and they centralized around the theme 'delayed reactions to problems.' The elaboration on this major theme as to the reason for it was a general orientation for waiting for a top-down authority or 'imposition' to restructure or reorganize. The result is discontinuous improvement with sharp intervals of centralization versus decentralization. A present Dean interestingly evaluates; "This is how things are managed in our country. After some 'loud noise' they say '*stop* [italics added]!' and draw up a new constitution, then it becomes too 'mono-tonus' and we try to overcome it!" and elaborates further, "this is true in all domains, the same in Education, Health, etc, this is a matter of participative democracy. Without effective participation in decisions, some people will always impose and others will wait for

such imposition, and this will go on this way whatever restructuring you implement."

CHAPTER 5

CONCLUSIONS AND IMPLICATIONS

In this chapter the conclusions reached in the previous chapter are reiterated with regard to each research question. Then, the implications for practice and for the future studies are presented.

5.1 Conclusions

The conclusions presented below are based on the main research areas of this study: how the 1982 restructuring related to the 1998 restructuring; the reasons for the anomalies that led to the 1998 restructuring; the 1998 process of transformation; the stage of the curve the system is at presently; and finally the possible paths the new model may evolve.

5.1.1 1982 Restructuring in Relation to the 1998 Restructuring

In the light of the findings presented in the previous chapter, it could be concluded that a 30 year background to the 1998 restructuring is meaningful in understanding the 1998 change dynamics. The dynamics of this 30 year background present a 3 phase pattern of conditions created by a dynamic interplay between and within external and internal components or factors; and these three phases are characterized by the logic of stability versus instability or discontinuities in teacher education affairs in Turkey.

Within this context, the three phases of analysis that emerged from the data and that directly relate to the 1998 restructuring are (1) discontinuities emergent in the 1970's as opposed to the 1950's-1970 evolution and stability period, (2) the

phase of closedness or 'forced stability' from the 1982 restructuring until early-1990's, and (3) the pre-1998 phase of chaotic turmoil or turbulence. This three phase process overlaps with the themes and concepts of chaotic change logic in the literature as proposed by the model at the end of Chapter 2 by the researcher. This is especially so regarding the idea in chaos theory that the external and internal are in one – parts of the same whole – and the logic of nonlinearity or nonproportionality of behavior in phases of discontinuity or instability within this framework. Moreover, stability and instability are complementary phases of the change process, with stability following a chaotic transformation process to institutionalize change. From this perspective, these three phases could be regarded as parts of a long phase of discontinuities or instability in teacher education affairs in Turkey that involves accumulated nonproportional effects in the long run towards pre-1998. The 1982 restructuring, from this perspective, does not represent a chaotic transformation through bifurcation but an imposed stability – not in the nature of complementary stability phases in chaotic change models – that enclosed the system, similar to Woodward's (1994) 'box model', which did not solve the system's problems but indeed complicated them creating nonproportional effects in the teacher education system. The additional complications created during the second phase, from 1982 to the 1990's, stem from three major initial conditions or anomalies in 'human resources'/instructor profile, 'identity' and MONE's 'breakaway' that created further intertwined anomalies in programs and administrative issues.

The 1970's marked erosion in the qualities of the teacher education system in Turkey. This erosion went hand-in-hand with the triggering events or discontinuities in the socio-political environment. Pre-1970's period was characterized by social-reformist or progressivist ideals of the Turkish Republic trying to evolve and consolidate its social and political order experimenting transition to democratic system. Teachers within such a context were 'motivated professionals' holding a socially respectable and 'key' job or 'mission' to facilitate this social reconstruction. The scheme for selecting and training teachers, as well as teacher trainers, was effective in supply-demand match, differentiation of teacher training processes and programs for different purposes or programs of the National Education by different institutions, and clear 'identity' or purposes through an integral link between teacher

training programs and the MONE school programs, MONE being both the supplier and employer of its own teachers. This period marked stability in chaotic terms in that the consolidation of the Republican paradigm was experienced through a good match between the long-term goals of the Republic and the National Education.

The 1970's, until the military takeover in 1980, experienced fluctuations or discontinuities in social, political and economic agenda in the country that reflected on teacher education issues as erosion and dysfunction in its purposes. The external triggering events were represented by 'youth events' starting in late late-1960's, the military note to the government in 1971 representing a negative feedback to fluctuations but did not manage to stabilize them, governmental discontinuities, economic depression, anarchy, and increased self-inquiry in the political agenda all over the World triggered by the Cold War.

This unrest in the larger socio-political context in this specific period was observed in fractal form as dysfunction in teacher education processes – erosion in programs, instruction, student and trainer qualities, and decision making processes - which turned into complete disorder or turmoil in the late-1970's along with the socio-political turmoil all over the social units in the country. Added to this turmoil in teacher education was awareness that the static knowledge represented in teacher education institutes was incompatible with the developments in academic knowledge base. In other terms, as reported earlier from an informant the knowledge in these institutes was a "closed circuit" void of ability to renew or adapt itself to the scientific developments in the discipline, which was also the quality of teacher trainers. Absence of a professional development scheme for trainers coupled with severe erosion in both student and trainer qualities due to disrupted instruction and extensive shortcuts to the profession, which all resulted from abuse of political power to the extent of demolishing any criteria and control over teacher training affairs, severely harmed the 'human' dimension of the system. This would have significant implications for the years that followed, more specifically, would lend itself to further anomalies or complications in the later phases from 1982 to 1998.

Therefore, the 1970's were years of instability for both teacher education and the socio-political system in Turkey, and the late-1970's were marked by 'absence of vision or predictability' at all levels – internal and external – marking a phase of

chaotic turmoil. The expressions used to describe this phase of chaotic turmoil were significantly "mistrust", "fear", "darkness", or "helplessness".

The military takeover in 1980 was a centralization and negative feedback to stop social and political turbulence in the country. The enactment of the Higher Education Law 2547 centralizing all higher education institutions and teacher education under the HEC model was done within this two year period. The significance of National Education and teaching profession both within the context of the unrest before 1980 and that of centralization or takeover of 1980 was obvious in that the first public speech of the leader of the takeover involved direct references to 'education', 'students' and 'teachers'.

Although the decision to integrate teacher education into higher education model was right in theory, in practice it would have serious repercussions on teacher education affairs since it was a political, abrupt and top-down decision. In other terms, teacher education was not prepared for this restructuring. The decision did not involve stakeholders' and experts' participation, nor it developed any visions and strategies related to adjustment of 'human resources' or educator profiles, program development, physical resources, and disciplinary 'identity' towards the new 'university' model. On the other hand, the new university context would impose a number of challenges on pre-service teacher education which it had no tradition of - scientific research and knowledge creation and autonomy. Further, universities that pre-service teacher education was "patched on" were not ready to incorporate this new 'discipline' into their own system either for two major reasons: that they were experiencing their own adjustment into this new HEC model through an "earthquake" and that they had no tradition of teacher education.

To sum up, the teacher education being unprepared for the challenges of the new university context offered with the 1982 restructuring, together with the break away of the MONE from teacher education affairs with the new model, created an 'alienation' problem for the new Education Faculties in the new university context. The anomalies in teacher education prevalent in the 1970's were not overcome by this 1982 restructuring as it was not self-organization but 'imposed stability' that created a new ground for further complications stemming from the 1970's to grow into more and different anomalies. In other terms, the 1982 restructuring being more

of a design change without change in processes that are supposed to stem from new visions, values or beliefs to bring about new strategies only created further anomalies. Yet, within this new university context, these anomalies would bring up and shape into different forms over the years until the early-1990's within a 'static' structure. From this perspective, this period had the ability for neither 'stability', nor 'instability' which complement each other in chaotic change model. It is not truly stability because according to chaotic logic in such phases there is direct congruence between the internal and external dynamics with consolidation or institutionalization of what is transformed. On the other hand, it is not truly instability as in such phases self-inquiry is proved by incongruence or malfunction across internal and external dynamics. The malfunction was prevalent with the system moving away from its purposes yet 'imposed stability' only created further anomalies.

Within this context, the design change, despite its detrimental effects brought about dynamism in academic matters for teacher education. Mainly it brought academic orientation and discipline to teacher education with the expense of Education Faculties' confusion about their role and identity and break away from their 'reason for being'. More specifically, on the surface teacher education would be recognized as an academic discipline with its theory and practice; teacher educators would be required to pursue a standardized career development scheme; and teacher education programs would build on standardized entry and exit qualities for students and standardized duration and purpose of education. However, within this new design, Education Faculties had severe identity problem due to misunderstanding of 'academic autonomy' and thus, ignorance of their special status – their organic link with the MONE – and 'inadequate human resources' for the new design, which cumulatively disoriented, degenerated or overshadowed these positive effects in time.

The establishment of the HEC had positive influences for the overall higher education context in quantity and quality issues bringing dynamism as opposed to previous lethargy in academic matters. The HEC with its coordination and standardization effects influenced the quality of academic staff profile standardizing the career development procedures, and the quality of programs by encouraging and supporting academic research, increasing the number of universities and post-

graduate programs, and facilitating the fair distribution of material and human resources. The argument that the HEC may be a threat to academic autonomy is not meaningful in that the HEC is mainly a coordinating body for increased standards or quality through standardizing norms or criteria and does not intrude into academic research topics and program contents. Further, HEC decision making involves universities' participation and 'shared governance'. From this perspective, the HEC broke down the "exclusive" or "closed" nature of individual universities or higher education system which had prevailed earlier.

Yet, the position of Education Faculties within the HEC model is somewhat different from other disciplines due to the organic link between the MONE – thus state policies – and Education Faculties. The autonomy of Education Faculties within the higher education model, which was supposed to positively influence teacher education affairs, did not have proportional effects on program qualities. During this 'stability' or 'closedness' phase three major categories of anomalies were created: Education Faculties' identity confusion, MONE's departure from teacher education affairs, and finally anomalies in human resources.

The identity confusion of the Faculties within university context was as to whether these educators were scientists or trainers. Education Faculties pushed hard getting involved in scientific research trying to catch up with the academic criteria, and thus to prove 'self' in academic context. The alignment with the MONE – the Education Faculties' major client and stakeholder – was nonexistent: the interaction between the two was nonexistent. The MONE did not get tuned to the academic developments; and on the other hand, the Education Faculties broke away from the MONE's expectations and the MONE school context. The MONE's loss of control over teacher education affairs by the 1982 restructuring was in its loss of power to adjust the supply-demand balance, to match teacher qualities and teacher education programs with the MONE school programs, and to control entry into the profession. Within such a context, Education Faculties were staffed with instructors from Arts & Sciences Faculties due to (a) scarcity of available teaching staff trained in 'teacher education' discipline, (b) loss of teacher educators from the former Education Institutes as they could not fulfill tenure criteria, and (c) lack of any schemes or strategies for developing instructor profile in line with the new demands.

Therefore, during this 'stability' period teacher education was closed up or 'isolated' in the higher education system without definition of its new identity, visions and strategies. This isolation was the very essence of this 'stability'.

5.1.2 Reasons for the Anomalies that Led to the 1998 Restructuring

Ignorance of the anomalies created by the 1982 restructuring during the 'stability' period had cumulative effects as program anomalies and administrative anomalies until the 1998 restructuring. The program anomalies could be grouped under four major headings: lack of standards and relevance to students' needs; financial resources being used for subject knowledge research; ignorance of K-8 teacher education; and irrelevance of undergraduate programs in Educational Sciences.

Programs were created according to faculty background, and therefore were (a) duplications of Arts & Sciences programs, (b) too much specialized, and (c) lacked integrity and coherence within and across Faculties. Added to these anomalies was the severe imbalance between theory and practice – teaching skills were overridden by mainly subject theory and pedagogy theory. The cumulative effects of the initial administrative conditions – lack of effective coordination and communication between the MONE, the HEC and Education Faculties, which resulted in lack of common vision as to the quantity and quality – brought about ineffective planning for demand and supply which later on lended itself to severe shortage of teachers for specific grades and erosion in the entry to the profession through shortcuts, and thus further erosion in the social respectability of the profession.

This period of 'closedness', during which nonproportional cumulative effects of the initial conditions were created in both program and administrative issues, depicts a dynamic complexity. Program and administrative anomalies fed back upon each other to create loops of behavior. The isolation – lack of governance – and lack of identity as initial conditions reflected on both program and administrative issues as further anomalies and random behavior that created further isolation and identity crisis. The causes and effects were intertwined.

Within this context, this prolonged 'closedness' or 'stability' until the early-1990's was due to the systems 'lack of ability for self-inquiry'. The system ignored its malfunction, until the fluctuations peaked in the 1990's, due to its 'lethargy' caused by the bureaucratic structure of educational decision making organizations and political nature of educational decision making processes in the country. The governance at institutional level – the MONE and the HEC – being distant from teacher education affairs – the MONE bearing a hierarchical structure of decision making and change agents and changes stemming from political power or motivation usually and the teacher education issues not being well represented at the HEC level – did not help institutional ownership of the phenomenon. Therefore, educational change processes are mainly a matter of political leadership but not that of educational organization; due to the hierarchical and bureaucratic structure of these public organizations change is resisted, procrastinated or launched for political reasons.

As for the nature of the crisis process, the 1990's were a period when the system dynamics were shattered. The malfunctions that peaked coupled with external shocks to raise awareness about the threats to the system. The feeling of being lost and absence of predictability created changes in the relationship between the components of the system and fluctuations that woke the system up during this chaotic turbulence.

It was during this period, defined frequently as of "overflow" of cumulative effects or the degree where malfunctions were no more "tolerable" by the informants, that social, political and economic unrest in the external environment had direct shocks on the teacher education affairs, as well as those of the National Education, threatening their processes and their organic link to Turkish Republic's foundational principles. More specifically, the discontinuities in the socio-political context representing extensive governmental "mistrust", coupled with economic recession and mistrust, lended to a socio-political arena where threats to the political model or paradigm was a hot agenda and educational affairs were in the center of this threat.

The internal triggering events towards turbulence, and thus the 'self-inquiry' waking the system up, were first the political decisions that further increased teacher

shortage towards an alarming rate – 60,000 in 1996 – which resulted in shortcuts to the profession in drastic numbers – 40,392 in 1996 and 1997 – without any certification program. These political decisions were turning 2 year Higher Teacher Schools to 4 year Faculties and encouragement of early retirement with a new retirement policy. This erosion in the entry to the profession created a shock effect, on top of the up-to-then accumulated anomalies, as 'self-denial' of teacher education and teaching profession. Second, within such a context of turbulence the 1990's marked increased awareness of stakeholders of a need for substantial change. The system components or stakeholders – the MONE and the Education Faculties – got closer to each other indicating closer communication across system components in 'far-from equilibrium' stages in chaotic change logic. This 'wake-up' was represented by the MONE meetings with Education Faculties in 1992, 1993, and 1995 focusing on 'coordination and cooperation' in teacher education. Third, the MONE project for 'Development of National Education' was designed in early 1990s and launched in the mid-1990's, and it integrated efforts for improvement of pre-service teacher education curricula as an indication of this raised awareness during turbulence. The change in decision makers in both the HEC and the MONE during this turbulence was also a critical dynamic in the 1998 restructuring within the MONE project. The syncronity of new leaders that would work as catalysts to transformation, within the context of MONE project could be perceived as nonproportional phenomenon in the threshold of order.

The turbulence in internal affairs of teacher education was a fractal form of the turbulence in the external environment from 1994 to 1997 triggered by social, political and economic unrest; namely, economic crisis, riots, strikes, and governmental discontinuities, which created an extensive context of 'mistrust' to the extent that secular democracy, the foundational paradigm of the Turkish Republic, was threatened by ideologies in political power. The National Education system was in the very focus of this hot agenda, the threat. The 18 item military note to the government on 28th February 1997 included three items directly related to such threats to the National Education and the decision to launch 8-year Basic Education, which was enacted more than two decades earlier, was taken in 1997 and implemented in 1998 as a matter of 'national security' to combat the threats and a

matter of re-alignment or 'attraction' to the Western secular socio-political model and its standards as opposed to the threatening ideologies. Within this context, the ideal for integration into the European Community was reemphasized with the Customs Union in 1996 and the establishment of an EU integration counseling board in 1997 as emergence of 'islands of stability' or 'strange attractor' peculiar to chaotic turmoil stages.

