

# The Process of Supervision in the Turkish Educational System: Purpose, Structure, Operation

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The aim of this study is to provide information on the purposes, structure and operation of the process of supervision in the Turkish educational system. In this paper, the historical development of supervision services in the Turkish educational system, as well as the purposes and principles of educational supervision in Turkey and the structure of supervision in the Turkish educational system are defined. Moreover, the organization of sub-systems of the Ministry of National Education and that of supervision at elementary schools, hiring supervisors, their training, duties and responsibilities as well as working principles are presented. In addition, a detailed analysis of the supervision of institutions and teachers by supervisors is included.

Key words: Supervision, educational supervision, Turkish educational system

The concept of educational supervision has changed and developed on a global basis in accordance with managerial approaches and theories. Views on supervision have differed

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regarding principles, assumptions and approaches suggested by management theories.

According to Symth (1991), supervision is a concept, originating from the Middle-age Latin and means “examining and reviewing a text in terms of coherence with the original or the existing deviations or mistakes” by definition (Sullivan & Glanz, 2000).

“Massachusetts School Law”, adopted in 1642 in America, where the field of educational management and supervision developed, is considered to be the beginning of educational supervision. This period, the first stage of supervision, lasted until the 1865 civil war (Daresh, 2001, p. 4). During this time, supervisors attempted to detect teachers’ mistakes in classrooms, focusing mainly on control.

With an increase in the number of students and the concomitant obligations of supplying educational services by all main actors, supervising services were reshaped and the existence of authority figures such as “head teacher” or “principal” evolved. On the other hand, the position of

“superintendent” started to include supervisory functions. However, district assistant managers became the first supervisors, because school districts were in the process of expanding over a large area (Oliva & Pawlas, 2004). Their approach to supervision generally was based on strict control and close examination of schools. According to Spers (1953), school supervision was based on the maintenance of the existing instructional standards, rather than instructional improvement until the first half of the 19th century. To summarize the 19th century supervisory features in America, we may say; (1) It appears to have been an important function fulfilled by district managers (2) Control-based applications have a dominating role in the supervision process (Sullivan & Glanz, 2000).

At the beginning of the 20th century, there was a great increase in school enrolment rates, sizes and complexity, with schools gradually increasing in numbers. Nevertheless, there was still a lack of managerial specialization to meet these growing needs. During this period, supervisors assumed greater importance than before and were provided with new responsibilities. Moreover, principals were assigned the duty of supervising classrooms on a daily basis (Daresh, 2001).

It can be said that the development of educational supervision in France and England underwent a similar process. In France, which has a central educational system, improvements were sought in the control-based educational supervision process by the central authorities after the educational reform process started in the 1980s (St. John-Brooks, 1995). Supervision in education services were fulfilled by different units concerning program applications and system management. Supervisors from the Inspection Generale de l’Education Nationale (IGEN) perform assessment and guidance tasks on curriculum programs and applications, whereas general supervisors from the Inspection Generale de l’Administration de l’Education Nationale (IGAEN) are supposed to carry out guidance and counseling based supervision on system management (St. John-Brooks, 1995).

In 1839, in England, Her Majesty’s Inspectors were assigned the task of controlling schools and to submit reports on assessments of the quality of education at schools. At first, their duty was to assess whether the government performed its educational tasks (Halls, 1988). Over time, through comprehensive reforms in education, these inspectors were given responsibilities to increase the quality of education at schools and generally improve education. In this sense, after the 1988 Educational Reform, supervision in education was aimed at guidance and improvement (St. John-Brooks, 1995). However, educational institutions were not constantly

supervised because of the distinctive nature of Her Majesty’s Inspectors and the fact that they were low in number. Therefore, there were radical changes in educational supervision in the 1990s and independent supervisory units were formed in order to supervise schools on a regular basis. These units largely fulfilled counseling functions and worked through contracts with the Local Education Authority (LEA). Moreover, the guidance and improvement functions of supervision and the role of supervisors in this respect were consolidated through these regulations in educational supervision. For instance, if supervisors who perform supervisory tasks at schools think that students are being provided with below standard education, they are obliged to take special measures in coordination with schools and local government and help them meet standards (Smith, 2000; Statham & Mackinnon, 1991; Winch, 1996).

In short, historically the first function of educational supervision was one of control (inspection), but this function was changed greatly over time. That is; whereas periodical visits paid to teachers by a figure of authority and control over teachers’ behaviour regarding rules was once considered the main goal of supervision, however, later, educational supervision was aimed at leadership, interpersonal relationships, program development and instructional development etc. In this context, we present a number of different definitions of supervision below, which focus on different functions of educational supervision in the system and contribute to the development of an understanding of modern educational supervision.

From a managerial point of view, Harris and Bessent defined supervision as; *“supervising everything done by school staff in relation to people and other things, to achieve main instructional goals of schools and to regulate school functions”* (Wiles & Bondi, 1996). Cogan (1973), considering supervision as a program development activity, defined the concept as; *“writing and revising instructional program, preparing instructional materials, improving instructional process, informing families about instructional outcomes and generally assessing the educational program as a whole”*. In terms of instructional process, Marks, Stoops and King-Stops (1985) viewed supervision as *“assessing practices and actions that aimed at development of instructional program and instructional development”*.

