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Supervisor Selection, Assignment and Training Processes in the Turkish Education System

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Abstract

The purpose of this study is to historically evaluate the processes of supervisor selection, training and assignment in the Turkish education system . In this regard, supervisor selection, training and assignment processes are taken into consideration within three time periods; “Before 1950,” “Between 1950 and 2000,” and “After 2000.” According to the results of this theoretically designed study, the roots of educational supervision stretch back to the pre-Republic period of Turkey. At that time, there were supervision activities but supervisor selection, training and assignment processes were not systemic. With the announcement of the Turkish Republic and Teaching Consensus Law (Öğretim Birliği Yasası), enrolment rates increased and need for supervision activities became apparent. Initially, supervisor selection conditions were top of the agenda. In order to be a supervisor, being a teacher and having experience in teaching was accepted as the first condition. During the period after 2000, both the structure of supervision and the processes of supervisor selection, training and assignment were exposed to a considerable level of change through the introduction of different practices. Changes were introduced in the structure of supervision, processes of supervisor selection, training and assignment regulated by law, governmental decrees and bylaws. Supervisors firstly need to meet certain application conditions, according to the announced criteria, and then they could apply for vice-supervisor positions. After three years of training, they could take the proficiency exams held by the Ministry of National Education and, if successful, earn the right to become a supervisor. Today, it is observed that supervisors are located within a centralized structure and their work is mostly limited to investigations.

Keywords: supervisor selection, training and assignment, inspector, Turkey’s educational supervision system.



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Introduction

When the supervision activities began, they served for purposes such as whether or not the rules were being followed or whether any deficiencies or errors existed. In the following years, they functioned for the improvement of teaching and the support of teacher development (Aydın, 2008). Today, supervision mediates the functions of self-evaluation (MacBeath, 2006), teacher development (Aseltine, Faryniarz, & Rigazio-DiGillio, 2006), school development, and for creating effective schools (Ehren, 2016; Gaertner, Wurster, & Pant, 2013; Hargreaves, 1995). Besides, school supervision has become the most prominent and effective tool in the management of education (Segerholm & Hult, 2018). In this context, supervision has evolved from searching for missing things or questioning the existence or absence of certain phenomena to the promotion of teacher development and to improve teaching activities. On the other hand, inspection is a control mechanism that is carried out by taking into consideration the public interest. In other words, inspections are conducted in order to observe the consistency between theory and applied practice (Kemethofer, Gustafsson, & Altrichter, 2017). It is understood that the inspection is mostly used for the regulatory and corrective functions, and sometimes for proactive purposes (Bursalioglu, 2010). In accordance with regulative and corrective functions, legal foundations of inspection become prominent, and activities of observation and control are held in the context of consistency with laws (Taymaz, 2011).

As you can see from the definitions, supervision activities are explained in Turkish with the words “supervision (*denetim*)” and “inspection (*teftis*).” There is no clear separation between supervision and inspection (Cicek-Saglam & Aydogmus, 2016). Besides, there is a perception that the initial state of supervision is inspection. However, supervision is a word of Turkish origin and inspection is a word of Arabic origin. In other words, the initial state of supervision is not inspection, and actually, there is no difference between them. Whether it is called supervision or inspection, the important thing is the philosophy of the work. It is true that supervision activities are improving, but improvement of supervision also brings about change. However, without improvement in supervision, change is simply “old wine in a new bottle” and the philosophy and intent is mostly missed. The focus of supervision activities have evolved from control to teacher development. Instead of functions such as supervision, control and investigation, the guiding function becomes prominent in supervision. Supervision is a way to see how effective management actually is. Supervision is the determination of to what extent predetermined aims have been achieved. Supervision is an important step in the improvement of education and training activities. For this reason, supervision can be considered as an important function of management.

When supervision is evaluated in the context of the Turkish educational setting, it can be seen that supervisor selection, training and assignment relate to the teaching profession. Being a teacher or manager in an educational establishment for a certain period is generally accepted as the minimum criteria to be appointed as a supervisor. Only after a supervisor candidate meets these basic conditions can their training start. Acquisition of a scientific approach to supervision, based on the results of practice and research, is evaluated in the context of in-service training. Candidates, who are successful in such training are then appointed as supervisors. Other principles related to the topic are determined by legal regulations (Taymaz, 2011).

In Turkey, human resources in supervisory positions are located either within the central ministry or provincial ministries, such as ministry supervisors and primary school supervisors. In the pre-Republic period, ministry supervisors and primary school supervisors worked together. However, after the announcement of the Republic, the ministry supervisors were assigned to the central organization and the primary education supervisors were assigned to the provincial governorships. Since 2000, the separation between ministry and primary school supervisors has largely disappeared. Regulations related to supervision issued over the years has also changed the conditions and training processes required for the appointment of supervisors (Öz, 2003; Sisman, 2010; Yalcinkaya, 1990; Yıldırım, 2006).