5.1.3 The 1998 Process of Transformation

The 1998 restructuring in teacher education programs, perceived as the only major restructuring attempt carried out by educator policy makers was designed and implemented by a network of top decision makers from the HEC, the MONE, and some Education Faculties, as an indirect component of the MONE project.

The teacher education restructuring dimension of the project centralized on redesign of teacher education programs towards their previously lacking 'identity'. More specifically, the efforts were towards differentiating Education Faculties from Arts & Sciences Faculties aligning Education Faculties' programs towards their specific aim of educating teachers.

This involved major changes in programs to incorporate more and more effective emphasis on 'practice' and 'teaching methods' differentiated across subjects. Towards this vision, a significant strategy for aligning instructor profile with the curricular changes was put into action – fellowship loans for studies relevant to the curricular changes – as future investment on human resources; and school-faculty partnership was institutionalized, the 'National Committee for Teacher Education' was established, and accreditation of Education Faculties was designed.

The quality of decision making network as having a common vision and understanding of the phenomenon was an asset for the decision making and implementation processes reflected as "decisiveness", "persistence", "communication", and "experience". Yet, the decision making was a top-down process despite the curriculum committees that worked participatively creating curricular changes. The perceptions on the decision process are in two kinds: one that it was not democratic, which created resistance on some of the implementers and anomalies in program matters, the other its being centralized and top-down

facilitated the process, otherwise the lethargy of the system would not create true self-organization anyway. Within the context of this lethargy, no alternative or competing models were proposed in the decision context, as there were no comprehensive evaluation studies carried out previously by the Education Faculties. In other terms, the Education Faculties were not able to initiate such a restructuring anyway as their teaching staff with their research interests were quite disoriented from the major mission of these Faculties and the decentralization across the Education Faculties in terms of their programs and procedures did not help any liaison between them to carry out shared comprehensive research to propose alternative models. Therefore, the opposition was mainly in the form of diversified personal reactions, not a counteractive proposal, stemming from personal concerns or 'losses' not academic concerns. It could be concluded that the decision making model in the 1998 restructuring was analogous to 'rational choice model' of Pfeffer (1981) that avoids randomness and uncertainty and involves definition of goals and objectives for feasible alternatives.

Within this context, the feelings during transformation were more of 'fear and strangeness', specifically relating to abrupt structural changes in programs, and 'obedience to authority'.

5.1.4 The Stage of the Curve the System is at Presently

The new teacher education model put into practice by the 1998 restructuring has not been institutionalized yet. The implementation is still at the experiential stage and a longer time span is needed to make sound judgments about it especially about the exit qualities of the graduates. However, no comprehensive formative evaluation studies are carried out yet to get implementation feedback and resistance – passive resistance – to the new model still prevails.

The resistant implementers in Education Faculties, though they are a minority, have an expectation that the model will 'fade away' in time with change of decision makers due to the 'degenerative' nature of reform efforts in education in Turkey. In this context, it is commonly perceived that there is still a threat that flexibility in the implementation and its supervision might lend to disorder again. Therefore, the new model is at a critical stage for the maintenance of efforts towards

further refinements and thus institutionalization. Therefore, the need for persistence of 'governance' through centralization of efforts for standardization, evaluative feedback and continuity still prevails. The other reasons for the resistance are demotivation to change 'old habits' and the fear of 'losses'. What specifically involves here in 'old habits' is the dominance of subject knowledge over pedagogical skills – 'subject specific instructional methods' and 'practice' dimensions – which are the foci of the curricular changes. This reluctance also stems from the instructor profile being still inadequate to implement the curricular innovations fully and in the long run with the return of the researchers or experts this inadequacy is expected to be overcome.

The major achievements and the problems that the 1998 model is still dealing with are in program and administrative dimensions.

The program achievements are in four major themes: better opportunities for professional skills development, more meaningful program content, standardization of practices across the Education Faculties for increased quality of instruction, and finally increased professionalization, which all realign teacher education to its identity. Better opportunities for professional skills development involves more and structured emphasis on the 'practice' dimension of teacher education through institutionalized coordination between the MONE schools and Education Faculties – school-faculty partnership scheme. The structured and standardized 'school experience' and 'teaching practice' activities offer hands-on experience within professional context, which helps increase student teachers' professional orientation and motivation, as well as teaching skills. Next, the new programs incorporating teaching 'instructional methods for specific subject knowledge' differentiated the status and identity of Education Faculties from those of Arts & Sciences Faculties and established a meaningful link between theory – both subject theory and pedagogical theory – and practice. This resulted in both increased quality in teaching and learning processes and the change in the research topics towards the identity of teacher education programs at Education Faculties. Moreover, standardization in programs, and thus exit qualities, increased the quality of instruction at most Education Faculties bringing an 'order' and 'rationale' for the programs and clarified teacher qualities – teacher effectiveness – through collaboration between the MONE

and the universities. Finally, the total effect of these three major achievements was 'professionalization' or 'increased professional standards' for teaching.

As regards the achievements in administrative dimension, three themes emerged: better flow of information and better collaboration across the parties involved, better use of resources, attempt for development of human resources in line with the new demands. The flow of information and collaboration involves the MONE, the HEC and the Education Faculties. This collaboration was an indication of the recognition of MONE's role or status as an integral demanding authority. The 'National Committee for Teacher Education' was established as a centralized, autonomous and representative authority – governance - to facilitate and ensure continuity of this collaboration and communication through coordinating and supervising decisions and processes. Better use of resources involves both physical and human resources – structural changes in programs tuned to the needs for teachers (K-8 emphasis) and linking human and material resources of Arts & Sciences Faculties and Education Faculties under 5-year non-thesis master's degree. The structural changes better aligned teacher education programs with the MONE school programs. Finally, fellowships offered by the HEC for graduate studies abroad is expected to help develop expertise on subjects prioritized in the new programs marked by the redefined identity of Education Faculties.

Perceived program puzzles could be subsumed under four major headings: mismatch between the planned curriculum and the contextual limitations, inflexibility in the implementation of the programs, inadequacies in the selection and organization of content, and the problematic of the 'non-thesis master's degree'. Structural changes ignored contextual limitations in physical and human resources – both quantity and quality wise. Within this context, there is a mismatch between instructor background and the demands of the new programs. No strategies were developed for the development of present instructor profile in line with the present demands. Moreover, the 'practice' dimension of the new programs is problematic in logistical difficulties – trainer time, student population and financial support – and the MONE school staff not being prepared or trained towards facilitation of these processes. Next, the inflexibility in the implementation of the programs brings a simplistic approach and may be detrimental to academic autonomy and program

development in the long-run. Further, the content is simplistic in selection and organization and theory seems to be overridden by practice bringing a 'technician attitude' to teaching. Finally, non-thesis master's degree is problematic; it is scientifically a fallacy to define it a master's degree.

The puzzles in administrative dimension centralize on the problem of 'slowed down' efforts due to lack of 'governance'. The 'National Committee for Teacher Education' not functioning relates to lack of evaluation, revision and development mechanisms for the model to institutionalize it. Further, the accreditation process does not serve formative evaluation purposes and further development of the model and it is slowed down. Finally, lack of ownership at the HEC level is also a puzzle. Teacher education affairs are not institutionalized at the HEC level and attempts are still at personal level only. Therefore, 'development' – stabilization and tune-up – did not follow the transformation stage due to lack of institutionalized governance.

5.1.5   The Possible Paths the Model May Evolve

The general expectation among the informants is that the new model has great potential in the long-run in program issues due to the clarification of 'identity' or visions. However, whether the new model is going to be institutionalized depends on the clarification and functioning of the 'governance', which is quite vague at the moment. Due to the new model still being at the experiential level, centralization and supervision of efforts for effective analysis of puzzles and the necessary modifications are essential for development and institutionalization despite the possible threats from the political environment. The energy gained through the transformation has been 'slowed down' presently because of the governance being still at the 'personal level'.

The contextual discrepancies, especially in instructor profile, are a significant obstacle for alignment with the 'new identity' of the teacher education programs. Therefore, the 'National Committee for Teacher Education' as a centralized, autonomous and representative policy making and liaison platform would help further developments ensuring continuity – policy making as a process – against the internal and external threats to institutionalization. This institutionalized governance would centralize facilitation of instructor training and career planning for Faculties to

develop human resources, the most critical recurrent theme in the developments in teacher education within the 30 years background to the 1998 restructuring. Without developing strategies to deal with this anomaly, the restructuring is expected to 'fall down' until another delayed stage of transformation – turbulence.

5.1   Implications for Practice

The chaotic change model has implications for the developments in teacher education affairs in Turkey. The three decade background to the 1998 restructuring in pre-service teacher education in Turkey depicting a continuous phase of discontinuities in search for 'identity' and 'self-organization', as opposed to the earlier phase of stability and identity after the transformation with the foundation of the Turkish Republic.

The change pattern underlying the developments within the specific period investigated in this study is indicative of the significance of the 'complementary' nature of 'stability versus instability' in organizations and social systems for overall development – the instability being a natural phenomenon creating self-inquiry, and thus self-organization. This cycle being broken from the 1970's onwards with the 'governance's' – the MONE's - inability to cope with the new demands or changes in the 'discipline' creating system's inability to deal with – vulnerability to – the 'abuse' of political power within the internal-external environment till 1980 and the imposed 'stability' from 1982 to 1990's within the context of absence of 'identity' and 'governance.' In a unique context of continuous discontinuities, the system was unable to self-inquire and self-organize. In other terms, the teacher education system was in a unique form of 'turbulence' and 'lethargy' at the same time – turbulence normally indicating energy in chaotic change logic – from the 1970's to the 1990's peculiar to its own contextual limitations – both socio-political and academic. The general context of public policy-making in Turkey portrays 'delayed systemic reactions' to problems or needs within a highly impositional political-power related arena for 'change' or reform; however, this is especially so in pre-service teacher education affairs, along with National Education ones, teacher education being anew in academic context as a discipline – having not institutionalized its disciplinary

norms and processes – and being in direct link with educational policy-making, and thus political power shifts.

Within this context, for teacher education to both develop its affairs as an academic discipline and serve its purposes in line with the MONE demands its special status should be fully highlighted and owned at the HEC. The key to this aim are 'identity', 'governance' and 'effective human resources'. Without clarifying these visions and strategies and reconciling them as integrity any attempt for any structural and/or curricular changes in teacher education would deteriorate towards further anomalies. Further, only if this integrity is established a truly chaotic transformation in the future may be expected as this integrity would enable the system towards continuous changes with the system's own search for and attainment of solutions.

The 1998 restructuring oriented teacher education towards its identity. Yet, without the other two key components 'governance' and 'development of human resources' a further disorientation is expected. The alignment between the MONE and the Education Faculties institutionalized with school-faculty partnership scheme and the MONE's clarification of 'teacher effectiveness' demands. However, this alignment requires institutionalized liaison and coordination through the 'Teacher Education National Committee' for effective supervision and development. Within this context, school-faculty partnership should be a two-way interaction and development with both the student teachers' professional skills development and the MONE schools' development with academic knowledge flow from the Faculties. Development of school effectiveness, in this sense, should be an integral part of 'teaching practice' processes with structured collaboration of supervisors or experts at Faculties.

Next, centralized governance should specifically focus on contextual variations or limitations. Management of quality standards ignorant of contextual limitations would create further anomalies across the Education Faculties. Accreditation processes, in this context, would serve the purpose of standardization of quality only if contextual limitations were analyzed and combated through a centralized supervision body.

Finally, structured feedback and communication processes through regular meetings with representatives of Education Faculties would help diagnose human resources and career planning issues for the development of instructor profile in line with the visions of the 1998 restructuring. Within this context, local governance, individual Education Faculties, should be assigned roles and responsibilities to systematically design strategies for fulfilling diagnosed needs in human resources and projections for future needs. Communication and share of expertise among specific Education Faculties should be systematized through exchange and training of instructors. The ownership at HEC level would help facilitate post-graduate studies in line with the needs both quality and quantity wise.

As regards the changing conceptions of the teaching profession, again the three phases before the 1998 restructuring, and the implications of the 1998 restructuring are significant. The period before the 1970's is marked by a conceptualization of the teaching profession as a progressivist social work. The qualities of the pre-service teacher education programs during this period were experiential and 'relevant' practice; therefore, relevant professional skills or competence of the candidate teachers were enhanced in line with the needs and requirements of the National Education and the social development. However, as Altan (1998) states, for an occupation to be considered a 'profession' it must have a body of knowledge or a 'disciplinary' identity through which skills and competencies are built. So we cannot say teaching profession was truly professionalized during this period.

The discontinuities in the teaching profession in the 1970's were partly triggered by the absence of this scientific or disciplinary knowledge creation and development in pre-service teacher education in Turkey. Further, we could conclude the professional status of teaching was not established, and even further harmed, from the 1970's until the 1998 as the entry and exit standards were abused or violated, and the programs did not represent a disciplinary identity or standards.

The 1998 model caters to the 'professionalization' of teaching with standardization of knowledge and skills towards a disciplinary identity, but for pre-service teacher education to further align itself towards its special status within the higher education context it is recommended that independent teacher training

universities are established. This new structure is expected to help standardization of processes, scientific knowledge creation and share, better communication within the internal environment – teacher educators – and better communication and collaboration with the stakeholders – the MONE and HEC decision-makers and the MONE schools – for better establishment and development of 'identity', 'governance' and 'human resources'.

5.1.1 Does Chaos Theory Fit into Teacher Education Policy Context in Turkey?

The findings of this study reveal that the assumptions and principles of Chaos Theory are applicable analyzing the change patterns in teacher education policies and processes in Turkey within the last 30 years. In other terms, Chaos Theory can be used to understand the pattern of change processes in the phenomenon explored by this study. However, the unique nature of the socio-political context for policy issues in Turkey yields a kind of change process that does not truly fit into a chaotic transformation model, but verifies and adds to the assumptions of this theory.

Within this context, the assumption of Chaos Theory that stability and instability are complementary in chaotic change is verified by the pre-1970's (1950's – 1970's) versus the 1970's phase of change pattern in teacher education in Turkey. The nature of the pre-1970's phase was truly evolutionary, following a self-organization along with socio-political transformation. More specifically, teacher education during this evolution and stability phase was in direct congruence with the ideals, demands and change processes in the external environment with its aligned 'identity', 'governance' and 'human resources.' The stabilization in this phase was followed by a period of instability in the 1970's when the internal dynamics mismatched with the external demands, and thus the discontinuities in the socio-political context were observed in the system dynamics in fractal form.

On the other hand, the assumption of the theory that turbulence is a source of bifurcation and self-organization; or that chaotic transformation follows instability, was not observed in the change process with the 1982 restructuring, due to the unique socio-political context of this policy/change. However, the further anomalies created during the phase from 1982 to the 1990's, due to absence of bifurcation/self-

organization, are significantly indicative of what complications 'imposed stability' may create for a system at chaotic turbulence. In other terms, the period from the 1970's until the 1990's may be interpreted as a period of continuous instability or turmoil, in chaotic terms; but from 1982 to the 1990's the system was 'closed' or 'blind' to its own anomalies, which makes this phase unique, as in Chaos Theory turmoil equals to 'wake up' and 'self-inquiry.'

As for the 1998 restructuring, one could conclude that it was bifurcation and self-organization in chaotic terms as it was drawn up from within the system and it truly targeted the system anomalies in 'identity', 'resources' and 'governance', but not completely effectively in that it could not create effective external ownership for clarity and institutionalization of 'governance.'

From the perspective of this juxtaposition of the phenomenon investigated with the chaotic transformation model, and bearing in mind the public policy – especially education policy – context in Turkey, it could be predicted that an evolution or stabilization of the new model may not be achieved in the future without effective or institutionalized planning, managing and training processes, which seem to be lacking at this stage due to lack of clear governance. Added to this agenda is the threat from the environment that policy issues are highly political power related in Turkey.