Mosher and Purpel (1971) argued educational supervision as a leadership function and accordingly suggested *“the function of supervision is to teach teachers how to teach and to provide professional leadership to reformulate educational programs, instruction and other fields”*

According to Wiles, supervision is a process of interpersonal relationships. In that sense, a manager is a person who does the following; communicates, ensures that people listen to each other, brings similar problems and people with resources together to help each other, encourages individuals to carry out new work, discusses problems with people and suggests resources to help find solutions, provides individuals with appropriate suggestions to feel secure in the educational process and provides resources (Wiles & Bondi, 1996). Sergiovanni and Starratt (1993) stated that “achieving school goals depends on interpersonal relationships at schools” apart from the fact that the traditional aim of supervision is instructional development.

Focusing on the managerial dimension, Alfonso, Firth and Neville (1981) suggested that supervision exists in all complex organizations, because all organizations have to improve and change themselves.

There have been different approaches in educational supervision, parallel to different goals. For instance, Eisner (1998) in his “artistic supervision” approach defended the claim that teaching was an art and highlighted the concepts of “educational connoisseurship” and “educational criticism” in supervision of teaching. According to this approach, a supervisor must reveal a teacher’s specific contributions to class and his qualities that distinguish him as a teacher, rather than his general contributions. On the other hand, in their “developmental supervision” approach, Glickman, Gordon and Ross-Gordon (2004) suggested supervisors to determine and use teacher-specific approaches, rather than applying a standard method of assessment and development, since every teacher had a different developmental level. Similarly, Glatthorn (1997), who developed the “differentiated supervision” approach, claimed that newly appointed teachers suffering from serious teaching problems and those who are already efficient in teaching had to be dealt with through different assessment and developmental approaches.

Given the historical development of supervision in the Turkish educational system and the meanings assigned to the concept, parallel to the discussions above on the concept of supervision and its functions, it is clear that supervision was generally considered control-based, but over recent years, the concept of developmental supervision has been used in undergraduate and post-graduate studies. From the historical perspective, the development of educational supervision, dating back to the earliest times in Turkey, is presented below.

## **The Historical Development Of Supervision Services in *the* Turkish Educational System**

In the Turkish educational system, the term supervision was first used in a scheme issued in 1838 to open Rüştiye Schools (secondary schools). In the scheme, the following was stated “In these schools, supervision shall be carried out by officials to be appointed in order to determine the professional skills of teachers, to improve instruction and to educate students more efficiently...” (Su, 1983). During this period when the concept of supervision was first used in the Turkish educational system, the concept was aimed at controlling teachers’ work and instructional improvement.

In a regulation published in 1847, “Staff (members) called “muin” (assistant) are to be appointed in order to supervise schools and to guide teachers...” (The Ministry of National Education [MoNE], 1977). In 1862, staff to supervise “Rüştiye” and “Sıbyan” schools (elementary schools) were called “supervisors” for the first time. Recognizing “supervision” as a profession is considered as an important step in the Turkish educational system. In another regulation in 1875, the guidance principal was emphasised (MoNE, 2000). Supervision in the Turkish educational system continued to be control-based, although the principle of developmental supervision was itself quite old.

With the foundation of the republic in 1923, supervision principles were defined as well as the foundations of supervision, responsibilities and authorities. With “Tevhid-i Tedrisat” (Unification of Instruction Law) on 3 March 1924, all schools and medreses (theological schools) officially came under the supervision of the Ministry of National Education and in 1925 legal regulations on the appointment of supervisors and assistant supervisors were made. In 1933, Ministerial Supervision Council Board was founded and its duties, responsibilities and authorities were redefined. In 1961, the basis of the dual supervision system which still applies to the Turkish educational system were determined, and the supervision system as it still exists today was formed in 1993 (Onat, Civelek & Cengiz, 1980; Karagözoğlu, 1977; Kapusuzoğlu, 1988; Bilir, 1991).

As can be seen, educational supervision which dates back to 1642 in America was first in practice in Turkey in 1838 on a very limited basis and discussed comprehensively with the promulgation of the republic in 1923. Many regulations and reforms on structure, functions and regulations of educational supervision have been attempted since then.

## The Purposes and Principles of Educational Supervision in Turkey

The general purposes of supervision at educational institutions in Turkey can be defined as the following (MoNE, 1993a; 1999):

- To guide administrators, teachers and other staff in order to achieve the goals of Turkish national education and educational institutions,
- To supervise institutions in order to determine whether they abide by programmes and rules, to assess and take measures leading to reviews and improvement,
- To ensure in-service training of the staff and to measure and evaluate their efforts objectively, to contribute to collaboration and solidarity between the staff, to increase motivation and to improve the educational atmosphere ; to ensure professional satisfaction and to maximize productivity.
- To contribute to planning, coordination and good practice of educational services, to ensure efficient and economical use of the labor force, facilities, tools and time, to determine educational and instructional issues and to contribute to solutions,
- To contribute to the adaptation of the institution to the environment, and to the establishment of compatible relations between administrators, teachers and parents,

Given the supervisory goals in the Turkish National Educational System, it can be seen that some crucial points like controlling the system in accordance with goals in the managerial sense, improving learning through instructional improvement of teachers in service, assessing and improving employees' performances, ensuring a balance between satisfaction and production through improvement of interpersonal relationships at schools are the points which are emphasized.

In order to achieve the general goals of supervision mentioned above, the main principles in supervision of schools/institutions are defined as follows; (MoNE, 1993a; 1999):

- Guidance and supervision;
- is carried out with the aims of control, review and improvement,
  - is a democratic process,
  - includes influence rather than authority, encouragement, rewards, cooperation and involvement,
  - is about all educational, instructional and administrative

facilities,

- requires cooperative decision making, planning, practising, evaluation and designing a development plan (if necessary) in order to share, determine and solve problems,
- contributes to responsibility sharing and the development of interpersonal relationships,
- assists the improvement of the professional efficiency of administrators, teachers and other staff,
- is coherent and constant,
- takes individual differences and environmental conditions into account,
- serves to evaluate and improve education,
- gives importance to research and studies to improve educational and instructional methods and techniques,
- necessitates improvement of the learning and instructional process,
- is based on scientific and objective principles,
- requires transparency and reliability and that supervisors determine the needs of teachers together with them and share opinions with teachers after supervision,
- needs to be both economical and productive,
- necessitates continuation of the system in accordance with the stated goals, the most efficient use of materials and human resources.