Especially after the 1980's, there have been changes worldwide in education systems, and indirectly in the inspection systems (Carron & De Grauwe, 1997). When reflections of this situation in Turkey are evaluated, it is seen that the position of educational supervision has been eroded and it has largely become difficult to talk about the supervisory system (Iliman-Puskulluoglu, Bag, & Duman, 2016). Of course, educational supervision cannot be totally ignored. At the postgraduate level, lectures are given, academic studies are carried out, and supervisors are employed, albeit under constantly changing titles, in both the central and provincial ministries. However, neither supervisors are allowed to perform their duties effectively, nor is the supervision system itself allowed to be effective. As a result, despite the fact that supervisor selection, training and assignment processes have a long and established history, the routine destruction of the supervision system has also caused radical changes in these processes. Up until 2000, the effectiveness of these processes was questionable, but still their existence was relatively acceptable. However, since 2000, there have been too many "bottle" changes without necessarily changing the wine within; resulting in it being difficult to read the current situation of educational supervision. For this reason, the current study aims to investigate how the processes of selection, training, and appointment of supervisors has changed from the past to the present. Throughout this historical flow, how the educational supervision system in Turkey has changed and in which ways supervisor selection, training and appointment processes differed are discussed in terms of their positive and negative aspects.

Supervisor Selection, Training and Appointment

In this part of the study, the processes of selection, training and appointment of supervisors in Turkey are evaluated. They are addressed as within three periods, "Before 1950," "Between 1950 and 2000," and "After 2000."

Before 1950

The legal documents related to supervision date back to the pre-Republic period. In a regulation (*Sıbyan Mektebi Hocaları Efendilere İta Olunacak Talimat*) issued in 1840, the purpose of supervision was mentioned for the first time. Supervision was seen as work done in order to inspect schools and guide teachers. There were two types of supervisors, one for primary and the other for secondary schools (Aydın, 2011). In this period, it was thought that officers who could provide professional support to the development of teachers should undertake this duty. After 1862, the name for supervisors was changed, having previously been known by an Ottoman origin word (Taymaz, 2011). After 1862, it is possible to say that enrolment partially commenced based on the need for supervision (Öz, 2003). The matter of supervision and development of schools was stated in the General Education Regulation

(*Maarif-i Umumiye Nizamnamesi*) issued in 1869. It is inferred from that Regulation that inspectors and investigators, who are hierarchically above inspectors, fulfil the supervisory duties. After the 1870's, there was a period of constant movement within the central organization. In the 1890's, a unit was established called the Inspection Office within the central organization, with supervisors working from this unit. At the beginning of the 1900's, in addition to the supervisors, the Minority and Foreign Schools Inspectorate and Health Inspectorate units were established in order to fulfil the duties of supervision (Aydın, 2011).

Another official document (*Mekatib-i İptidadiye Mufettislerinin Vezafine Muteallik Talimat*) was issued in 1910 that mentioned investigation, inspection and enlightenment. These matters redefined investigation as the building of village schools according to the number of students; inspections as supervision of school buildings, permanent equipment and teaching; and enlightenment as giving the required information related to education and teaching to the public by supervisors (Aydın, 2011). When the legal documents are examined, it can be seen that educational supervision was accepted as part of management practices up until the early 1900's (Bursalioglu, 2002). Supervision was conducted in order to determine whether or not schools, teachers, and students were performing as planned. However, it is clear that there was no detailed information related to the training and appointment of supervisors within these documents; only that it can be inferred that inspectors were assigned by appointment (Yıldırım, 2006).

The first information related to the training and appointment of supervisors was in an official document issued in 1911 (*Maarif-î Umumiye Nezareti Merkez Teskilatı Hakkındaki Nizamnamesi*). According to that document, the central organization was responsible for supervision, who also appointed people to the supervisory positions (Aydın, 2011), selected among middle and high school teachers (*Milli Eğitim Bakanlığı, (MEB), Teftisin Tarihi Gelisimi*). After the supervisor selection criteria were set and supervision responsibility of the central organization defined, the General Inspectorate department was established in the central organization in 1912. Supervisors worked under the guidance of general supervisors, who were responsible for the supervision. It was acknowledged in an official document issued in 1913 (*İlköğretim Gecici Yasası*), that educational supervision was a requirement for the education system. With this law, successful primary education teachers were allowed to become educational supervisors (Aydın, 2011). However, there was still no clear information related to the training and assignment of supervisors. Nevertheless, it was clear that successful teachers could be appointed as supervisors.