However, although human resources are still not effectively trained in line with the new model, the teacher educators seem to be persuaded about the clarification of the 'identity' of teacher education by the new model, which is promising for the evolution in the near future. Further, the awareness of the need for clear governance and the strategies to institutionalize it is existent, and highly owned by the stakeholders, which again may predict stabilization in the near future.

As for Chaos Theory and social sciences, although what Chaos Theory promises in social sciences is of specific emphasis or of hot agenda among social theorists, the major outlook at this new paradigm is that it is breakthrough for 'science' in general. Turner (1997), elaborating on the contributions of the theory to sciences notes; "mathematicians tend to treat the field as an extension of limit theory and complex topology, classical physicists as a problem in probability or turbulence, thermodynamicists as an issue in the study of entropy, chemists as a

refinement of theories of catalysis and phase boundaries, biologists as a description of ecological feedback, sociologists as a way of modeling statistical variations in a population, information scientists as a cybernetic issue, humanists as a confirmation of the subtlety of artistic meaning" (pp. xi-xii). The argument Turner puts, in his explanation that Chaos Theory does not deny the previously dominant scientific endeavor of empiricism but indeed adds to how science assumes and understands complexity in the universe, is very much related to the universal order and science interaction. Turner, in this context, underlines a critical point; he iterates chaos and complexity paradigm helps the nonlinear iteration of dynamical processes to be seen as "the originating condition of scientific laws, rather than reverse" (p. xvii). In other words, the interactive dynamical processes as the core of the universe was attempted to be controlled by dissecting, isolating and quantifying the components of the intertwined to preclude or ignore 'unpredictability' to secure in as, Turner suggests, "comforting certainties" (p. xvii) with the expense of complete meaning and reality. In other words, as Turner concludes, "the interactive process of physics in the early universe preceded the emergence of the laws of physics" (p. xvii).

Within this context, chaos and complexity logic has significant implications for science in general and more so for social sciences in that first of all, it brings in the perspective of 'time' or historical experience as a primacy. Turner (1997) maintains, "In human affairs, it is beginning to look as if history and tradition are far more powerful determinants of how a society is organized than the economic and political 'forces' that nineteenth-century social theory reduced to social laws" (p. xvii). From this perspective of time as irreversible, secondly, a different perspective of knowledge and being, related to 'freedom of choice and act', is introduced. Here, Turner underlines, "knowing – is an ontological event" (p. xvi) since what is observed or known cannot be detached from the observer. More explicitly, Turner explains, the future qualities of the universe cannot be predicted is an ontological fact of these qualities which deems 'freedom of act' a primacy. So, the social phenomenon, along with the universal events, is asymmetrical in that what we may predict about them beforehand is essentially different from what is known about them afterwards.

Further, the 'freedom of act' corollary has implications for social sciences that external intervention into chaotic dynamics with extrapolations that ignore contextual historical experiences – ignoring 'time' and complexity issues – would indeed further complicate anomalies, let alone establish order or predictability; and this is significantly a public policy-making issue in which abundant examples of "the backfire of good intentions due to the unanticipated effects of chaotic dynamics" (Eve, 1997, p. 280).

In this context, Eve (1997) maintains, what Chaos Theory contributes to social sciences is not that it adds to 'predictability' of social phenomena but that it can at least help us understand "what a chaotic system is doing, and how it is doing it, when we see it" (p. 278) and adds;

> Very simple rules for interaction among even inanimate objects (if they involve the right kind of feedback), once put into motion, can produce hugely complex and apparently living structures. Here we may at least have an answer for how micro-level forces are wed to macro-level forces, and indeed how the latter may even have emerged from the former. Just as chaos theory seems poised to reunite art and science to a degree, so too does it appear to offer a reuniting of the so-called physical sciences with the so-called social sciences (p. 279).

These arguments about Chaos Theory and social sciences were confirmed in this study in that (a) 'time' or 'initial conditions' perspective was iterated by the interrelated dynamics of the three-decade background to the 1998 restructuring in Turkey in pre-service teacher education, (b) the dynamic interplay within and between the internal and external factors or components of the phenomenon investigated, and (c) the nonproportional effects of the external imposition – the 1982 restructuring - on the system at chaotic turmoil as further anomalies rather than 'control' or correction of deviation.

5.2   Implications for Research

In line with the implications presented in the previous section and considering the limited number of research studies related to the 1998 restructuring, new studies should be carried out to investigate both program and administrative domains of teacher education.

First, school-faculty partnership scheme and processes need to be investigated to diagnose its needs and analyze its current effectiveness. Both student teachers' and the MONE teachers' needs and skills development should be examined and new strategies should be designed and implemented for this partnership to be interactive towards both school improvement and teacher education program improvement.

Second, contextual variations across the Education Faculties in physical and human resources should be researched to design strategies to overcome limitations in juxtaposition to standards.

Third, research on subject-specific 'instructional methods' should be prioritized to increase expertise on this topic and to diagnose effectiveness and needs in the implementation of this dimension of the new programs.

Fourth, accreditation research should be carried out to diagnose shared understanding of standards and to design strategies for effective processes of accreditation to increase quality.

Finally, research on new strategies to establish 'governance' in teacher education is required to help establish continuous and institutionalized liaison between the parties – the HEC, the MONE, and the Education Faculties – building on clarification of roles, responsibilities and processes.

REFERENCES

Abiseva, Ş. (1997). *Eğitim Fakültesi öğrencilerinin meslek seçimlerini etkileyen bazı etmenler*. Unpublished master's thesis, Uludag Üniversitesi, Sosyal Bilimler Enstitüsü, Bursa, Turkey.

Akgöl, H. (1994). *Eğitim Fakültelerindeki öğretim elemanları ve öğrencilerin ideal bir öğretim elemaninin nitelikleri hakkindaki görüşleri ile kendi kurumlarindaki öğretim elemanlarinin bu niteliklere uygunluğunun karşılaştırılması*. Unpublished doctoral dissertation, Dokuz Eylül Üniversitesi, Sosyal Bilimler Enstitüsü, İzmir, Turkey.

Akıncı, U. (1996, January 2). Cezayir İslami Selamet Cephesi (FIS) lideri Haddam: Refah'la benzer programımız var. *Hürriyet*, p.17.

Akmal, T. & Miller, D. (2003). Overcoming resistance to change: A case study of revision and renewal in a US secondary education teacher preparation program. *Teaching and Teacher Education, 19*, 409-420.

Akpınar, H. (1996, January 2). Yaşlılar baştacımız. *Hürriyet*, p. 19.

Akyüz, Y. (1993). *Türk eğitim tarihi*. İstanbul: Kültür Koleji Yayınları.

Altan, M. Z. (1998). A call for change and pedagogy: a critical analysis of teacher education in Turkey. *European Journal of Education, 33*(4), 407-418.

Argyris, C. (1982). How learning and reasoning processes affect organizational change. In Paul S. Goodman and Associates (Eds.), *Change in organizations: New perspectives on theory, research, and practice* (pp.47-86). San Francisco: Jossey Bass.

Argyris, C. & Schön, D. A. (1996). *Organizational learning*. Reading, Massachusetts: Addison-Wesley.

Atalay, F. (1997, March 9). Eğitimde nitelikli öğretmen sıkıntısı. *Cumhuriyet*, p. 1.

Baltacı, R. (2002). *Eğitim Fakültelerindeki öğretim elemanlarının öğretmen eğitiminde akreditasyon konusundaki algıları*. Unpublished master's thesis. Marmara Üniversitesi, Eğitim Bilimleri Enstitüsü, Istanbul, Turkey.

Bayrampaşa cezaevi'nde devletin değil, mafyanin kanunları geçerli. (1996, January 11). *Hürriyet*, p. 9.

Bolman, L. G. & Deal, T. E. (1991). *Reframing organizations: Artistry, choice, and leadership*. San Francisco: Jossey-Bass.

Bush, R. N. (1987) Teacher education reform: lessons from the past half century. *Journal of Teacher Education, 38*(3), 13-49.

Capano, G. (1996) Political science and the comparative study of policy change in higher education: theoretico-methodological notes from a policy perspective. *Higher Education, 31*, 263-282.

Cohen, M. D., March, J. G., & Olsen, J. P. (1988). A garbage can model of organizational choice. In James, G. March (Ed.), *Decisions and organizations* (pp. 294- 334). New York: Blackwell.

Corrigan, D. (1985). Politics and teacher education reform. *Journal of Teacher Education, 36*(1), 8-11.

Creswell, J. W. (1998). *Qualitative inquiry and research design: Choosing among five traditions*. London: Sage Publications.

Cutright, M. (1999). *Planning higher education: A model from chaos theory*. Paper presented at the annual conference of the American Educational Research Association, Montreal, Quebec, Canada.

Çambel, A. B. (1993). *Applied chaos theory: A paradigm for complexity*. New York: Academic Press, Inc.

Çerçi, T. (1997, March 22). Avrupa seferberliği. *Hürriyet*, p. 7.

Çifte soruşturma. (1997, February 3). *Hürriyet*, p. 25.

Dahlström, L. O. (1999). Transforming teacher education for a democratic society: The case of Namibia. *Teaching and Teacher Education, 15*(2), 143-156.

Delandshere, G. & Arens, S. A. (2001). Representations of teaching and standards-based reform: Are we closing the debate about teacher education? *Teaching and Teacher Education, 17*, 547-566.

Dey, I. (1993). *Qualitative data analysis*. London: Routledge Inc.

Duman, T. (1991). *Türkiye'de ortaöğretime öğretmen yetiştirme*. Ankara: Milli Eğitim Basımevi.

Edwards, A. & Collison, J. (1996). Partnerships in school-based teacher training: a new vision? In R. McBride (Ed.), *Teacher Education Policy* (pp. 49-61). London: Falmer Press.

Eğitim fakülteleri öğretmen yetiştirme programlarının yeniden düzenlenmesi. (1998). T.C. Yükseköğretim Kurulu Başkanlığı. Ankara: YÖK.

Eğitime MGK ilkeleri. (1997, March 9). *Gündem*, p. 24.

Elliot, J. (1999). Introduction: Global and local dimensions of reforms in teacher education. *Teaching and Teacher Education, 15*(2), 143-156.

Elliot, E., & Kiel, L. D. (1997). Nonlinear dynamics, complexity, and public policy: Use, misuse, and applicability. In R. A. Eve, S. Horsfall, & M. E. Lee (Eds.), *Chaos, complexity, and sociology* (pp. 64-78). London: Sage Publications.

Erbaş, S. (1997). İlköğretime öğretmen yetiştirilmesi. *Uluslararası Dünya Öğretmen Eğitimi Konferansı 27 Ağustos - 2 Eylül 1995 Bildirileri* (pp. 178-186). Ankara: Milli Eğitim Basımevi.

Ergan, U. (1996, January 11). Refah iktidara gelirse, darbe olur. *Hürriyet*, p. 25.

Ergin, S. (1997, March 13). Demirel: Egitim reformu sart. *Gündem*, p. 28.

Eve, R. A. (1997). Afterword: so where are we now? A final word. In R. A. Eve, S. Horsfall, & M. E. Lee (Eds.). *Chaos, complexity, and sociology* (pp. 269-280). London: Sage Publications.

Ford, J. D. & Ford, L. W. (1994). Logics of identity, contradiction, and attraction in change. *Academy of Management Review, 19*(4), 756-785.

Fraenkel, J. R. & Wallen, N. E. (1993). *How to design and evaluate research in education*. San Francisco: McGraw-Hill.

General Secretariat of the National Security Council. (1982). *12 September in Turkey*. Ankara: Ongun Kardeşler.

Gideonse, H. D. (1993). The governance of teacher education and systemic reform. *Educational Policy, 7*(4), 395-426.

Glesne, C. & Peshkin, A. (1992). *Becoming qualitative researchers: An introduction.* White Plains, NY: Longman.

Gottleib, E. E., Cornbleth, C. (1989). The professionalization of tomorrow's teachers: an analysis of US teacher education reform rhetoric. *Journal of Education for Teaching, 15*(1), 3-12.

Guyton, E. & Antonelli, G. (1987). Educational leaders' reports of priorities and activities in selected areas of teacher education reform. *Journal of Teacher Education, 38*(3), 45-49.

Gürbüztürk, O. (1988). *Eğitim Fakülteleri programlarının değerlendirilmesi.* Unpublished master's thesis, Ankara Üniversitesi, Sosyal Bilimler Enstitüsü, Turkey.

Hocanın 'özel' konukları. (1997, January 11). *Gündem*, p. 22.

İsyanlarda 29 rehine. (1996, January 7). *Hürriyet*, p. 2.

Kaplan, E. (1997, March 3). Şeriatçı eğitim dorukta. *Cumhuriyet,* p. 4.

Kaptan, Z. A. (2001). Öğretmen yetiştirmede yeniden yapılanma. *Eğitimde Yansımalar Ulusal Sempozyumu: VI - 2000 Yılında Türk Milli Eğitim Örgütü ve Yönetimi* (pp. 298-304). Ankara, Öğretmen Hüseyin Hüsnü Tekışık Eğitim Araştırma Geliştirme Vakfı.

Knight, J., Lingard, B., & Bartlett, L. (1994). Reforming teacher education policy under labor governments in Australia 1983-93. *British Journal of Sociology of Education, 15*(4), 451-466.

Korkut, H. (2001). Türk eğitim sistemi bütünlüğü içinde Milli Eğitim Bakanlığı ve üniversite. *Eğitimde Yansımalar Ulusal Sempozyumu: VI - 2000 Yılında Türk Milli Eğitim Örgütü ve Yönetimi* (pp. 180-187). Ankara, Öğretmen Hüseyin Hüsnü Tekışık Eğitim Araştırma Geliştirme Vakfı.

Köse, E. (1997). *Eğitim fakültesi sınıf öğretmenliği bölümünde uygulanan matematik öğretim programlarının ilköğretim matematik programına uygunluğunun değerlendirilmesi.* Unpublished master's thesis, Atatürk Üniversitesi, Sosyal Bilimler Enstitüsü, Eğitim Bilimleri Ana Bilimdalı, Erzurum, Turkey.

Kuhn, T. S. (1970). *The structure of scientific revolutions* (2nd. ed.), Chicago, IL: University of Chicago Press.

Kuru, C. (1997). Türkiye'de öğretmen eğitimi. *Uluslararası Dünya Öğretmen Eğitimi Konferansı 27 Ağustos – 2 Eylül 1995 Bildirileri* (pp. 138-144). Ankara: Milli Eğitim Basımevi.

Lawrence, P. R. (1991). Why organizations change. In A. M. Mohrman, S. A. Mohrman, G. E. Ledford, T. G. Cummings, & E. E. Lawler (Eds.), *Large-scale organizational change* (pp. 48-61). San Francisco: Jossey-Bass

Ledford, G. E., Mohrman, S. A., Mohrman, A. M., & Lawler, E. E. (1991). The phenomenon of large-scale organizational change. In A. M. Mohrman, S.A. Mohrman, G. E. Ledford, T. G. Cummings, & E. E. Lawler (Eds.), *Large-scale organizational change* (pp. 1-32). San Francisco: Jossey-Bass Publishers.

Lee, M. E. (1997). From enlightenment to chaos: toward nonmodern social theory. In R. A. Eve, S. Horsfall, & M. E. Lee (Eds.), *Chaos, complexity, and sociology* (pp. 15-29). London: Sage Publications.

Levy, A. (1986). Second-order planned change: Definition and conceptualization. *Organizational Dynamics, 15*, 5-22.

Li, D. (1999). Modernization and teacher education in China. *Teaching and Teacher Education, 15*(2), 179-192.

Lichtenstein, B. M. (1997). Grace, magic and miracles: a "chaotic logic" of organizational transformation. *Journal of Organizational Change, 10*(5), 393-411.