It can be seen that the Turkish educational system adopts principles like democracy, focuses on improvement, situationalism, objectivity, planning, permanence, clearness and integrity to render supervision services efficiently.

## The Structure of Supervision in the Turkish Educational System

The following bylaws and ordinances; the Supervision Council Bylaw (by the Ministry of National Education, issued in 1993), as well as the other one issued in the same year and last amended in 2005 as the Elementary School Supervision Boards Bylaw, (issued in 1999 and partly amended in 2005), the Guidance and Supervision Directive by Elementary School Supervision Boards (2001), all defined principles regarding hiring, training, appointments, authorities and the working principles of supervisors (MoNE, 1993a; 1993b; 1999; 2001). Structures and functions of these supervision bodies are presented below.

### ***The Supervision Council of the Ministry of National Education***

This body is directly under the supervision of the Minister and supervises central organizational bodies, the National Education Directorates in provinces and districts and secondary schools on behalf of the Minister. The related supervisors are called “Ministerial Supervisors”. They supervise all institutions under the supervision of the Ministry, except for elementary schools and preschools. They are largely located in the Supervision Council of the central ministerial organization in Ankara. There are also a limited number of coordination offices in İstanbul and İzmir, where ministerial supervisors carry out their duties. Ministerial Supervision Council Board includes a chairman, five vice chairmen, head supervisors, supervisors and assistant supervisors (MoNE, 1993a; 1993b).

### ***Elementary School Supervision Boards***

Elementary school supervisors carry out their duties under the supervision of Provincial National Education Directorates. Elementary School Supervision Boards include a chairman, vice chairmen, elementary school supervisors and assistant supervisors. Elementary school supervisors supervise particular elementary schools, preschools and all corresponding state and private institutions in provinces and districts (MoNE, 1999).

The fact that the educational supervision sub-system is organized dually and that there is no organic cohesion between the two bodies which carry out such supervision may sometimes cause problems. The two bodies are responsible for research and studies, supervision, guidance services and investigations at different education levels. Therefore, supervisors act as administrators, leaders, guides, instructors, research experts and coroners, which may lead to a duplication of effort, time and money in order to continue a service and may sometimes cause task conflict and an overlapping in responsibilities.

### **Hiring, Training, Duties and Responsibilities and Working Principles of Ministerial Supervisors and Elementary School Supervisors**

Hiring, training, duties and responsibilities and working principles of ministerial supervisors and elementary school supervisors are as follows;

### ***Hiring Supervisors***

Ministerial supervisors and elementary school supervisors are given a written test first, then they must pass an interview to be hired. In order to become ministerial supervisors and elementary school supervisors, preconditions for examinations organized individually for each body differ. Preconditions for ministerial supervisors’ examination are as follows (MoNE, 1993a; 1993b);

a) To have at least ten years teaching experience or eight years teaching experience including at least three years administrative experience for those who graduated from faculties/four-year high schools.

or;

b) To have graduated from a School of Law, Faculty of Political Sciences, Economics, Business Administration and Economic and Administrative Sciences (those who graduated from such faculties do not have to have professional experience).

Preconditions for elementary school supervisors’ examination are as follows (MoNE, 1993a; 1993b);

a) To have a university degree (at least four-years tertiary education is essential) and to meet at least one of the requirements below,

—To have taught for at least eight years in schools under supervision of the ministry,

—To have a seven-year term in office, at least three years of which is in administration,

—To have graduated from departments of educational administration, supervision, planning and economics, or to have a master’s degree in the related fields with at least a three years teaching experience.

b) To be hired by the Ministry of National Education during application,

c) To have at least a good average score in record over the past six years and have no refusal of payment or any worse disciplinary punishment during that period.

Candidates may take the examinations only twice to become ministerial supervisors and elementary school supervisors and those who are over 40 years old shall not be given the opportunity to undertake such examinations

***The examination and evaluation process.*** Examinations organized individually for those who meet these preconditions to become ministerial supervisors and elementary school supervisors consist of two parts: a written test and an interview. Candidates are interviewed only if they have done well in the written test. In these examinations, candidates are evaluated in terms of subject knowledge, general knowledge,

abilities, attitude and behaviour (MoNE, 1993a; 1999).

The ministerial and elementary school supervisors' written test includes essay writing, regulations, specific field knowledge and foreign languages for ministerial staff and essay writing, law, economics, and business administration, finance, accounting and foreign languages for nonmembers (MoNE, 1993a; 1999).

During the interview, candidates are given 50 points for subjects in the written test, 30 for expression and interpretation skills, 10 for presentation skills, 10 for attitude and behaviour, which is 100 points in total. Those who accrue at least 70 points are considered to be successful and appointed as assistant elementary school supervisors (MoNE, 1993a; 1999).

### ***Training Supervisors***

Those who are appointed as assistant ministerial and elementary school supervisors are in office for three years. During this period, elementary school supervisors are given a two-stage training program; in-service and in practice. Assistant elementary school supervisors are given basic administrative training courses at the Institute of Public Administration in Turkey and the Middle East or at departments of Educational Administration, Supervision, Economy and Planning. Assistant supervisors who graduated from these departments or those with a master's degree in these fields are given a 240-hour course including constitution, fundamentals of law, educational and administrative law and economics. Those who have graduated from other departments are given a 1200-hour course including constitution, fundamentals of law, educational and administrative law and economics, educational administration, supervision, planning and economy (MoNE, 1999).

Those who have a score of 70 out of 100 in the evaluation examination at the end of the course are passed onto training in practice in cities to which they are appointed after drawing lots (MoNE, 1999).

All assistant ministerial and elementary school supervisors work for at least one year under the guidance of a supervisor. They are not allowed to carry out independent supervisions and interrogations unless they are authorized. They enjoy their responsibilities and authorities together with the headsupervisors they work with. Whether assistant supervisors will have a right to work independently depends on an approval report to be written by their guide headsupervisors at the end of the term. Competent assistant

supervisors, based on the reports, can carry out independent supervisions and investigations on the suggestion of the chairman of the council and the approval of the Minister of National Education (MoNE, 1993a; 1999).

At the end of a successful three-year term in office, assistant supervisors are given a proficiency examination and those who do well in the examination are appointed as supervisors.

### ***Responsibilities and Authorities of Supervisors***

Ministerial supervisors are to supervise the central organization and all related bodies, secondary schools/institutions, to supervise and evaluate teachers, administrators and to complete tasks of guidance, professional assistance, training in practice, examination and interrogation. Elementary school supervisors and assistant supervisors carry out their duties at the preschools, elementary schools, corresponding schools for children in need of special education, corresponding developmental and supplementary classes or courses, corresponding private teaching institutions, courses, etude and education centres and schools. Given these institutions and the related staff, ministerial and elementary school supervisors are to complete tasks of a) general supervision, b) supervision of teachers-staff, c) supervision of examinations, d) supervision of courses and seminars, e) examination and investigations. The staff at the institution under supervision are to provide supervisors with all the documents, files and materials demanded and to give immediate answers to all questions (MoNE, 1993a; 1993b; 2001).

Supervisors can only be recalled if personal demands are mentioned or there are health reasons, corruption or immoral behaviour or professional incompetence determined, which are not in accordance with the job requirements. In case of health problems, immoral behaviour or professional incompetence, there must be official documents such as bills of health, judicial decisions or supervisors' reports (Taymaz, 2001; MoNE, 1993a; 2001).

As can be clearly seen, primary school supervisors have the obligation of supervising many private and state institutions, including various specialities from pre-school to adult education and employees performances at these institutions. In addition to such supervisions, it can be said that supervisors have a heavy work load and responsibilities, especially when investigation roles are assigned to the same supervisors, as it will be presented later.

### ***The Working Principles of Supervisors***

The working principles of ministerial supervisors and elementary school supervisors are as follows.

**Ministerial supervisors.** Ministerial supervisors carry out general supervision in groups. They go on tours in groups to supervise for specific periods depending on the content and quality of the task. In each group, the most experienced supervisor acts as the leader (MoNE, 1993b).

The instructional-educational activities of an institution and its relations to the environment are assessed during general supervision. During the assessment, supervisors act as guides in order to contribute to the in practice experiences of administrators at the school/institution and their performance is scored (MoNE, 1993b).

Supervisors first examine the supervision record of the institution/school to determine to what extent reviews have been made, taking the previous criticism into account, whether the suggestions made before have been taken into consideration and good standards previously set are being maintained. Moreover, supervisors write their observations in the record at the end of the supervision in order to provide future supervisors with information. They write a general report about educational-instructional conditions in the related province at the end of the supervision period (MoNE, 1993b).

Among the most important duties expected of ministerial supervisors, are the duties undertaken by supervising units within the central system of the Ministry of National Education and secondary schools and managers' performances at these schools. While supervising institutional performance, supervisors control managerial services such as physical conditions, utilization of budgets and circulating capital, cleanliness and supplies for the institution and staff affairs and make suggestions. However, they cannot contribute much to institutional performance improvement, because there is no monitoring to determine the extent to which their suggestions are concerned and in any case, these suggestions are not mandatory.

During teacher-staff supervision, particularly at schools, it is essential for supervisors to act as guides for teachers' in their practice experiences. Supervisors examine the following aspects during lesson supervisions. Teachers are evaluated according to the following (MoNE, 1993a; 1993b);

- Performance during the lessons under observation,
- Application of the curriculum and the annual lesson plan,
- Efficiency in asking questions,

- Examinations given to students,
- Assignments given to students,
- Knowledge and skill development of students,
- Achievement in guiding students with homework and self study.
- School and after school activities and behaviour.

Only the Ministry of National Education and Ministerial Supervision Council Board can redirect supervisors. Supervisors are not allowed to interfere with a practice during supervision. They can start investigations into those who have been involved in corruption determined during supervision. During supervision and investigation, they may fire the unfavourable staff at the end of the investigation (MoNE, 1993a).

Although the number of institutions and staff that ministerial supervisors must supervise is so high, supervisions at secondary schools are held every three years, since there are 230 supervisors, which prevents stability in supervision. On tours, supervisors are rather involved in institutional supervision and examine institutional records and documents, audit accounts, thus teachers are not provided with sufficiently provided with guidance and professional assistance. Moreover, the central office of the Ministry is often excluded from supervision (MoNE, 1993b).