Lunenburg, F. C. & Ornstein, A. C. (1996). *Educational administration: Concepts and practices.* CA: Wadsworth Publishing Co.

Lüdke, M. & Moreira, A. F. B. (1999). Recent proposals to reform teacher education in Brazil. *Teaching and Teacher Education, 15*(2), 169-178.

Marshall, C. & Rossman, G. B. (1989). *Designing qualitative research.* Newbury Park, CA: Sage Publications.

Mathison, S. (1988). Why triangulate? *Educational Researcher, 17*(2), 13-17.

McMillan, J. H. & Schumacher, S. (1993). *Research in education.* NY: Harper Collins College Publishers.

Mihata, K. (1997). The persistence of "emergence". In R. A. Eve, S. Horsfall, & M. E. Lee (Eds.), *Chaos, complexity, and sociology* (pp. 30-39). London: Sage Publications.

Mohrman, S. A. & Mohrman, A. M. (1991). The environment as an agent of change. In A. M. Mohrman, S. A. Mohrman, G. E. Ledford, T. G. Cummings, & E. E. Lawler (Eds.), *Large-scale organizational change* (pp. 35-47). San Francisco: Jossey-Bass Publications.

Morgan, G. (1986). *Images of organization*. CA: Sage Publications.

Morgan, G. (1997). *Images of organization*. London: Sage Publications.

Muhtıra gibi tavsiye. (1997, March 1). *Cumhuriyet*, p. 19.

Musonda, L. W. (1999). Teacher education reform in Zambia…Is it a case of a square peg in a round hole? *Teaching and Teacher Education, 15*(2), 157-168.

Öğretmen Hüseyin Hüsnü Tekişik Eğitim Araştırma ve Geliştirme Vakfı. (2001) *Eğitimde yansımalar:VI, 2000 yılında Türk Milli Eğitim örgütü ve yönetimi ulusal sempozyumu 11 – 13 Ocak 2001 Notlaıı*. Ankara: Tekışık Yayıncılık.

Öğretmen yetiştirmede koordinasyon ve işbirliği toplantısı 26 – 29 Mayıs 1992 Erzurum. (1993). T.C. Milli Eğitim Bakanlığı Öğretmen Yetiştirme Genel Müdürlüğü. Ankara: Milli Eğitim Basımevi.

Öğretmen yetiştirme toplantısı 30 Nisan – 2 Mayıs 1993. (1993) T.C. Milli Eğitim Bakanlığı Öğretmen Yetiştirme Genel Müdürlüğü. İstanbul. Ankara: Milli Eğitim Basımevi.

Öğretmen yetiştirmede koordinasyon ve işbirliği toplantısı 15-16-17 Haziran 1995. (1996). T.C. Milli Eğitim Bakanlığı Öğretmen Yetiştirme Genel Müdürlüğü. Ankara: Milli Eğitim Basımevi.

Öğretmen Yetiştirme ve Eğitim Bilimleri Paneli, 23 Kasım 2000. (2001). Ankara: Ankara Üniversitesi Eğitim Bilimleri Fakültesi Yayınları.

Oğhan, S. (1997, January 20). 5 bin şeyh, 500 tarikat var. *Hürriyet*, p. 25.

Önkol, L. (1999). *Eğitim Fakülteleri yöneticilerinin Eğitim Fakültelerinin yeniden yapılandırılması çerçevesinde karşılaştıkları sorunlar*. Unpublished master's thesis. Abant İzzet Baysal Üniversitesi, Sosyal Bilimler Enstitüsü, Bolu, Turkey.

Özmen, K. (2003, September 16). *Devalüasyon kaderimiz*. [on-line]. Available: http://www. Hurriyetim.com.tr/dosya/19subat/06kriz.asp

Özveri çağrısı. (1996, January 1). *Gündem*, p. 16.

Patton, M. Q. (1987). *How to use qualitative methods in evaluation*. CA: Sage Publications.

Pfeffer, J. (1981). *Power in organizations*. Marshfield, MA: Pitman.

Prestine, N. A. (1991). Political system theory as an explanatory paradigm for teacher education reform. *American Educational Research Journal, 28*(2), 237-274.

Priesmeyer, H. R. (1992). *Organizations and chaos: Defining the methods of nonlinear management*. Wesport, Connecticut: Quorum Books.

Prigogine, I. & Stengers, I. (1984). *Order out of chaos*. New York: Bantam Books.

Resnick, M. (1994). *Turtles, termites, and traffic jams*. Massachusetts: The MIT Press.

Sarıkaya, M. & Akpınar, H. (1997, March 1). Ne darbe, ne şeriat. *Gündem*, p. 24.

Simsek, H. (1992). *Organizational change as a paradigm shift: Analysis of organizational change process in a large, public university by using a paradigm-based change model*. Unpublished doctoral dissertation, The University of Minnesota, Minnesota.

Şimşek, H., & Yıldırım, A. (2001). The reform of pre-service teacher education in Turkey. In R.G. Sultana (Ed.). *Challenge and change in the Euro-Mediterranean region: Case studies in educational innovation.* New York: Peter Lang Inc.

Smircich, L. (1983). Concepts of culture and organizational analysis. *Administrative Science Quarterly, 28,* 339-358.

Smith, K. K. (1982). Philosophical problems in thinking about organizational change. In Paul S. Goodman and Associates (Eds.), *Change in organizations: New perspectives on theory, research, and practice* (pp.316-374). San Francisco: Jossey Bass.

Smith, J. K. (1983). Qualitative versus quantitative research: an attempt to clarify the issue. *Educational Researcher, 12*(3), 6-13.

Smith, T. S. (1997). Nonlinear dynamics and the micro-macro bridge. In R. A. Eve, S. Horsfall, & M.E.Lee (Eds.). *Chaos, complexity, and sociology* (pp. 52-63). London: Sage Publications.

Snider, M. A., Deegan, J. G., & White, C. S. (1995). Educational renewal in an alternative teacher education program: evolution of a school-university partnership. *Teaching and Teacher Education, 11*(5), 519-530.

Solak, I. (1997, March 5). 6 milyon imzalı destek. *Gündem*, p. 26. Eğitime MGK ilkeleri. (1997, March 9). *Gündem*, p. 24.

Stacey, R. D. (1995). The science of complexity: An alternative perspective for strategic change processes. *Strategic Management Journal, 16,* 477-495.

Staw, B. M. (1982). Counterforces to change. In Paul S. Goodman and associates (Eds.), *Change in organizations: New perspectives on theory, research, and practice* (pp. 87-121). San Francisco: Jossey Bass.

Strauss, A. & Corbin, J. (1998). *Basics of qualitative research*. London: Sage Publications.

Stroup, W. F. (1997). Webs of chaos: Implications for research designs. In R. A. Eve, S. Horsfall, & M. E. Lee, (Eds.), *Chaos, complexity, and sociology* (pp. 125-140). London: Sage Publications.

Tarihi MGK toplantısı. (1997, February 28). *Gündem*, p. 6.

Tank sesleri: Sincan, dün sabah Yenikent'teki tatbikat alanına giden 15 tank ve 20 kadar kariyerin geçişiyle uyandı. (1997, February 5). *Hürriyet*, p. 1.

Tetenbaum, T.J. (1998). Shifting paradigms: From Newton to chaos. *Organizational Dynamics, 26*(4), 21-33.

Thietart, R. A., & Forgues, B. (1995). Chaos theory and organization. *Organization Science, 6*(1), 19-31.

Tichy, N. M. (1981). Networks in organizations. In Paul Nystrom and William H. Starbuck (Eds*.), Handbook of organizational design, (Vol.2)* (pp 225-249). New York: Oxford University Press.

Turhan, T. (2001). *27 Mayıs 1960'tan 28 Şubat 1997'ye: Devrimci bir kurmay subayın etkinlikleri.* İstanbul: Sorun Yayınları.

Turner, F. (1997). Foreword: chaos and social science. In R.A. Eve, S. Horsfall, & M. E. Lee, (Eds.), *Chaos, complexity, and sociology* (pp. xi-xxvii). London: Sage Publications.

Tushman, M. L. & Romanelli, E. (1990). Organizational evolution: a metamorphosis model. In Barry M. Staw & L.L. Cummings (Eds.), *The evolution and adaptation of organizations* (pp. 139-190). Connecticut: Jai Press.

Tutty, L. M., Rothery, M. A., & Grinnel, M. R. (1996). *Qualitative research for social workers*. Boston: Ally and Bacon.

Türkiye kaosa gidiyor. (1997, February 3). *Gündem*, p. 24.

Türkiye'de öğretmen eğitiminde standartlar ve akreditasyon. (1999). Yükseköğretim Kurulu Milli Eğitimi Geliştirme Projesi Hizmet Öncesi Eğitimi. Ankara: YÖK.

Türkiye'de öğretmen yetiştirme (1848 – 1995). (1995). T.C. Milli Eğitim Bakanlığı Öğretmen Yetiştirme ve Eğitimi Genel Müdürlüğü. Ankara: Milli Eğitim Basımevi.

Weick, Karl E. (1982). Managing change among loosely coupled elements. In Paul S. Goodman and associates (Eds.), *Change in organizations: New perspectives on theory, research, and practice* (pp. 375-408). San Francisco: Jossey Bass.

Wheatley, M. J. (1992). *Leadership and the new science: Learning about organization from an orderly universe.* San Francisco: Berrett-Koehler Publishers.

Woodward, H. (1994). *Navigating through change.* New York: McGraw-Hill.

Yıldırım, A. & Ok, A. (2002). Alternative teacher certification in Turkey: Problems and issues. In R.G. Sultana (Ed.). *Teacher education in the Euro-Mediterranian region* (pp. 259-275). New York: Peter Corp.

Yinger, R. J. & Hendricks-Lee, M. S. (2000). The language of standards and teacher education reform. *Educational Policy, 14*(1), 94-106.

Young, M. (1998). Rethinking teacher education for a global future: lessons from the English. *Journal of Education for Teaching, 24*(1), 51-63.

Zeren, K. (1997, March 16). Kuran kursuna Atatürk dersi. *Gündem*, p. 20.

1923'ten bugüne. [on-line]. Available: http://www.mfa.gov.tr/turkce/grupe/byegm/1923ten-sonra-htm

APPENDICES

APPENDIX A

TEACHER EDUCATION RESTRUCTURING INTERVIEW SCHEDULE
(in Turkish)

ÖĞRETMEN EĞİTİMİNDE YENİDENYAPILANMA GÖRÜŞME FORMU

GİRİŞ:

Merhaba. Ülkemizde son 20 yılda öğretmen eğitiminde gerçekleşen dönüşümlerle ilgili bir araştırma yapıyorum. Bu dönüşümleri tetikleyen dinamikleri ve dönüşüm süreçlerini ortaya çıkarmayı amaçlayan bu çalışmanın gelecekte öğretmen eğitimi politikalarının oluşturulmasında ve bu alanda verilen kararların etkililiğinde yararlı olacağını ümit ediyorum. Bu araştırma kapsamında Milli Eğitim Bakanlığından ve Yüksek Öğretim kurumundan konuyla ilgili yöneticilerle, çeşitli Eğitim Fakülteleri Dekanlarıyla ve öğretim üyeleriyle görüşmeler yapıyorum. Yaptığım tüm görüşmelerde verilen bilgiler, sadece bu araştırmada kullanılacak ve kişisel bilgiler kesinlikle gizli tutulacaktır. Görüşmenin yaklaşık bir saat süreceğini tahmin ediyorum. İzin verirseniz görüşmeyi kaydetmek istiyorum. Bu şekilde hem zamanı daha iyi kullanabiliriz, hem de sorulara vereceğiniz yanıtların kaydını daha ayrıntılı tutma fırsatı elde edebilirim.

Bu görüşmedeki sorular iki bölümde toplanmıştır. İlk bölümde 1998deki yenidenyapılandırma ile ilgili sorular bulunmaktadır: özellikle 1998 dönüşüm süreci öncesindeki sistem içi ve çevresel dinamikler, dönüşüm süreci, yeni sistemin şuan uygulamadaki durumu, ve gelecekteki performansı ile ilgili görüşleriniz ve beklentileriniz. İkinci bölüm ise benzer çerçevede 1982 yenidenyapılandırması ile ilgili sorulardan oluşmaktadır: özellikle dönüşümü tetikleyen sistem içi ve çevresel dinamikler, dönüşüm süreci, ve 1982 dönüşümünün uzun vadede 1998lere gelinen süreçteki muhtemel etkileri.

Bu araştırmaya katılmayı kabul ettiğiniz için şimdiden teşekkür ederim. Eğer sizin bana görüşmeye başlamadan sormak istediğiniz bir soru varsa, önce bunu yanıtlamak istiyorum.

Bildiğiniz gibi 1998 yılında Türkiye'deki öğretmen yetiştirme sisteminde bir yeniden yapılanma gerçekleştirildi. Bu yeniden yapılanma ile sistemde süregelen birtakım aksaklıkların ya da problemlerin önüne geçmek ve sistemi daha çok amacına hizmet eder hale getirmek amaçlanıyordu.

1998'deki yeniden yapılanma ile Öğretmen Yetiştirme sistemindeki düzenlemeler genel olarak aşağıdaki başlıklar altında toplanılabilir:

(1) Eğitim Fakültelerindeki bazı bölümlerin ve programların yapısı değiştirildi (örneğin bazıları kapatıldı, bazıları birleştirilerek daha geniş bir çatı altında toplandı, ve bazı yeni bölümler açıldı), (2) Eğitim Fakültelerinde uygulanan programlar gözden geçirilerek okullardaki programlara paralel hale getirildi, (3) Fen Edebiyat Fakültelerinden mezun öğrenciler için tezsiz yüksek lisans programı açıldı, (4) Eğitim Fakültelerine Dünya Bankasından sağlanan krediyle ders araçları, laboratuar malzemeleri ve bilgisayar desteği sağlandı, (5) Okul-fakülte işbirliği ve koordinasyonu yeniden yapılandırıldı, (6) Standardizasyon ve kaliteyi sağlamak amacıyla Öğretmen Eğitimi Milli Komitesi kuruldu ve Eğitim Fakültelerinde akreditasyon çalışmaları başlatıldı.

S.1.   1998 öncesi sisteme baktığımızda, bu yeniden yapılanmayı gerektiren koşullar nelerdi ?

-Sizce Fakültelerdeki programlar hem alan bilgisi ve hem öğretme becerilerini geliştirmek açısından okullarda yürütülen programlarla ne kadar uyumluydu (teori ve pratik açısından)?

-İşveren kurum olarak MEB ile öğretmen yetiştiren kurumlar olarak Fakülteler arasındaki işbirliği ve koordinasyon ne kadar etkindi?

-Yüksek Öğretim kararları alan YÖK ile bu kararların uygulayıcıları olan Fakülteler arasındaki koordinasyon ne kadar yeterliydi ?

-Öğretmen yetiştirme programlarındaki belli başlı aksaklıklar nelerdi ve neden kaynaklanıyordu?

-Atanan/yeni mezun öğretmenlerin niteliği konusunda sorunlar var mıydı? Özellikle öğretim teknikleri ve becerileri açısından?

-1998 öncesi Fakültelerdeki öğretim görevlilerinin nitelikleri ve formasyonları alan bilgisini ve bu alanlarda kullanılan özel öğretim yöntemlerini öğretmek için sizce yeterince uygun muydu? Bu konuda sorunlar var mıydı?

S.2.   Sizce bu olumsuzlukların üstesinden gelebilecek düzenlemeler daha önce neden yapılamadı?

-Alınan hangi yanlış kararlar sistemi böyle bir çıkmaza sürüklemiş olabilir? Neden ? Nasıl ?

S.3. 1998'deki yeniden yapılanmada karar verme süreci nasıl işledi? Bu kararlar nasıl alındı?

-Önceki sistemin tıkandığı yolunda genel olarak yaygın bir izlenim var mıydı? Nasıl?

-1990 ların başlarında (yeniden yapılanma tartışmalarının yapıldığı yıllarda) ortaya çıkmış farklı çözüm önerileri var mıydı?