**Elementary school supervisors.** Elementary school supervisors have three main tasks concerning elementary schools and teachers (MoNE, 1999; 2001):

*a) Guidance and training in practice:* Supervisors organize professional meetings with teachers at the beginning and at the end of every academic year, discuss educational-instructional issues with teachers and act as guides to solve these problems. Supervisors have meetings with teachers and administrators after supervision of the school/institution, and suggest possible solutions to educational, instructional and administrative problems. They also monitor professional development and changes in regulations and provide teachers and administrators with such information.

*b) Supervision and Evaluation:* Supervisors supervise and evaluate the physical conditions of schools, students' development in terms of goals to be achieved, students' comprehension of national and spiritual values, all educational-instructional and administrative activities, the efficiency of teachers and administrators and bodies like parent-teacher associations. They write supervision reports about administrators and teachers concerning considerations.

*c) Examinations and Investigation:* Supervisors examine schools, administrators, teachers, students and the environment, carry out interrogations about actions contrary to available

professional rules.

As this is the case with ministerial supervisors, the number of institutions and teachers that elementary school supervisors are responsible for is very high. According to the 2000 census in Turkey, it was expected that the population would be 72,065,000 in 2005. Almost 16,421,000, (22.79 % of the population) was predicted to be school aged children between 6 and 17 years old (State Statistical Institute [SSI], 2002). Within such a demographic structure, 14,089,604 students in total are provided with educational services in the Turkish educational system (pre-school, elementary school and secondary school education) with 58,458 schools and 589,004 teachers (MoNE, 2005).

There are 2834 elementary school supervisors employed by Elementary School Supervision Boards, organized into 81 provinces (MoNE, 2005). Their work load increases considerably, given examinations and investigations. Elementary school supervisors sometimes have to ignore review-improvement attempts, since they spend a lot of time on investigations. However, investigation includes certain routine processes and it can be carried out by other people. Supervisors should be able to devote their time, experience and attempts to improve teachers' development rather than administrative formalities (Kayıkçı, 2005; Bilir, 1991; Açıkgöz, 2001).

Provinces where elementary school supervisors go are divided into supervision districts, concerning the number of administrators and teachers at the schools/institutions. Teams are organized in order to supervise each district. Supervisors are distributed evenly in groups. These supervision groups stay in the district of which they are in charge for two years. One of the supervisors in the group is assigned as the leader. The leader of the group deals with the division of labour and coordination (MoNE, 2001).

Every supervision group makes an annual working programme. In the programme, supervision of institutions and teachers to be completed as well as other services in the district of which they are in charge are generally stated. The group then prepares monthly working plans according to the programme. In the plans, institutions and teachers to be supervised during the month are presented in detail. According to these plans, each of the schools and teachers stated are visited twice a year (once a semester), taking the current opportunities into account. The first visit is to guide teachers. Teachers or administrators are informed about defects, inappropriate and desirable practice observed and if necessary these are assessed together with teachers and administrators. They are also provided with educational-

instructional information and expectations. During the second visit, supervision is completed under the light of such guidance. Supervisors now evaluate to what extent their suggestions have been considered and put into practice, educational-instructional conditions and students' development (MoNE, 2001; Taymaz, 2001).

The supervision group leader at a school/institution organizes a well balanced division of labour, with regards to study fields of the group members or in-service facilities that they have participated in. As a result, two supervisors are responsible for the institution/administrators, whereas each of the others supervises a teacher. These tasks are completed with regards to standard supervision forms of administrators (appendix A) and of teachers (appendix B) designed by the Ministry. The supervision process of institutions and teachers is presented below (MoNE, 1999; 2001).

*a) Institutional Supervision:* During such supervision, materials, human resources and their use in accordance with stated goals, all of the educational-instructional and administrative activities are observed, controlled and evaluated. During evaluation, supervisors examine the supervision record of the institution to determine to what extent reviews have been made, taking previous defects and improper practice, as well as good performances into account. During this period, supervisors attempt to ensure efficient use of resources and to improve educational-instructional and administrative activities (MoNE, 2001).

Institutional supervision includes all kinds of educational-instructional and administrative activities. During such supervision, administrators are given a score out of 100, with regards to standard supervision forms of administrators (appendix A) designed by the Ministry. Given the form, administrators are evaluated according to the following criteria with a score: Educational-instructional conditions (40 points), physical conditions (15 points), office work (15 points), relations to the environment (15 points), self improvement (15 points), which is 100 points in total (MoNE, 2001).

At the end of the supervision, there is a meeting held including the staff of the organization, during which observations and evaluations during supervision are shared. Additionally, a course supervision report is written about observations, defects, improper and desirable practices observed and suggestions made. These are also included in the supervision record of the institution in order to provide future supervisors with information (MoNE, 2001; Taymaz, 2001).

*b) Teacher Supervision:* Teachers are supervised with

regards to standard supervision forms of teachers (appendix B) designed by the Ministry. During such supervision, the duration and quality of activities organized by teachers to achieve educational-instructional goals are observed in classrooms, halls, laboratories, workshops and studios. While observing teachers, their educational-instructional achievement level, positive attitudes, defects and improper practices are considered. Through such observations, teachers are encouraged to do their best and given guidance in order to solve any weaknesses revealed. (MoNE, 2001).

Before supervision, supervisors often have a brief conference with the teacher to be observed. They inform the teacher about the style and form of the supervision. It is essential for supervisors to enter the class together with the teacher, not during the lesson. However, sometimes this happens vice versa in practice. During the first lesson, supervisors are to make observations about the teacher's teaching methods as well as evaluation of students' participation in the lesson, teacher-student interaction and the general conditions of the classroom. During the second lesson, supervisors might teach a sample lesson. While doing this, they try to determine students' development level or they might like to evaluate students' development level in various fields by asking questions instead of teaching. After the lesson, supervisors examine the teacher's files and documents. Generally, supervision is due to be completed in two-hours of lesson time. At the end of the supervision, supervisors have a short assessment/feedback meeting with the teacher, during which the teacher is informed about observations and suggestions (MoNE, 2001).