-Karar vericiler arasında öneriler konusunda bir gruplaşma var mıydı? Nasıl ? Öğretmen Eğitimi konusunda yetkili iki organ olan YÖK ve MEB arasında bir çekişme var mıydı?

-Kabul edilen önerileri diğerlerinden üstün kılan neydi?

-Bu kararların alınmasını kolaylaştıracak dış etkenler oldu mu? (Dünya Bankasından gelen destek gibi)

S.4.   Sizce o dönemdeki karar vericilerin liderlik özellikleri bu kararların alınmasında ne kadar etkili oldu ? Nasıl ?

S.5.   Siz bu yeni öğretmen yetiştirme sistemini şu an uygulamadaki haliyle nasıl değerlendiriyorsunuz?

-1998 öncesi problemleri çözebildi mi?

-Artıları ve eksileri

-Şu an karşılaşılan en önemli problemler nelerdir?

S.6.   Sizce bu sistemin gelecekte karşılaşabileceği güçlükler neler olabilir?

-Bu güçlüklerin üstesinden gelineceğine inanıyor musunuz?

-Bu problemlerin üstesinden gelebilmek için neler yapılmalı?

Hatırlayacağınız gibi 1994-1997 arasındaki dönem ülkemizde birçok politik, ekonomik ve siyasi belirsizliklere ya da olumsuzluklara sahne olmuştu. 1994 yılı

grevler ve çok ciddi bir ekonomik krizle sarsılmıştı. Ardından 1995 ve 1996 yıllarında ardışık hükümet krizleri yaşandı. Aralık 1995 seçimlerinden sonra koalisyon hükümetinin kurulması iki ay gibi uzun bir zaman almış ve kurulan ANAYOL hükümeti yalnızca üç ay sonra Haziran 1996'da bozulmuştu. Ardından kurulan REFAHYOL hükümeti süresince ise Sincan olayları, tarikat skandalları, ve izinsiz pompalı tüfek satışları gibi rejime karşı olarak algılanan birçok huzursuzluk meydana gelmişti.

S.7.   Sizce 1998'in hemen öncesinde yaşanan bu sosyal ve politik sürecin 1998 yeniden yapılanmasının gerçekleşmesinde bir etkisi oldu mu? Nasıl ?

-8-yıllık Temel Eğitim kararı öğretmen yetiştirme problemlerini nasıl etkiledi ?

Hatırlayacağınız gibi 1982 yılında 2547 sayılı Yüksek Öğretim Kanunu ile öğretmen yetiştiren kurumlarda, tüm diğer yüksek öğretim kurumlarında olduğu gibi, önemli bir yapısal değişiklik yaşanmıştır.

Bu yasa ile yüksek öğretim kurumları YÖK çatısı altında birleştirilmiştir. Ayrıca 1982'deki bu yeniden yapılanma ile daha önce Milli Eğitim Bakanlığı'na (MEB) bağlı olarak öğretmen yetiştiren 2-yıllık Öğretmen Enstitüleri (İlköğretim Birinci Aşama için öğretmen yetiştiren) 2-yıllık Yüksek Öğretmen Okullarına, ve 4-yıllık Eğitim Enstitüleri (alan öğretmeni yetiştiren) ise yine 4-yıllık Eğitim Fakültelerine dönüştürülmüştür. Başka bir deyişle, MEB çatısı altındaki öğretmen yetiştirme kurumları YÖK çatısı altına alınarak üniversiter bir statü kazandırılmıştır.

S.8.   Sizce 1982'deki yeniden yapılanma ile öğretmen yetiştiren kurumların üniversite sistemine dahil edilmesinin nedenleri ne olabilir ? Sizce bu yeni düzenlemeyle hangi problemlerin önüne geçilmek isteniyordu ?

-1982 öncesi sistemdeki problemler nelerdi ?

-program ve yönetim açılarından

-Bu problemler 1982 kararlarıyla çözümlenebildi mi? Neden ?

-Sizce sistem 1982'de bu geçişe tam olarak hazır mıydı ? Yada hazırlanmış mıydı?

-Bu kararın beraberinde getirdiği sorunlar oldu mu? Neler? Neden? Nasıl?

S.9.   Sizce 1982'de öğretmen yetiştiren kurumların üniversite çatısı altına alınması ile ortaya çıkan yeni koşullar uzun vadede 1998'e gelinen süreçte nasıl bir değişim/seyir yaşadı ?

-Sizce 1982 yenidenyapılanması 1990larda öğretmen eiğitimde yaşanan problemler ile ilişkilendirilebilir mi? Nasıl?

-Öğretmen eğitimi 1982 ile 1998 arasındaki dönemde nasıl bir gelişim yaşadı?

-1982 modelinde bu dönem içinde yeni düzenlemeler yapıldı mı?

-Sistemin iç ve dış (çevresel) beklentiler ve gereksinimlere

uygunlugu, yada cevap verebilmesi, konusunda bir duyarsızlık söz konusu muydu?

-Sistem bu beklentiler ve gereksinimleri nasıl tolere ediyordu?

S.10.   Hatırlayacağınız gibi 1980 öncesi (1970ler) Türkiye için oldukça sorunlu sosyal ve politik koşulların yaşandığı bir dönemdi. Yüksek öğretimle ilgili reform niteliğindeki kararların alınması da 1980 askeri harekatını izleyen dönemde gerçekleşmişti.

Siz 1982 Yüksek Öğretimi yeniden yapılandırma kararını 1980 ve öncesinde yaşanan sosyo-politik bağlamla ilgili olarak nasıl değerlendiriyorsunuz?

-YÖK oluşumundan önce üniversitelerin özerk bir statüsü vardı. Sizce yüksek öğretimdeki bu özerkliğin getirdiği belli başlı avantajlar ve problemler nelerdi? Bu avantajlar ve dezavantajlar 1982 oluşumuyla nasıl değişti?

-1980 öncesi dönemde yaşanan politik ve sosyal sorunlara yönelik hatırladığınız belli başlı olaylar var mı? Bu huzursuzluk akademik/eğitime yönelik süreçleri nasıl etkiliyordu?

-Sizce böyle bir ortamda öğretmen yetiştirme ne durumdaydı ?

-Sizce YÖK oluşumu öğretmen eğitimine standartlaşma getirdi mi? Nasıl?

Bana zaman ayırdığınız için çok teşekkür ederim. Bu konuda görüşmeden sonra eklemek istediğiniz başka görüş ve önerileriniz olursa, lütfen beni .... numaralı telefondan arayınız. İyi günler.

APPENDIX B

TEACHER EDUCATION RESTRUCTURING INTERVIEW SCHEDULE
INTRODUCTION:

I am carrying out a research study on the 1998 restructuring in teacher education in Turkey, focusing on the 20 year background dynamics to it. I expect that this study, which specifically focuses on the dynamics involved in the restructuring efforts, would hopefully contribute to teacher education policy making in Turkey in the future. To collect data towards this aim, I am doing interviews with some administrators at the Ministry of National Education and the Higher Education Council, and Deans and instructors at some Education Faculties. The data collected through the interviews will be used for research purposes only and will be confidential on personal basis. I estimate this interview will last approximately one hour. If you do not mind, I would like to record the interview on tape to use time more effectively and to have full details of the interview.

This interview will have two major parts. The first part will be about your perceptions of this latest reform in 1998: the internal and external background dynamics, the process of transformation, the present situation, and your predictions and expectations as to the new model's future performance. The second part will focus on the dynamics of the 1982 restructuring; specifically the internal and external problems or anomalies that might have caused the restructuring, the process of restructuring and the probable effects of the 1982 restructuring over the years until 1998..

Thank you for accepting to involve in this interview. I would like to answer any questions that you may have about this study before starting the interview.

As you know, a major restructuring was carried out in teacher education in 1998. This effort was aimed to combat some problems in teacher education system and to better align it to its purposes. As part of the 1998 restructuring, the following were done:

(1) structural changes in programs/departments in Education Faculties, (2) revision and improvement of teacher education curricula, (3) integration of Arts & Sciences Faculties into teacher education model through a new program "non-thesis master's degree", (4) instructional media and equipments purchase, (5) structuring of school-faculty partnership scheme, and finally (6) establishment of a "Teacher Education National Committee" and structuring of accreditation processes for Education Faculties to establish and maintain standards in teacher education processes.

Q.1.   What are your perceptions on the conditions that necessitated the 1998 restructuring?

-How effective were the teacher education programs in preparing their students for content knowledge and teaching skills (theory and practice) required by the MONE school programs? How compatible were these two programs?

-How effective was the coordination between the MONE and the Faculties?

-How effective was the coordination between the HEC and the Faculties?

-What were the major problems of teacher education programs? And what were the sources of these problems?

-Were there any problems related to the teaching skills of the newly graduated students? How effective was the quality of graduates?

-Do you think the profile of the instructors at Faculties was adequate to teach content knowledge and its special instructional methods (theory and practice)?

Q.2.   Why do you think these problems could not be addressed/combated over the years?

-Which decisions might have worsened the situation over the
years? Why? How?

Q.3.   How did the process of decision making work during transformation? How
were the decisions taken?

        -Was there a general consensus among the stakeholders as to the
need for a major restructuring? How?

        -Were there alternative/competing proposals for solution in early
1990s (when discussions for restructuring prevailed)? What?

        -Were there any competing groups or networks among decision
makers? How? Any conflict between the MONE the HEC and the
Faculties?

        -What made the winning solution the winning solution?

        -Were there any external factors that facilitated the decisions?

Q.4.   How effective do you think the leadership qualities of the decision makers
was in taking these decisions? How?

Q.5.   How do you perceive the present situation of the new teacher education
system?

        -Do you think it is effective in solving the pre-1998 problems?

        -What are its strengths and weaknesses?

        -What are the major problems in implementation now?

Q.6.   What problems or difficulties do you think this new model may encounter in
the future?

        -Do you believe the new model is potentially responsive to these
problems?

        -What should be done now to prevent these problems?

You may remember that 1994-1997 period was marked by a number of economic,
political and social unrest in the country. 1994 was marked by a number of strikes
and a devastating economic crisis in the country resulting in a drastic devaluation of
Turkish Lira. In 1995 and 1996 there were numerous governmental crises. More
specifically, it took two months to establish the government after the general
elections in December 1995. And the coalition government – ANAYOL – has

collapsed within 3 months in 1996 June. During the REFAHYOL coalition government, which took over finally, there were numerous political unrests in the country; i.e. Sincan events, scandals related to religious sects, the scandals related to the illegal sale of guns and weapons, which were perceived as political threats to the State.

Q.7. So taking such a socially and politically problematic climate into consideration, do you perceive a relationship between this socio-political context and the 1998 transformation in teacher education exists?

  -How did the implementation of the 8-year Basic Education Law influence the teacher education programs?

As you might recall, the National Education Law of 2547 in 1982 marked substantial changes in the organization of teacher education institutions and affairs as well as those of the overall Higher Education in Turkey. With this new law the Higher Education Council was established as a central policy making and monitoring authority to which all the higher education institutions were integrated.

With this restructuring in 1982, the 2-year Teacher Institutes were turned into 2-year Higher Teacher Schools, and 4-year Education Institutes were turned into 4-year Education Faculties. In other terms, the schools that educated teachers under governance of the MONE were integrated into the higher education system.

Q.8. How do you evaluate the reasons for and process of integrating teacher education into the new HEC model? Which problems were tackled or prevented with this restructuring?

  -What were the problems of the pre-1982 model?

    -curricular & administrative

  -Do you believe these problems were solved with the 1982 restructuring?

  -How prepared/ready was teacher education for such a transformation?

  -How did the process of transformation work?

  -Were there any new problems created by the 1982 restructuring? What? Why? How?

Q.9.   How do you perceive the effects of the initial conditions created by the 1982 restructuring develop in the long run until 1998?

-Do you think the 1982 restructuring relates to the problems or anomalies in teacher education system in 1990s? How?

-How did the teacher education system evolve between 1982 and 1998?

-Were there significant adjustments or adaptations to the 1982 system?

-Were there any indications of the system's indifference to internal and/or external demands or problems?

-How did the system tolerate these demands or problems?

Q.10.   As you may recall, pre-1980 (1970s) was a highly turbulent period in Turkey marked by social and political unrest. The Higher Education Law that enacted the establishment of the HEC and integration of teacher education into the higher education system was made during the military government that took over in 1980.

How do you evaluate the decision of 1982 restructuring in higher education within the socio-political context of 1980 and before?

-The universities had autonomous status before the HEC centralization. What were the major strengths and weaknesses of the pre-1982 higher education system? How did these strengths and weaknesses change with the 1982 centralization?

- Do you remember any significant incidence of the pre-1980 period related to political or social unrest? How did such an unrest influence the   academic issues/education?

-What was the situation or position of teacher education within the context of pre1980 socio-political unrest?

-Do you believe HEC centralization brought about standardization in teacher education affairs? How?

Thanks for your time and if you have any questions or any other ideas to add you may call me at...........Bye.

TÜRKÇE ÖZET

Son yıllarda 'değişim' kavramının farklı yaklaşımlarla yeniden ele alınması sosyal olguların yeni bir anlayışla incelenmesini gerektirmiştir. Daha önce yaygın olan nesnel ve doğrusal bakış açısı bu son dönemde fiziksel ve sosyal gerçekleri açıklamada eski yeterliliğini yitirmeye başlamıştır. Bu yeni anlayış sosyal olguların daha 'bütünsel' bir yaklaşımla algılanması ve irdelenmesi gerekliliğinden kaynaklanmaktadır.

Lee (1997) bu yeni yaklaşımın gerekliliğini savunurken daha öncesinde sırasıyla yaygın olan doğrusal/nesnel 'modern' paradigma - Newton yaklaşımı - ve öznelliği temel alan 'postmodern' paradigmanın sosyal olguları açıklamada tek başlarına yetersiz kaldıklarını öne sürer ve 'modern olmayan' başlığı ile yeni bir tanımlama getirerek 'evrensel ve doğrusal olan' ve 'bireysel ve öznel' olan dualizmi ya da çekişmesinin gerekmediğini, aksine bütüncül bir yaklaşımla bu iki yaklaşımın birbirini tamamlayan ögeler olarak algılanmaları gerektiğini önerir. Bu bağlamda Lee, 'sosyal' olanın nasıl 'öznel' ve 'yerel' olandan ortaya çıkarak döngüsel olarak 'öznel' olanı tekrar değiştirdiğinin anlaşılması gerektiğini söyler. Bu sorgulama 'bütün' oluşun değişik alt-düzeyler arasındaki dinamik etkileşimin kaotik bir sonucu olduğu varsayımına dayanır.

Wheatley (1992) örgüt yönetimi bağlamında yeni sorunları çözmede eski yöntem ve bakış açılarını kullanmaya çalışmanın anlamsızlığını vurgulayarak Woodward (1994) ile benzer düşünceler öne sürer. Woodward üç aşamalı - oluşum, stabilite ve dönüşüm - örgütsel gelişim modelini kullanarak son yıllarda farklı algılanmaya başlanan 'değişim' olgusunu ortaya koymaya çalışır. Bu bağlamda

'oluşum' aşaması başlangıç süreçidir ve bu süreçte yaşananlar heyecan, enerji, umut gibi olumlu deneyimler yanında kaygı, ümitsizlik ve hatalar gibi olumsuzluklar da olabilir. İkinci aşama olarak 'stabilite' ya da normalleşme süreci ise başarı ve belirlilik niteliklerinin öne çıktığı, ancak örgütsel enerjinin ilk aşamaya göre aşağı düştüğü, hataların cezalandırılıp yeni arayışların engellendiği bir süreçtir. Diğer yandan 'dönüşüm' süreci ise örgütsel yetersizliğin baskın hale gelerek örgütün işlevselliğini yitirmeye başlaması sonucunda ortaya çıkar. Woodward, son yıllarda örgütsel bağlamda yaşanan hızlı değişim sürecinin bu üç aşamalı modeli de etkisiz kıldığını, başka bir deyişle değişim gündeminin bu doğrusal tanımlamaların dışına taştığını, ve örgütsel süreçleri anlamak için yeni bir bakış açısı gerektiğini öne sürer.