On the teacher evaluation form, the following sections and scores are presented: Preparation and organization of the classroom (10 points), education-instruction (70 points), relations to the administration and the environment and professional development (20 points), which is 100 points in total (MoNE, 2001).

Elementary school supervisors supervise both classroom teachers and teachers of major supervisors fields. However, supervision and guidance of the latter may cause problems, since supervisors from each major field are not always available in every province.

Issues to be considered during supervision of schools/institutions and teachers are as follows;

The group leaders notify schools/institutions at least one week before guidance services take place according to monthly working programme. However, supervision is not necessarily informed (MoNE, 2001; Taymaz, 1993). Not notifying the time of supervision beforehand, though rare,

might cause an increase in teachers' anxiety regarding the supervision and estrange the supervision from its developmental function.

It is essential for supervisors to visit institutions, administrators and teachers at least once a year for guidance and supervision. The first visit is to guide and the second one is to supervise/evaluate. Under no circumstances do institutions, administrators, teachers and other staff remain without a supervision session for two consecutive calendar years.

Guidance work starts with future teachers and those who had poor or good evaluations after supervision the previous year. During guidance and supervision, teachers of major fields are evaluated with regards to students' knowledge, skills and attitude development. Teachers of major fields teaching more than one field are evaluated during guidance and supervision with regards to their main major field and at least two other courses (Açıkgöz, 2001).

Preschool teachers, classroom teachers and special education class teachers' work is evaluated with regards to students' knowledge, skills and attitude development in all courses and by examining the general level of the class.

Teachers and administrators who have excellent or poor degrees are supervised again by at least two supervisors or a supervisor together with an authorized assistant supervisor.

There might cause some problems in practice. Supervision for evaluation purposes causes the individual under supervision to cover up defects and improper practices, which prevents review and improvement. It is not rational for supervisors who are supposed to be the most efficient people in the system to write reports about defects and improper practice, attaching no importance to review and improvement. It is not in accordance with supervisors' roles such as leadership, assistant supervisor training, guidance and professional assistance.

Teachers are generally evaluated during supervision with regards to "their current work". On the other hand, "potential future work" which can lead to professional development and improvement on the part of the teacher is often ignored. Furthermore, views and suggestions of other shareholders in education such as students, parents and colleagues while evaluating schools and teachers are not taken into consideration, which is another weakness of the current system.

Given the fact that 2,834 elementary school supervisors still in service supervise 421,055 teachers, we see that the average number of teachers per supervisor is 149. That number increases considerably when we take the number of

teachers at preschools and educational institutions to be supervised such as elementary level courses and private teaching institutions into account. Moreover, there are extreme gaps between districts when it comes to elementary school supervisors (Açıköz, 2001). In some provinces the number of teachers per supervisor is 60-70, whereas it is over 200 in some other areas (MoNE, 2005).

Elementary school supervisors have to work in “five” districts determined according to geographical location, economic and social development levels and conditions of transport. Therefore, provinces/districts are changed every three or five years, taking their personal demands into account (MoNE, 1999).

It can be said that although there has been important progress in the supervision subsystem of the Turkish educational system, contemporary supervision does not function well enough with regards to its very basic function, which is laying the groundwork for development and improvement for the future (Bilir, 1991; Kayıkçı, 2005; Karagözoğlu, 1977; Kapsuzoğlu, 1988; Onat et al., 1980). Therefore, reforms to renew the purpose, structures and functions of educational supervision are now absolutely essential.

## Conclusion

In the present article, the purposes, structure and functions of educational supervision in the Turkish educational system are presented. As can be seen, supervision boards have been established in order to determine to what extent educational services in Turkey are provided in accordance with goals and supervisors have been appointed to these boards. The supervision system that goes back to the Ottoman Era was later been altered through numerous reforms during the Republican period and today’s system is the product of this evolution.

In today’s Turkey, the main purposes of educational supervision are determining defects and improper practice through controlling educational staff work and taking measures to prevent them, providing staff with coordination, motivating staff through guidance and professional assistance, increasing job satisfaction levels and contributing to the integration of all educational institutions with the environment.

To this end, there is a dual structure, which consists of the Ministerial Supervision Council Board, in the central organization of the Ministry and Elementary School Supervision Board, affiliated to Provincial National

Education Directorates. In Turkey, educational supervisors are divided into two groups in accordance with this dual system. These are ministerial supervisors and elementary school supervisors. Ministerial supervisors carry out tasks of supervision, guidance, professional assistance, training in practice and investigations for all organizations under the supervision of the Ministerial central organization, secondary schools and all corresponding schools and institutions, whereas elementary school supervisors are responsible for supervision, guidance, professional assistance, training in practice and investigations at preschools, elementary schools and all corresponding schools and institutions. Due to the present dual structure, coordination, collaboration and collective work between supervisors is insufficient, and may result in authority conflicts.

Although there are many institutions (53,029) and teachers (421,055) to be supervised, the number of supervisors (2,834) in charge is insufficient. Supervisors control to what extent practice is in accordance with regulations rather than thinking about guidance and improvement, therefore they may have to devote more energy to this aspect (MoNE, 2005).

Supervisors are not able to devote enough time to instructional development and programme assessment. Particularly after the radical curriculum change in 2005, supervisors’ incompetency in program development and program assessment led to teachers’ incapability of contributing to the adaptation to program changes.

Supervision is generally seen as institutional and resources are allocated to such supervision. However, because of the fact that the gradually improving quality of monitoring work has not been integrated with supervising services, board supervision work remains inadequate.

Supervisors do not have enough time and materials to act as guides. They need to improve themselves first through instructional leadership, coaching, mentoring and on-the-job training. However, supervisors do not have a chance of improving teachers and themselves to act as guides, due to their heavy work-loads. Teachers’ anxiety levels are high with regards to the supervision process and supervisors, therefore they might be closed to supervisors’ contributions to their professional development.

Success of the supervision process depends on efficient operation of due diligence in the assessment and development cycle. When the supervision process in the Turkish supervision system is considered in terms of these three factors, the following results are obtained.

During the due diligence phase, institutional and

individual performance criteria are not clearly stated, due to the continuing influence and effect of old habits. This case has adverse effects on the objectivity of observational action in supervision. In particular, teachers' classroom performance criteria are far from being observational, measurable, comprehensive and distinguishing in nature (Appendix B). Therefore, there may be huge differences between the results of supervisors' observations on the same teacher at different times and this causes a decline in the teachers' trust and respect towards supervision.

During the assessment phase, it is crucial to use formative and summative assessment forms together in an efficient way. Because assessment in educational supervision in Turkey is of the summative model type, the contributions of assessments to teachers' improvement are limited. Carried out twice a year, supervisions of primary school teachers hinder teachers' improvement, by assessing them at regular intervals over the course of the process. However, sound formative assessments on a regular basis are obligatory for a good summative assessment. In particular, high school teachers might not be supervised for a very long time.

Developments in educational supervision are one of the most important functions of the system. In Turkey, educational supervisors do not perform this role adequately. It is necessary for supervisors to adopt and internalize the developmental dimension of supervision and their related roles in principle in order to fulfill their developmental roles more effectively. This is also proportional to highlighting the developmental functions of the system. Furthermore supervisors must work towards their own self-improvement and contribute to teachers' improvement. However, educational supervisors in Turkey are not adequately motivated, nor are they provided with opportunities to increase their repertoire of extensive teaching methods, hone classroom management skills, program development knowledge and efficiency in the field under supervision.

Although attempts have been made to increase the efficiency of supervision activities in order to solve the aforementioned problems in the Turkish educational system, yet more radical reforms and effective measures in this field are clearly needed.

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## Appendix A

### *School Administrator Supervision Form*

1- Province / District	:
2-School	:
3- Name and Surname	:
4- MEBSIS Number (Integrated Data Processing System of the Ministry of National Education)	:
5-Professional Seniority and Permanent Position	:
6- Major/Additional Major	:
7- Class/Lesson Instructed	:
8- Class/Lesson Supervised	:
9- Date of Supervision	:

**ATTITUDES OBSERVED**

**A) CONDITIONS OF THE INSTITUTION**

- Organization, maintenance and use of school yard, central building and premises, playground, sportground and facilities
- Naming buildings and facilities according to organization plan and ensuring their use
- Taking measures for fire protection and public defence, maintenance of electric installment and board, putting manuals and explanations on related notice boards
- Abiding by the regulations on Turkish Flag, preparing a special corner in honour of Atatürk, organizing corridors in accordance with regulations and quality of service
- Providing classrooms and other parts of the building with necessary materials and organizations in accordance with regulations
- Providing the school with necessary equipment, tools and fixture for lessons, sports and social activities, ensuring their protection and use
- Organizing classroom bookshelves/school libraries, a study room for teachers, a kindergarten, a guidance service, laboratories, workshops, technology classrooms etc.

**B) EDUCATION INSTRUCTION AND EVALUATION**

- Preparing a work schedule, an annual work programme, lesson plans to be taught and application
- Preparing weekly lesson schedule regarding physical and environmental conditions of the school, students' development and productivity
- Getting students to have goals envisaged by lesson programmes and to display target behaviour, evaluation and assessment of student achievement
- Determining educational and instructional issues, discussing them at teachers' assembly and putting the decisions taken into practice
- Ensuring collaboration between teachers in planning, applications, evaluation of students
- Planning and organizing ceremonies, special occasions, educative teams' facilities, social, cultural and sportive activities and after school activities
- Ensuring guidance service to function well in accordance with goals
- Seeking for reasons behind student failure, suggesting possible solutions, taking necessary measures, employing work and activities for those who are in need of special education
- Encouraging preschool education and ensuring development
- Providing administrators and teachers with information on regulations, lesson programmes, resource books, visual, audio and mobile presentation tools and ensuring their use
- Monitoring time of lessons/etudes and ensuring their efficiency

**C) OFFICE WORK**

- Proper organization, running and archiving registry, files, decimal filing system and records obligatory at institutions
- Dealing with student registry, transfer, health conditions, official leave, bill of health, attendency, absenteeism, grade chart, school report, passing exams, diplomas etc.
- Dealing with staff commencement, disengagement, employment, health conditions, official leave, bill of health, employee rights, attendency, absenteeism, personal record, discipline etc.
- Preparing lists of meals and putting them into practice regarding a nutritious, well balanced diet
- Preparing duty schedules for students and teachers and directions and putting them into practice
- Dealing with fixture purchase, record, counting and handover in accordance with regulations
- Dealing with salaries, wages, reduction of specific expenses, kindergarten fees, MEV shares (Foundation of the Ministry of National Education), school

- canteens and school cooperatives in accordance with regulations
- Dealing with budget, allocations, bids, trading capital and storage in accordance with regulations