Benzer şekilde Ford ve Ford (1994) değişimi algılama ve tanımlamada günümüze dek kullanılmış olan iki kavramsal çerçeve - formal ve dialektik mantık - ile günümüz 'trialektik' yaklaşımını karşılaştırır. Ford ve Ford, Aristocu düşünme biçimine dayalı 'formal' mantığın kimlik ve ögelerin sınıflandırılmasına dayalı ve belirsizliği reddeden bir 'kimlik mantığı' olarak tanımlanabileceğini söyleyerek bu yaklaşıma örnek olarak örgütlenmelerin 'merkezi' ya da 'merkezi olmayan' örgüt yapılarının 'mekanik' ya da 'organik' olarak tanımlanmalarını gösterir. 'Dialektik' ise çelişmeyi - zıtların birbiriyle mücadelesini - değişim mantığının temeli olarak görür. Bu yaklaşımda çelişme tamamen içsel bir dinamiktir. Son olarak, Ford ve Ford'un önerdiği 'trialektik' yaklaşımı yaşanan tüm süreci değişim olarak algılar. İnsanlar, örgütler ve düşünceler evrende süregelen tüm hareketin 'göreli olarak sabit' soyutlamalarına verilen isimlerdir. Ford ve Ford bu yaklaşımı tüm varoluşu kuşatan bir değişim ve hareket süreci varsayımına dayandırarak mutasyonlar arasında yer alan 'geçici' denge ya da stabiliteleri 'maddesel görüntü noktaları' olarak tanımlar. Bu durumda değişim, dengenin bozulduğu 'sürekli' bir olgudur ve çelişmenin değil fakat 'aktif' olan ile 'çekici' olan arasındaki etkileşimin ya da hareketin doğurduğu bir sonuçtur.

Kuhn (1970) bilimsel devrimin, eski anlayışla yığılmalı bir gelişim süreci değil, paradigmatik bir dönüşüm olduğunu öne sürer. Kuhn, hem politik hem de bilimsel gelişmede krize dönüşmüş işlevsel bozukluğun devrimi doğurduğunu açıklar. Bir başka deyişle kriz devrimin önşartı olarak alternatif politik bakış açıları ya da paradigmalar doğurur. Kuhn'un doğrusal gelişim modeline karşıt olarak

devrimsel dönüşüm modeli önermesi, Morgan'ın (1997) 'organizma' örgüt modeline karşıt olarak 'sürekli dönüşüm' modeli önermesiyle benzeşir. 'Organizma' modelinde örgütler hayatta kalabilmek için çevresel koşullara uyum sağlamak zorunda olan ve bu doğrultuda 'negatif geribildirim' ile yönlenen canlı sistemler olarak algılanırlar. Diğer yandan 'sürekli dönüşüm' modeli, (a) 'çevresel' olan ile 'içsel' olanı birbirinden ayrı olarak algılamaz, (b) sistemlerin kendilerini bu iki düzey arasındaki kaotik etkileşim sürecinde sürekli yeniden düzenlediklerini varsayar, (c) değişimin mekanik ya da doğrusal değil döngüsel - hem negatif hem de pozitif geribildirim yoluyla - olduğunu öne sürer, ve (d) zıtların ya da çelişmelerin sürekli bir dinamik etkileşimle birbirini ve 'bütünü' yeniden oluşturduğunu savunur.

Kaos kavramı geleneksel olarak düzensizlik ya da karmaşa olarak algılanmıştır; ancak kaotik sistemler üzerine yapılan araştırmalar bu kavramı yeniden tanımlarlar. Priesmeyer (1992), Çambel (1993), Stroup (1997), ve Elliot ve Kiel (1997) rastlantısal süreçler tarafından yönlendiği düşünülen kaotik sistemlerin kendilerine özgü davranış düzenine sahip olduklarını ve belirleyici bir yapıları olduğunu öne sürerler. Priesmeyer (1992) kaosu tamamen belirleyici süreçlerden meydana gelen yüksek düzey bir 'karmaşıklık' olarak tanımlar.

Cutright (1999) kaotik sistemleri tanımlamaya yönelik olarak iki önemli terimin altını çizer: geribildirim ve sınırlı tahmin edilebilirlik. Cutright, kaos teorisinin temel önergesini görünüşte düzensiz ve rastlantısal olan eylem ve sistemlerin gerçekte karmaşık ve kendilerini tekrarlayan bir düzene sahip olduklarını söyleyerek özetler. Bu süreçteki sistemler doğrusal değildirler çünkü davranışları döngüsel geribildirim ile sistem yapısını sürekli yeniden oluşturur ve değiştirirler.

Kaos Teorisinin ileri sürdüğü temalar ya da kavramlar 'oluşum', 'doğrusal olmayış', 'geribildirim', 'çalkantı', 'öz-düzenleme' ve 'tuhaf çekiciler' olarak özetlenebilir. 'Oluşum' prensibi bütünün parçalarının toplamından farklı olduğunu, 'doğrusal olmayış' ise yine aynı bağlamda, bütün olanın içerdiği düzey ve ögeler arasındaki dinamik etkileşimin sonucu olarak meydana geldiğini öne sürer. Kaos ya da karmaşıklık perspektifi, sistemlerin dış faktörler tarafından empoze edilen bir değişim modeli olmadığı sürece kriz sürecinde kendi iç dinamikleri ve bu dinamiklerde meydana gelebilecek değişimlerle - hem pozitif, hem de negatif geribildirim yoluyla - kendi kendilerini düzenleyebileceklerini ve kendi çözümlerini

bulacaklarını ileri sürer. Kaotik süreçteki sistemler iç ve dış dinamiklerin değişen etkileşimleri sonucunda sistemin dengesini yitirdiği ya da davranış düzensizlikleri gösterdiği, fakat aynı zamanda uyanarak kendini sorguladığı, bir 'çalkantı' yaşarlar. 'Öz-düzenleme' bu çalkantı sürecinde alternatif çözüm önerilerinin oluşması, çarpışması ve sistemin uygun çözüme kendiliğinden yönlenmesidir. Kaotik süreçte, stabilite döneminde var olan 'gerçek çekicilerin' - sistemin yol aldığı ve tahmin edilebilirliği sağlayan hedeflerin - aksine 'tuhaf çekiciler' ortaya çıkar ve sistemler bu çekicilere doğru düzensiz fakat enerjik bir seyir izlerler (Çambel, 1993; Resnick, 1994; Woodward, 1994).

Bütün bu kavramların ışığında, Prigogine ve Stengers (1984) düzensizlik ya da kriz sürecinin sistemler için yeni bir düzen oluşumunu besleyen kritik bir süreç olduğunun altını çizerek denge ve düzen aşamasında sistem ögelerinin birbirlerini görmediklerini, ancak çalkantı sürecinde sistem dinamiklerinin uyanarak birbirlerine yaklaştıklarını ve dolayısıyla daha etkin bir iletişime geçtiklerini vurgularlar.

Ledford ve arkadaşları (1991) büyük çaplı örgütsel değişimin sistem performansını etkileyen hem karakter hem de süreç değişiklerini kapsadığını söyleyerek süreç değişikliğini ele almayan yapısal değişikliklerin, ya da yapısal değiklik olmadan yapılan süreç değişikliklerinin köklü ve etkin bir değişim olamayacağını belirtirler. Benzer şekilde Smith (1982) iki tür örgütsel değişimden bahsederken sistemin 'genetik kodunun' ya da özünün değişmesinin (*morphogenesis*) şekilsel ya da doğal olgunlaşma sürecine dayalı değişimden (*morphostasis*) farklı olduğunun altını çizer. Levy (1986) örgütlerin köklü değişimlerini anlamada 'neden?', 'nasıl?' ve 'neler?' sorularının sorulması gerektiğini belirtirken bu tür dönüşümlerin sebeplerini; (a) iç dinamiklerin hazır oluşu (özellikle kaynaklar ve liderlik açısından), (b) dış dinamiklerin ya da metasistemlerin dönüşüme göstereceği tolerans, (c) dönüşümün gerekliliğinin yaşanan kriz ya da işlevsel düşüşe yönelik memnuniyetsizlikle hissedilir oluşu, ve (d) dönüşümü tetikleyen iç ve dış olaylar olarak özetler. Levy, öte yandan, dönüşüm sürecini sırasıyla 'düşüş', 'dönüşüm', 'geçiş' ve 'kurumsallaşma ve gelişim' olarak açıklar.

Pfeffer (1981) dört farklı örgütsel karar verme modeli ya da paradigması olduğunu önerir: 'rasyonel', 'bürokratik', 'süreç yönelimli' ve 'politik.' Bu dört

farklı paradigmanın çelişme ve karar verme sürecine yaklaşımı herbirinin örgütsel amaçlar, süreçler ve roller konusundaki farklı görüşü ile belirlenir. Pfeffer özetle, 'rasyonel' modelin tamamen örgütsel hedefleri temel aldığını, 'bürokratik' modelin standart ve oldukça dar vizyonlu operasyon yöntem ve rutinleri doğrultusunda işlediğini, 'süreç yönelimli' karar verme modelinin hedeflerden çok deneyimsel eylemleri öne çıkardığını, ve son olarak 'politik' modelin ise koalisyon, güç ve müzakere yönelimli olduğunu açıklar.

Thiétart ve Forgues (1995), Argyris ve Schön (1996), Tetenbaum (1998), Stacey (1995) ve Lichtenstein (1997) örgütsel değişime kaos teorisi perspektifinden bakarak bu yeni bakış açısının örgütleri sorgulama, anlama, yapılandırma ve yönetmede önemli değişiklikler getirdiğini söylerler.

Thiétart ve Forgues (1995) kaos teorisinin örgüt teorilerine çok önemli nitel katkılar sağlayacağını öne sürerek stabilite ve dengesizliğin birbirini tamamlayan süreçler olarak örgütsel gelişimin özünü oluşturduklarını vurgularlar. Benzer şekilde Argyris ve Schön (1996) denge bozulumunun ya da çalkantı sürecinin örgütlerin yaratıcılığını ve enerjisini artırarak yeni çözümler ve köklü değişimler gerçekleştirmeye yarayan büyük fırsatlar olduğunu öne sürerler.

Tetenbaum (1998) 'kaordik örgütler' olarak yeni bir terim öne sürerek örgütlerin nasıl hem kaotik hem de düzenli olarak yapılandırılabileceğini ve yönetilebileceğini açıklar. Bu tür örgütlerin dayandığı beş temel prensibi, (a) çoğulcu bilgi ve enformasyon akışı ve paylaşımı, (b) risk alımı ve deneyimsel eylemler yoluyla daha fazla yaratıcılık, (c) esnek yapılanma yoluyla takım çalışması ve proje yönelimi, (d) çeşitlilik, ve (e) güçlü ortak değerler olarak özetler.

Stacey (1995) ise yine kaos teorisi perspektifinden bakarak daha önce yaygın olan 'stratatejik seçim' ve 'ekoloji' perspektiflerinin stabilite yönelimli olduğunu, ancak doğrusallığı reddeden 'alternatif perspektifin' denge bozukluğu ve çalkantıyı doğaçlama öz-düzenleme ya da yaratıcı yıkım ve yeniden oluşumun, dolayısıyla yaratıcı evrimin, önşartı olarak algıladığını vurgular.

Capano (1996) yükseköğretim politikaları ve kararlarının karar vericilerin güç ilişkileri ve baskın politik inanç sistemleri ile doğrudan ilişkili olduğunu vurgulayarak yükseköğretim politikaları değişiminin en az iç faktörler, ya da kişiler, kadar çevresel dinamiklerle de (sosyo-ekonomik durum, hükümet meseleleri, diğer

kamusal politikalar ve kamuoyu) ilişkili olduğunu açıklar. Dolayısıyla Capano kamusal politikalarda - özellikle hem kamusal hem de politik önem taşıyan yükseköğretim politikalarında - oluşan köklü değişikliklerin tek bir değişkenle ilişkilendirilerek değil, bütünsel olarak iç ve çevresel faktörlerin birbirleriyle ilişkilerinde oluşmuş olan değişimler bazında irdelenmesi gerektiğini savunur.

Hizmet öncesi öğretmen eğitimi reformlarına yönelik araştırmalar özellikle 'profesyonelleşme' hedefinde yoğunlaşmaktadır (ör., Bush, 1987; Corrigan, 1985; Gideonse, 1993; Gottleib ve Cornbleth, 1989; Yinger ve Hendricks-Lee, 2000). Gideonse (1993) hizmet öncesi öğretmen eğitimi reformunun ancak öğretmenliğin ulusal akreditasyon süreçleri aracılığı ile profesyonelleşmesi sonucunda başarılabileceğini söyler ve özellikle program reformunun öğretmen eğitimi reformunun özü olduğunu vurgular. Gideonse öğretmen eğitiminin profesyonelleşmesinin bu disiplinin kendi bilgi dağarcığını, yeterliliklerini ve bilimsel araştırma problemlerini hizmet sunduğu kitlenin ihtiyaçları doğrultusunda oluşturması ile mümkün olabileceğini açıklar.

Benzer şekilde Yinger ve Hendricks-Lee (2000) standardizasyonun hizmet öncesi öğretmen eğitiminin profesyonelleşmesindeki önemine değinerek, standartların yalnızca bir dış kontrol mekanizması değil aynı zamanda bir gelişim aracı olduklarını öne sürerler.

Bush (1982) öğretmen eğitimi reformlarının ulusal kalkınma ve reform planları ile ilişkili olduğunu açıklayarak, standartların ulusal hedefleri yakalama bağlamında önemle vurgulandığını belirtir. Standartlar tartışması otorite ve kontrolün 'dağılımı' ya da yapılandırılması sorunu ile eşzamanlıdır. Standartlar ve profesyonelleşme konusu bağlamında Bush program içeriğinin de önemini vurgulayarak öğretmen eğitiminde 'alan bilgisi' ile pedegojik bilgi ve becerilerin – teori ve pratiğin – etkin ilişkilendirilmesi ya da örtüşmesi sorununun önemine değinir.

Öğretmen eğitimi reformları konusunda irdelenen bir başka konu ise globalleşmenin gelişmiş ülke ve ekonomilerin gelişmekte olanlar üzerinde kurduğu 'bilgi hegemonyası' sonucuna yol açabileceğidir (Elliot, 1999). Elliot (1999) bilginin globalleşme mantığı çerçevesinde kontrolü ve dağılımının yerel gerçekleri ya da farklılıkları gözardı edebileceğine işaret eder. Dahlström (1999), Musonda (1999),

Lüdke ve Moreira (1999) ve Li (1999) sırasıyla Namibia, Zambia, Brezilya ve Çin örneklerinde öğretmen eğitimi reformunun ulusal kalkınma ve 'modernizasyon' bağlamında ve global 'bilgi transferi' etkisiyle ne kadar başarılı olduğunu ya da olamadığını incelerler.

Ulusal modernizasyon planı kapsamında gerçekleştirilen öğretmen eğitimi reformunu inceleyen araştırmaların vurguladığı ortak nokta 'yukarıdan-aşağı' gerçekleştirilen ve yalnızca yapısal değişikliklere yoğunlaşan dar vizyonlu reformların sorunları çözmek yerine daha da ağır ve karmaşık hale getirebileceğidir.

Ülkemizde yapılan öğretmen eğitimi araştırmaları son birkaç onyıla değin çoğunlukla teorik ve tarihsel analizler boyutundadır. Son 10-15 yılda daha fazla sayıda deneysel çalışma ve alan araştırması yapılmakla birlikte öğretmen eğitimini sistem düzeyinde inceleyen kapsamlı çalışmaların sayısı oldukça azdır. Bu çalışmalar özellikle Eğitim Fakültelerinin durumu (ör., Gürbüztürk, 1988), Eğitim Fakültesi öğrenci profili (ör., Abiseva, 1997), öğretmen eğitimi programları ile Milli Eğitim okul programları arasındaki uyum (ör., Köse, 1997), Eğitim Fakültelerindeki öğretim elemanı profili (ör., Akgöl, 1994), 1998'deki yeniden yapılandırmanın uygulamadaki durumu (ör., Kaptan, 2001; Önkol, 1999) ve Eğitim Fakültelerinin akredite edilmesi (ör., Baltacı, 2001) üzerine yoğunlaşmıştır.