**D) RELATIONS TO THE ADMINISTRATION AND THE ENVIRONMENT**

- Carrying out educational, instructional and administrative tasks in accordance with laws, rules and regulations, directives, notices, instructions, work plans and programmes
- Doing research in order to improve educational and instructional productivity and quality, preparing school development programmes, plans and projects and implementing them
- Creating an institutional atmosphere where there are democratic rules, collaboration, cooperation and division of labour, based on attachment and respect
- Monitoring courses and other activities of the staff, guiding and motivating them
- Ensuring in practice training of teachers, future teachers and those who are reported to be in need of in-service training
- Assessing suggestions made and needs of the institution reported at the end of guidance and supervision during related assemblies and putting them into practice
- Taking measures about transport, safety and nutrition of students included in school bus service and transportational teaching
- Building skills for institutional culture development and a vision to attain institutional missions

**E) SELF IMPROVEMENT**

- Regarding needs of the school, students, staff, and the environment while planning educational and instructional activities, making school environment a centre of culture and education, ensuring collaboration with parents, employing environmental advantages, developing visions and missions for the school
- Building associations for the protection, parent-teacher associations, school cooperations, ensuring their fruitful functioning in collaboration
- Establishing relations to universities, local governments, state-private institutions and foundations and non-governmental organizations
- Meeting parents and providing them with parental education opportunities
- Getting information on the environment and protecting the environment, taking measures for communicable diseases
- Self-improvement, following contemporary approaches to teaching strategies and administration, getting advantages of technological developments, providing others with opportunities to use them
- Obedying professional rules and principles, setting an example

F) IN SERVICE TRAINING NEED	EVALUATION						
	SECTION	A	B	C	D	E	TOTAL
Score Value	15	40	15	15	15	15	100
Achievement Score							
Achievement Degree							

CONFIRMED

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.....  
Elementary School Supervisor

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Elementary School Supervisor

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Group Leader

Great Seal and Signature

**Appendix B**

**Teacher Supervision Form**

1- Province / District	:
2- School	:
3- Name and Surname	:
4- MEBSIS Number (Integrated Data Processing System of the Ministry of National Education)	:
5- Professional Seniority and Permanent Position	:
6- Major/Additional Major	:
7- Class/Lesson Instructed	:
8- Class/Lesson Supervised	:
9- Date of Supervision	:

<b>ATTITUDES OBSERVED</b>						
<b>A) PREPARATION OF CLASSROOM FOR EDUCATION AND INSTRUCTION</b>						
<ul style="list-style-type: none"> <li>• Organization, maintenance and hygiene of the classroom</li> <li>• Building necessary activity boards and boards of interests</li> <li>• Providing students with suitable lessons/games, tools and materials</li> <li>• Classroom bookshelves/building room for books, keeping related records</li> </ul>						
<b>B) EDUCATIONAL INSTRUCTIONAL CONDITIONS</b>						
<ul style="list-style-type: none"> <li>• Preparing annual unit plans and other instructional plans and putting them into practice</li> <li>• Regarding learning principles, determining suitable strategies, methods, techniques and materials for the lesson/activity, their efficient use both by the teacher and students</li> <li>• Efficient use of activity boards and boards of interests in the classroom both by the teacher and students</li> <li>• Including school trips, observations, examination and experiments</li> <li>• Creating a suitable atmosphere and process to encourage students participate in learning activities actively</li> <li>• Efficient, sustainable communication with students</li> <li>• Giving suitable assignments for students' level and the curriculum, encouraging research, teaching ways of access to information, teaching students who learn to learn</li> <li>• Teaching students the National Anthem, Atatürk's Address to the Youth, the Student Oath, Atatürk's Principles and Reforms in accordance with their level, teaching them to have national awareness, love and respect to national values</li> <li>• Teaching them to get pleasure from reading and encouraging them to have reading habits, efficient use of Turkish language both by the teacher and students</li> <li>• Getting students to have goals envisaged by lesson programmes and to display target behaviour, encouraging them to have responsibilities and self-esteem</li> <li>• Practicing related activities in classrooms for students with special education needs</li> </ul>						
Evaluation and assessment of students' achievements						
<ul style="list-style-type: none"> <li>• Ability of the teacher to act as an educational leader in class</li> </ul>						
<b>C) RELATIONS TO THE ADMINISTRATION AND THE ENVIRONMENT / PROFESSIONAL DEVELOPMENT</b>						
<ul style="list-style-type: none"> <li>• Completion of tasks given, in collaboration with administrators, teachers and other staff</li> <li>• Keeping related registry, files, and records about the class/lesson taught</li> <li>• Attending ceremonies, professional meetings, educative teams' facilities, assembly of teachers, subsidiary assembly of teachers, assembly of teacher groups, making decisions and putting them into practice</li> <li>• Being aware of the environment, protecting the environment, having good relationships with parents, taking the advantage of the environment for educational-instructional activities</li> <li>• Feeling a commitment to students, the school, and teaching, taking them seriously, setting an example</li> <li>• Obeying professional rules and principles</li> <li>• Self-improvement, reading works on education, following the regulations and modern teaching strategies, learning and practicing the strategies</li> </ul>						
<b>D) IN SERVICE TRAINING NEED</b>		<b>E) EVALUATION</b>				
		<b>SECTION</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>TOTAL</b>
		<b>Score Value</b>	<b>10</b>	<b>70</b>	<b>20</b>	<b>100</b>
		<b>Achievement Score</b>				
		<b>Achievement Degree</b>				

CONFIRMED

...../...../200

.....  
Elementary School Supervisor

.....  
Elementary School Supervisor

.....  
Group Leader  
Great Seal and Signature