Hizmet öncesi öğretmen eğitimi reformlarını inceleyen araştırmaların, akademik bilgi ve kaygıların yanısıra ekonomik, sosyal ve politik faktörlerin de yakından ilgili olduğu öğretmen eğitimi politika değişimlerini kapsamlı ve sistem düzeyinde bir perspektifle incelemeleri önemlidir. Bir başka değişle öğretmen eğitimi programlarını Milli Eğitim sistemini geliştirme ya da yeniden düzenleme doğrultusunda yeniden yapılandırma, iç ve dış dinamiklerin etkileşiminin bütünsel bir çerçevede ele alınmasını gerektiren çok yönlü ve kamusal bir olgudur. Ayrıca, dünyada değişik ülkelerdeki hizmet öncesi öğretmen eğitimini yeniden yapılandırma çabalarının pek çoğu politik ve 'yukarıdan-aşağı' yapılan değişikliklerin hedeflenen anlamlı ve köklü değişiklikleri gerçekleştirmede etkisiz olduğunu göstermiştir. Kaos teorisi, 'değişim' olgusuna farklı yaklaşımıyla anlamlı ve etkili dönüşümün nasıl olabileceğini göstermekle birlikle dönüşüm olgusunu incelemede daha bütüncül bir perspektifin gerekliliğini de ortaya koymuştur.

Türkiye'de hizmet öncesi öğretmen eğitimindeki gelişmeleri 1998'deki yeniden yapılandırma çerçevesinde kaos kuramı bakış açısıyla incelemeyi amaçlayan bu çalışmanın ülkemizdeki öğretmen eğitimi süreçlerine ve değişim çabalarına yeni bulgularla katkı sağlayacağı düşünülmüştür. Bu çalışmada araştırmacı 'Kaotik Dönüşüm Olarak Değişim' adlı bir model geliştirerek 1998 yılında Türkiye'de gerçekleştirilen öğretmen eğitiminde yeniden yapılanmanın ve daha öncesinde gerçekleştirilen değişimlerin dinamiklerini incelemeyi amaçlamıştır. Bu modeli geliştirmede Morgan'ın (1997), Smith'in (1982), Thiétart ve Forgues'in (1995), Tushman ve Romanelli'nin (1990) ve Şimşek'in (1992) paradigmatik dönüşüm varsayımları kullanılmıştır. Model dört aşamadan oluşmaktadır: evrim, stabilite/denge, denge bozulumu ve çalkantı, çözüm ve dönüşüm/öz-düzenleme.

Bu araştırmaya yön veren temel sorular şöyledir:

1. Öğretmen eğitiminde 1982 yeniden yapılanması 1998'deki yeniden yapılanma ile nasıl ilişkilendirilebilir?

2. Öğretmen eğitiminde 1998'deki yeniden yapılanmayı gerektiren sorunlar nelerdi?

3. Öğretmen eğitiminde 1998'deki dönüşüm nasıl gerçekleşti?

4. Öğretmen eğitimi sistemi kaos kuramı çerçevesinde şu anda hangi aşamadadır?

5. Öğretmen eğitiminde yeni modelin gelecekte izleyeceği seyir ne olabilir?

Bu çalışma nitel araştırma deseni ile gerçekleştirilmiştir. Araştırma sürecinin tamamı (literatür taramasından yazım aşamasının bitişine kadar) Mart 2001'den Ekim 2003'e değin toplam yaklaşık 2,5 yıl sürmüştür.

Veriler *doküman* analizi ve *görüşmeler* yoluyla toplanmıştır. Görüşme formu araştırmacı tarafından geliştirilip, 8 farklı Eğitim Fakültesinden (Ankara Üniversitesi, Orta Doğu Teknik Üniversitesi, Hacettepe Üniversitesi, Gazi Üniversitesi – Mesleki Eğitim Fakültesi ve Kırşehir Eğitim Fakültesi -, Anadolu Üniversitesi, Abant İzzet Baysal Üniversitesi, Çukurova Üniversitesi) 20 öğretim elemanı (1998 sürecinde ya da şu anda idari görevi olan), Milli Eğitim Bakanlığı Öğretmen Eğitimi (hizmet-içi) Genel Müdürlüğü'nde Genel Müdür ve iki Genel

Müdür Yardımcısı, iki Talim Terbiye Kurulu üyesi, bir YÖK Yönetim Kurulu üyesi, bir Orta Doğu Amme İdaresi öğretim üyesi, ve YÖK-Dünya Bankası Milli Eğitimi Geliştirme Projesi koordinatörü olmak üzere *toplam 28* kişi ile herbiri yaklaşık 75 dakika süren görüşmeler yapılmıştır. Kaydedilen görüşmeler daha sonra araştırmacı tarafından çözümlenerek toplam 600 sayfalık analiz için hazır bir metin elde edilmiştir.

İncelenen dokümanlar üç kategoride toplanmıştır: (a) YÖK ve Milli Eğitim Bakanlığı raporları ve toplantı tutanakları, (b) Türkiye'de yayınlanan dergilerdeki ilgili makaleler ve ilgili konferans ve panel oturumlarının yayınlanmış bildirileri ve notları, ve (c) dört farklı gazete'de (Hürriyet, Cumhuriyet, Sabah ve Gündem) çıkan ilgili haber ve makaleler.

Doküman ve görüşmelerden elde edilen veriler 'içerik analizi' yöntemi ile (ilgili kodlar ve temalar ortaya çıkarılarak) analiz edilmiş ve 73 sayfalık bir liste elde edilerek yazım aşamasına geçilmiştir. Yazım aşamasında bulgular araştırma soruları ile biraraya getirilerek düzenlenmiştir.

Bu araştırmada elde edilen bulgulara göre 1998'de öğretmen eğitimine yön veren dinamikleri anlamak için daha önceki 30 yıllık dönem ya da sürecin önemli olduğu anlaşılmıştır. 1998 öncesindeki 30 yıllık dönem iç ve çevresel faktörlerin içiçe geçtiği üç aşamada incelenebilir: Bu üç dönem kaos kuramının varsayımları doğrultusunda hizmet öncesi öğretmen eğitiminde stabilite/denge ve denge bozulumu süreçlerinin birbirini beslediği bir seyir izlemiştir.

1998 öncesindeki bu üç aşamalı dönem sırasıyla (1) 1950'lerden 1970'e uzanan evrim ve denge sürecine karşın 1970'lerde ortaya çıkan düzensizlikler ve denge bozulumu, (2) 1982'den 1990'ların başlarına uzanan 'kapalı denge', ve (3) 1998 öncesinde yaşanan kaotik 'çalkantıdır.' Bu bulgu, kaos kuramının stabilite ve denge bozulumunun bütünsel sürecin birbirini tamamlayan ve iç-dış dinamiklerin etkileşimiyle oluşan süreçler olduğu varsayımları ve araştırmacının önerdiği dönüşüm modeli ile uyumludur.

Bu bağlamda, 1970 öncesindeki dönemde Türkiye'de öğretmen eğitiminin temel nitelikleri sosyo-politik çevredeki toplumsal kalkınma modeli ve dinamizm ile örtüşerek gelişmiştir. Öğretmenlik toplumsal prestiji yüksek ve 'profesyonellik' niteliği belirgin bir meslek olarak algılanmıştır, çünkü mesleki bilgi ve yeterlilikler

belirgindir. Hizmet öncesi öğretmen eğitimine giriş ve çıkış süreç ve standartları açısından sistemde bir bütünlük vardır. Ayrıca Milli Eğitim Bakanlığı (ve okulları) ile öğretmen yetiştiren kurumların organik bağı hem profesyonelliği hem de öğretmen eğitimdeki gelişim ve stabiliteyi desteklemiştir. Buna karşın 1970'lerdeki denge bozulumu ve düşüş 1970'lere gelinen son dönemdeki mesleki stabilitenin öğretmen eğitimi bilgisi ve süreçlerindeki 'kapalı devre' döngüsüne dönüşmesi, bir başka deyişle sistemin gelişimini tamamlayarak enerjisini yitirmeye başlaması ile birlikte çevresel dinamiklerdeki denge bozulumu (sosyal, politik ve ekonomik çalkantılar gibi) öğretmen eğitiminde temel sorunlara neden olmuştur. Bu dönemde Türkiye'de öğretmen eğitimi 'erozyona' uğrayarak işlevsel bozukluklar yaşamıştır. Bu denge bozulumu profesyonellik, programlar ve yönetim anlamında yaygınlaşarak 1970'lerin sonlarında kaotik bir çalkantı sürecine girilmiş, her düzeyde (iç ve dış) belirsizlik baskın hale gelmiştir. Programlar 'kendini yenileyemeyen', 'yetersiz' ve 'yüzeysel' hale gelmiştir. Öğretmen eğitimi bilimsellikten ve bilimsel gelişmelerden uzak kalmıştır. Anarşik olaylar nedeniyle programların uygulanması çoğunlukla mümkün olamamıştır. Dolayısıyla çok büyük sayılarla ve tamamen politik nedenlerle 'sertifika' yoluyla öğretmen atamaları yaygın olarak yapılmıştır. Hizmet öncesi öğretmen eğitimine giriş, hem öğrenciler hem de eğitimciler açısından, (ve mezuniyet) yaygın olarak 'kontrol' ve 'standart' hale gelmiştir.

1982'den 1990'ların başına uzanan ikinci aşama olan 'kapalı denge' dönemi ise 'kaotik dönüşüm' modelindeki sürece uymayan, ancak bu döneme yönelik elde edilen veriler ışığında, daha önceki çalkantıların eklenen yeni sorunsallar ve işlev bozuklukları ile büyüyerek farklılaştığı, fakat sistemin kendi çarpıklıklarına yabancı olduğu ya da sessiz kaldığı, farklı bir 'kapanma' ('durgun' çalkantı diyebileceğimiz) dönemi olarak algılanabilir.

1982'deki yeniden yapılanma 'politik', 'hazırlıksız' ve 'yukarıdan-aşağı' bir yapılanma olarak algılanmıştır. Öğretmen eğitim sistemi bu geçişe hazırlıksız yakalanmıştır, çünkü insan kaynağı (öğretim elemanı profili) hem nitelik hem de nicelik açısından yüksek öğretim için uygun değildir ve insan kaynağını geliştirme yolunda hiçbir plan ve strateji geliştirilmemiştir. Benzer şekilde, öğretmen eğitimini yüksek öğretim seviyesinde gerçekleştirme yolunda program geliştirme stratejileri

ya da vizyonu öngörülmemiştir. Fiziksel kaynaklar konusunda (laboratuvar, bina, öğretim malzemeleri gibi) stratejiler ya da vizyon geliştirilmemiştir. En önemlisi ise, yine bulgular ışığında, öğretmen eğitiminin akademik disiplin 'kimliği' ve professonel kimliği yönünde herhangi bir vizyon geliştirilmemiştir.

Bu stateji sorunlarına ek olarak Milli Eğitim Bakanlığı öğretmen eğitiminden uzaklaşmış ve Eğitim Fakülteleri kendilerini yine YÖK oluşumuyla büyük çaplı bir yapısal değişimden geçmekte olan üniversitelerde yeni sorunlar ve şartlarla mücadele etmek zorunda bulmuşlardır. 1982'deki yeniden yapılanması gelen sorunlar ya da belirsizliklerle birlikte Eğitim Fakülteleri (a) 'akademik' birimler olma yolunda bilimsel araştırmaya yönelmişlerdir. (b) Üniversite kapsamında olma Eğitim Fakülteleri için yeni bir kavram olan 'özerklik' durumu ortaya koymuştur ancak pozitif katkısı olması beklenen özerklik, Eğitim Fakültelerinin programlarına ve akademik araştırmalarına hedef ve 'kimlik' ten uzaklaşma anlamında yansımıştır. Sonuç olarak, bu döneme ait bulgular ışığında, 1982'deki geçiş ile Eğitim Fakülteleri üniversitelerdeki oluşumlarına 'yabancılaşma' duygusu ile başlamışlardır.

1998'deki yeniden yapılandırmayı gerektiren sorunlar ya da koşullar birbirleriyle ilişkili olarak program ve yönetim boyutlarında ele alınmalıdır. Program boyutunda yaşanan sorunlar dört ana başlıkta toplanabilir; (1) standardın olmayışı ve öğretmen adayı öğrencilerin ihtiyaçlarına (MEB okullarına) cevap vermeyişi, (2) Eğitim Fakültelerinde yapılan araştırmaların daha çok alan bilgisi yönelimli oluşu, (3) gerçekte ihtiyacın yoğunlukta olduğu ilköğretim'in (K-8) gözardı edilişi, ve (4) bazı program ve bölümlerin gereksizliği. Yukarıda belirtilen ilk başlık ile ilgili problemlerin kaynağı iki alt başlıkta toplanabilir. Öncelikle, programlar öğretim elemanlarının profiline ya da eğitim ve araştırmalarına göre belirlenmiştir (öğretim elemanlarının oldukça önemli bir bölümünün Fen ve Edebiyat Fakülteleri kökenli idiler). Eğitim Fakülteleri programları Fen ve Edebiyat Fakülteleri programlarının birer kopyası haline gelmiştir. Bu nedenle aynı program içindeki dersler çok dar konuları içermekteydiler ve birbirlerinden oldukça kopuktular. İkinci olarak, programlarda kuram-uygulama dengesizliği ve kopukluğu vardı; alan bilgisi öğretmenlik bilgi ve becerilerinden daha çok vurgulanmaktaydı.

Yönetim sorunları ise temel olarak Milli Eğitim Bakanlığı'nın 1982'deki yeniden yapılanma ile hizmet öncesi öğretmen eğitiminden kopuşu (ve Eğitim Fakültelerinin Milli Eğitim'e yabancılaşması) ve YÖK'ün öğretmen eğitimine (Eğitim Fakültelerine yabancılığı) nedeniyle ilgili kurumlar ya da yönetimler (YÖK, MEB ve Eğitim Fakülteleri) arasındaki koordinasyon ve iletişim kopukluğu olarak ortaya çıkmıştır. Bu koordinasyon ve iletişim kopukluğu ise temelde öğretmen eğitiminin nitel ve nicel konuları ya da sorunları konusunda ortak bir *vizyon* oluşturulamamasına neden olmuştur. Dolayısıyla arz-talep dengesizliği ortaya çıkmış ve 'öğretmenliğe' giriş kriterleri yaygın sertifika uygulamaları, hatta sertifikasız atamalarla, erozyona uğrayarak sonuç olarak öğretmenlik mesleğinin sosyal saygınlığı, 'profesyonellik' niteliği ciddi bir erozyona uğramıştır.

Bu araştırmada elde edilen bulgular, araştırmacının önerdiği 'kaotik dönüşüm modeli' çerçevesinde, 1990'ların ortalarından 1998'e kadar olan dönemin 'kaotik çalkantı' dönemi olarak tanımlanabileceğini göstermektedir. Bu süreçte, ilgili literatürde de bahsedildiği üzere, sistem değişen iç ve dış dinamiklerin etkileşimi ile 'uyanarak' kendini sorgulamaya başlamış, sistem ögeleri ya da kurumlar birbirlerine yaklaşarak iletişim kurmaya başlamışlardır. İç tetikleyiciler, çığ gibi büyüyen öğretmen açığı, onbinlerce üniversite mezununun sertifikasız öğretmen olarak atanmaları, ilgili kurumlardaki yeni liderler/karar vericiler, ve 'Milli Eğitimi Geliştirme Projesi'nin başlatılması olarak bulunmuştur. Aynı zamanda, çevresel tetikleyiciler, yine 1990'ların ortalarından 1998'e gelinen süreçte ülkemizde yaşanan sosyal, politik ve ekonomik düzensizlikler ve çalkantılar olarak bulunmuştur. 1994 yılında toplum grevler ve ciddi ekonomik sorunlarla sarsılmıştır; 1995, 1996, 1997 yılları ise hükümet krizlerinin (kısa ömürlü koalisyonlar), siyasi belirsizlik ve güvensizliğin, ve Cumhuriyetin temel ilkelerine yönelik tehditlerin yaşandığı, fakat aynı zamanda, yine kaos kuramına yönelik olarak, Gümrük Birliği anlaşmasının gerçekleşmesi gibi 'çekici' olarak algılanan Avrupa Topluluğu ile ilişkilerin gündeme yerleştiği 'çalkantı' sürecini belirlemiştir.

1998'deki dönüşümün nasıl gerçekleştiği konusuna yönelik bulgular, dönüşümün YÖK, MEB ve bazı Eğitim Fakültelerindeki yöneticiler ve öğretim elemanlarından oluşan bir grup karar verici tarafından ve YÖK/Dünya Bankası Milli Eğitimi Geliştirme Projesinin bir parçası olarak gerçekleştirildiğini

göstermektedir. Özellikle yapısal değişiklikler konusundaki görüşler bu değişikliklerin yeterince 'demokratik' bir katılım süreci ile gerçekleşmediği ve oldukça 'yukarıdan-aşağı' bir karar verme modeli ile yapıldığı yolundadır. Buna ek olarak, dönüşüm sürecinde rakip/alternatif dönüşüm önerileri ya da modellerinin mevcut olmadığı, önerilerin ya da eleştirilerin daha çok kişisel olarak dile getirildiği, ve çelişen öneri gruplarının oluşmadığı bulunmuştur. Ayrıca, daha öncesinde Eğitim Fakültelerinde kapsamlı sistem araştırmaları yapılarak çözüm modelleri ortaya çıkarılmış olmaması dönüşüm sürecinde alternatif çözüm önerilerinin sunulmamasına sebep olarak görülmüştür.

Bu araştırmadaki bulgular 1998'de uygulamaya konan öğretmen yetiştirme modelinin henüz kurumsallaşmadığı yönündedir. Bu bağlamda, uygulama halen deneme aşamasındadır. Ancak araştırmacının önerdiği 'dönüşüm modeli' çerçevesinde geçişin hemen ardından gelmesi gereken gelişim sürecini besleme doğrultusunda 'uygulama-değerlendirme' çalışmaları yapılmamış olması kurumsallaşma yönünde önemli bir engel olarak ortaya konmuştur. Buna ek olarak, görüşmecilerin büyük bir çoğunluğunun vurguladığı gibi, genel olarak Türkiye'de reform çabalarının süreklilik ve gelişim ivmesinden yoksun olması, bir başka deyişle reformların politik motivasyonla gerçekleştirilip yine politik motivasyon ya da motivasyonsuzlukla 'düşüşe' terkedilmesi ya da yeni modelin kurumsallaşamadan tekrar ortadan kaldırılması, 1998'de uygulamaya geçen öğretmen yetiştirme modelinin geliştirilmesine karşıt potansiyel bir 'tehdit' olarak algılanmaktadır.

Bu araştırmada, 1998 modelinin başarıları ve yetersizlikleri (ya da problemleri) yine program ve yönetim boyutları olmak üzere iki kategoride toplanmıştır. *Program* başarıları; (a) mesleki beceri gelişimine yönelik daha etkin nitelik ve nicelik, (b) daha kaliteli öğretime yönelik Fakülteler arasında standardın yaygınlaşması, (c) program içeriklerinin amaçları daha iyi yansıtır hale gelmesi, ve (d) daha etkin 'profesyonellik' olarak özetlenebilir. Bu bağlamda, programlarda 'özel öğretim yöntemleri'ne verilen önem ve daha öncesinde bozulmuş olan kuram-uygulama dengesinin, 'okul deneyimi' ve 'uygulama' ağırlığıyla 'okul-fakülte işbirliği' çerçevesinde yapılandırılarak etkin kılınması Eğitim Fakültelerinin ve öğretmen eğitimi programlarının misyonunu belirginleştirerek amaçlarına daha

yönelik hale getirmede önemli başarılar olarak bulunmuştur. *Yönetim* boyutundaki başarılara yönelik üç ana tema ortaya çıkmıştır: (a) İlgili kurumlar ve kişiler arasında daha etkili bilgi akışı ve işbirliği, (b) kaynakların daha etkili kullanımı, ve (c) insan kaynağını (öğretim elemanı profili) Eğitim Fakültelerinin işlev ve amaçlarına yönelik geliştirme çabası (yurt dışında yüksek lisans çalışmaları için ayrılan burslar). Bu bağlamda, 'talep' eden otorite olan Milli Eğitim Bakanlığı ile Eğitim Fakültelerinin birbirlerine yaklaşmış olmaları ve hizmet öncesi öğretmen eğitimi politikalarına süreklilik ve kararlılık getireceğine inanılan 'Öğretmen Yetiştirme Milli Komitesi'nin kurulması önemli yönetimsel başarılar olarak ortaya çıkmıştır.

Diğer yandan, program güçlükleri ya da yetersizlikleri planlanan programların uygulamadaki sınırlılıklarla çelişmesi, programların esneklikten yoksun oluşu, içerik konusundaki yetersizlikler, ve 'tezsiz yüksek lisans' programına yönelik sorunlar olarak bulunmuştur. Bu anlamda en ciddi sorun planlanan programlara yönelik uygulamadaki aksaklıklardır ve bu aksaklıkların kaynağı fiziksel ve insan kaynağına yönelik yerel (Fakülte bazında) sınırlılıklardır. Bu bağlamda, genel olarak öğretim elemanlarının profili ile yeni programların gerektirdiği bilgi ve beceriler uyumsuzdur ve bu uyumu sağlamaya yönelik geliştirme stratejileri ya da süreçleri öngörülmemiştir. Ayrıca, yeni programların 'uygulama' boyutu lojistik güçlükler (gözlemci öğretim görevlisi için zaman ve öğrenci popülasyonunun büyüklüğü gibi) ve MEB okullarında görevli öğretmen ve yöneticilerin 'uygulama' ile ilgili yeterince eğitilmemiş olması nedenleriyle oldukça sorunlu bulunmuştur.

Yönetim sorunları ise merkezi ve tek elden bir karar verme ve değerlendirme otoritesi olarak önemli bir işlev yüklenmesi gereken 'Milli Komite'nin işlev göstermeyişinde odaklanmaktadır. Ayrıca, öğretmen eğitimi sorunu ya da konusu YÖK düzeyinde hala kurumsallaşmamıştır ve çabalar kişisel boyuttadır.

Özetle, 1998'deki yeniden yapılanma öğretmen eğitimine 'kimlik' kazandırmıştır, ancak 'yönetim' boşluğu ve 'insan kaynağı'nın yetersizliği sorunu modelin gelecekte kurumsallaşması yönünde önemli engeller olarak ortaya çıkmıştır.

1998'de ortaya çıkan modeli yakın gelecekte nelerin beklediği konusundaki beklentiler hizmet öncesi öğretmen eğitiminin 'kimlik' sorununun çözüldüğü ve programların gelecekteki etkilerinin olumlu olacağı, ancak modelin kurumsallaşması ya da geliştirilmesi için 'yönetim' sorununun çözülmesi gerektiği yolundadır. Şu anda belirsizliğini sürdüren 'yönetim' boyutunun açıklığa kavuşturulması ve kurumsallaştırılması gerektiği yönündeki görüşler yaygın olarak vurgulanmaktadır. Şu anda bulunduğu aşamada 1998 modeli, dönüşüm sürecinde varolan enerjisini ve ivmesini koruyamamaktadır. Bu anlamda 'yönetim' belirliliği ve işlevselliği – Milli Komitenin fonksiyonel olması – modelin değerlendirilerek geliştirilmesi, şu anda karşılaşılan güçlükler konusunda katılımcı kararlar alma ve uygulama, ve genel olarak hizmet öncesi öğretmen eğitimini politik motivasyonlu, dar vizyonlu ve kısa-ömürlü yapısal değişikliklerden koruma yönünde, bu araştırmada yer alan görüşmecilerin tamamı tarafından, en önemli sorun olarak algılanmıştır. Bu sorunun aşılması ise 1970'lerden bugüne öğretmen eğitimi sorunlarının ve yeniden yapılanmaların odak noktasında yer aldığı ortaya çıkan insan malzemesi – öğretmen eğitimcisi – sorununu ele alma ve aşmada önemli bir aşama olarak vurgulanmıştır.

Bu araştırmadan çıkan öneriler, araştırmacının geliştirdiği 'Kaotik Dönüşüm Olarak Değişim' modelinin Türkiye'de hizmet öncesi öğretmen eğitimindeki gelişmeleri irdelemek ve açıklamak için uygun olduğu yönündedir. 1998'e gelinen 30 yıllık süreçteki gelişmeler kaos kuramının önergeleri doğrultusunda ülkemizde hizmet öncesi öğretmen eğitiminde stabilite ve denge bozulumunun birbirini yaratan ve tamamlayan aşamalar ve süreçler olarak algılanması gerektiğini göstermektedir. Bu bağlamda, iç ve çevresel faktörlerin dinamik etkileşimi kaotik süreçleri ya da sistemleri sorgulama ve anlamada bütüncü bir yaklaşımla ele alınmalı ve 'çalkantı' süreci, sistemlerin öz-sorgulama yaptıkları, sorunlarına yaratıcı çözümler ürettikleri, ve kendilerini yeniden oluşturdukları/düzenledikleri önemli fırsatlar olarak değerlendirilmelidir.

Ancak, 1982'deki yeniden yapılanma kaotik bir dönüşüm değildir; sistemin kendi yarattığı bir dönüşüm olmayışı 1982 geçişini sistemde daha önce var olan sorunları çözememenin yanında yeni ve daha karmaşık sorunları ortaya çıkaran bir yapısal düzenleme yapar. 1982'deki geçiş, Türkiye'nin sosyo-politik yapısı ve

272

Türkiye'deki kamusal karar verme süreçlerinden kaynaklanan ve kaotik dönüşüm modelinde yeralmayan bir geçiştir ve 1982'den 1990'ların başlarına kadar süren dönem, denge bozukluğu ve çalkantıların devam ettiği ancak, bir tür durağanlıkla, sistemin kendini sorgulamadığı 'kapalı denge' olarak nitelendirilebilecek özgün bir dönemdir. Bu durumda 1970'lerden 1998'e kadarki dönemin tamamı gerçekte denge bozulumunun devam ettiği bir süreçtir.

1998'deki yeniden yapılanma kaotik bir dönüşüm ya da öz-düzenleme olarak algılanabilir; çünkü dönüşüm içeriği ya da çözümler sistemin kendi içinden çıkmış ve mevcut problemleri hedeflemiştir. Yapısal ve programa yönelik değişiklikler Türkiye'deki hizmet öncesi öğretmen eğitimi sorunlarını 'gören' ve bu doğrultuda 'kimlik', 'insan kaynağı' ve 'yönetim' sorunlarına yönelen çözümlerdir. Ancak bu temel sorunların hepsinin başarıyla çözümlendiği ya da çözümlenmeleri için yeterince strateji üretildiği söylenemez. 'Kimlik' sorunun çözüldüğü, fakat 'yönetim' ve 'insan kaynağı' sorunlarının belirsizliklerini devam ettirdiği söylenebilir.

'Öğretmen Yetiştirme Milli Komitesi'nin kurumsallaşması Türkiye'de öğretmen eğitiminin geliştirilmesi açısından gereklidir. Okul-fakülte işbirliği süreci daha etkin hale getirilerek okulların ve hizmet öncesi eğitimin gelişmesi için iki yönlü bir süreç olarak yapılanmalıdır. Akreditasyon sürecinin etkinliği ancak yerel (Fakülte bazında) sınırlılıkların ve yetersizliklerin aşılması ile sağlanabilir.

Eğitim Fakültelerindeki öğretim elemanı profilinin gelişmeler doğrultusunda ve ortaya konan vizyonlar ışığında sürekli geliştirilmesi için Fakülteler arasında düzenli işbirliği ve bilgi akışı gereklidir; düzenli toplantılar ve seminerler ve öğretim elemanlarının farklı fakültelerde dönüşümlü görevlendirilmeleri uzmanlık paylaşımı için yararlı olacaktır. Ayrıca, yerel sınırlılıkların aşılıp ortak kalite hedeflerine ulaşılması aşamasında fakülte bazında yerel karar vericiler 'kariyer planlaması' ve kalite geliştirme yönünde strateji üretme ve insiyatif kullanma yönünde yönlendirilmeli ve desteklenmelidir. Ancak yine bu süreçlerin planlanması, uygulanması ve gözlemlenmesi için kurumsal bir merkezi otoriteye 'yönetime' gereksinim vardır. Bu anlamda Milli Komitenin işlevselliği ve hizmet öncesi öğretmen eğitimi konularının YÖK seviyesinde temsil edilmesi ve kurumsal olarak 'sahip çıkılması' önemlidir.

Bu çalışmadan elde edilen bulgular ışığında, hizmet öncesi öğretmen eğitimini geliştirme yönünde özellikle okul-fakülte işbirliği sürecinin uygulamadaki durumuna yönelik araştırmalar yapılmalı ve bu süreci iki yönlü bir etkileşim ve gelişim sürecine dönüştürme konusunda öneriler ortaya koyulmalıdır.

Ayrıca 1998 modelinin uygulanmasında Fakülteler arasındaki farklı sınırlılıkları ortaya çıkaran kapsamlı araştırmalar yapılmalı ve yeni stratejiler üretilmelidir.

'Özel öğretim yöntemlerini' geliştirmeye yönelik program değerlendirme ve geliştirme çalışmaları yapılarak bu konudaki sorunlar irdelenmeli ve bu alanda yeni uzmanlar geliştirilmesi desteklenmelidir.

Akreditasyon süreçlerine yönelik araştırmalar yapılarak bu konuda ortak görüşler ortaya çıkarılmalı ve akreditasyonun gelişime yönelik bir süreç olarak kullanımı incelenmelidir.

Hizmet öncesi öğretmen eğitimi sisteminin 'yönetim' boyutuna yönelik araştırmalar yapılmalı ve böyle bir otoritenin görev, sorumluluk, ve işleyişinin öğretmen eğitimi politikalarının oluşturulması ve geliştirilmesine nasıl yansıması gerektiği konusunda öneriler geliştirilmelidir.

Son olarak, Eğitim Fakültesi öğrencileri ve mezunları ile kapsamlı araştırmalar yapılarak 1998 öncesi ve sonrasında öğretmen adayı ve öğretmen profillerinde mesleki bilgi, beceri ve tutumların değişimine yönelik farklılıklar incelenmeli ve 'profesyonellik' bağlamında öneriler geliştirilmelidir.

VITA

Yeşim Somuncuoğlu was born in Aksaray in 1968. She received her BA degree in 1990 from the Department of English Language Teaching at the Middle East Technical University, Ankara. In 1996 she received her MSc degree from the Department of Educational Sciences of the same university. She attended a Summer School at the University of Reading, Berkshire – GB, in 1995 on 'Materials Design and Textbook Writing.' She contributed to the writing of the coursebook "B.A.S.E" at Bilkent University School of English Language. She started her doctoral studies in 1996 in the Department of Educational Sciences at the Middle East Technical University. She studied at the University of Washington, College of Education, Seattle, Washington -U.S during the 1999-2000 academic year as a doctoral student on Fulbright scholarship. She worked as an English Language instructor at Bilkent University School of English Language. She has been working as an English Language instructor at the Department of Modern Languages of Middle East Technical University since 1997. She has been working as a member of the "Curriculum Committee" in charge of the design and renewal of the curriculum of the School of Foreign Languages of the same university for the last two academic years. She published her research articles in several international and national scientific journals and presented papers at international conferences in and out of the country.