In the period up to the declaration of the Republic, in October 1923, the boundaries of the supervision had tried to be defined in legal documents published related to the supervisors. In this context, in a legal document issued in 1914 (*İlköğretim Mufettislerinin Görevlerine İlişkin Yönetmelik*), the duties and authorities of supervisors and the essentials of supervisions were stated. The Inspection Office, established in 1920 within the central organization, was renamed as the Inspection Board in 1922. Other important regulations (*Eğitim Mufettisleri Yönetmeliği ve İlköğretim Mufettislerinin Görevlerine İlişkin Yönetmelik*) came into effect in 1923. After the announcement of the Republic, the Teaching Consensus Law (*Öğretim Birliği Yasası*) was issued in 1924, with schools left over from the Ottoman Empire (madrasas) and newly established secular schools gathered under the singular authority of the central organization (*Maarif Vekaleti*). As a result, the number of schools

increased and it became necessary to revise policies related to their supervision (Öz, 2003; Taymaz, 2011).

When issues related to supervision were reviewed after the Teaching Consensus Law (*Öğretim Birliği Yasası*), a selection process for supervisors was established. In an official document issued in 1925 (*Maarif Mufettisi Umumilerinin Hukuk, Selahiyet ve Vezâifi Hakkında Talimatname*), conditions for appointments as ministerial supervisors were defined. Supervisor and vice-supervisor positions were mentioned in the regulation. The conditions in order to be appointed as a vice-supervisor were as follows: to be a graduate of a university or college, to know a foreign language as much as to translate a work in his/her area of expertise, to be aged between 28 and 40 years old, and to possess secondary school work experience of at least five years. The conditions in order to be appointed as a supervisor were as follows: to be a graduate of a university or college, to be able to translate a work in his/her area of expertise, to have work experience as a supervisor of at least three years or as a teacher for five years in secondary schools, to have worked successfully in a school administration or directorate of national education for at least for five years, and to be aged between 30 and 50 years old (Yıldırım, 2006).

The aforementioned principles for the selection of primary school supervisors were laid out in a regulation issued in 1927 (*İlk Tedrisat Mufettisleri Talimatnamesi*) (Alp, n.d.). With this regulation, the conditions for primary school supervisors were defined as follows: to be a graduate of a teacher education school (*ilk öğretmen okulu*), to have work experience of at least five years, and to be aged between 24 and 45 years old. Having greater seniority was seen as an advantage to becoming a supervisor. It was stated in the regulation that principals and vice-principals of teacher training schools and teachers of educational sciences had the right to be primary school supervisors (*İlk Tedrisat Mufettisleri Talimatnamesi*) (Alp, n.d.). Up until that time, only the selection conditions for supervisors were defined, but no program related to the training of supervisors existed (Yıldırım, 2006).

In the first quarter of the 20th century, it was decided that supervision services should be provided by master educators. In this context, expert supervisors started to be trained (Bursalıoğlu, 2011). In the Pedagogy department opened at the Gazi Education Institute in 1927, both vocational teachers of the teaching profession and primary school supervisors were trained (Arabacı, 1999; Basaran, 2008). According to Law No. 2287 (*Maarif Vekâleti Merkez Teskilatı ve Vazifeleri Hakkında Kanun*) that was issued in 1933, the conditions for appointment as a supervisor were as follows: to be not less than 30 years old, to have graduated from any school of Istanbul University (Darulfunun) or from short-cycle higher education institutions, to have work experience as a teacher of at least five years, and to have expertise in science and education. If the principals and vice-principals in the Directorate of National Education wanted to become a supervisor, they were required to have at least three years of primary school supervisory experience. If teachers with teaching experience wanted to become supervisors, then their seniority was taken into consideration. Officials with at least ten years' experience or in the upper levels of hierarchical rank were assigned as supervisors (Law no. 2287, Articles 26 and 27, Türkiye Cumhuriyet [Republic of Turkey], 1933).

With a law issued in 1938 (*İlk Tedrisat Mufettislerinin Muvazene-i Umumiye İcine Alınmasına Dair Kanun*), in order to address the differences between supervisors, due to their varied educational experience, the condition was set that to be appointed as primary

school supervisor, candidates had to be graduates of the Gazi Educational Institute, or similar schools in foreign countries (Can, 2010; Taymaz, 2011; Yıldırım, 2006). The requirements set for the appointment of supervisors, under Law No. 4737 issued in 1945, were being aged not less than 30 years old, being a university or college graduate, having worked for at least five years in secondary and high schools, and having expertise in a branch of science, education, or the arts (Law No. 4737, Article 1, Türkiye Cumhuriyet [Republic of Turkey], 1945). Although teaching experience was still the primary condition for supervisors, expertise indicators such as having graduated from the Gazi Institute of Education or being an expert in education and science also became important in the selection processes of supervisors.

Between 1950 and 2000

It seems that in the second half of the 20th century, the experience requirement for supervisors was largely abandoned. In Law No. 6389, issued in 1954, the conditions set for the appointment of supervisors changed to having graduated from a university or college, teaching experience of at least eight years in secondary and/or high schools, and experience in a managerial position of at least three years (Law No. 6389, Article 1, Türkiye Cumhuriyet [Republic of Turkey], 1954). To compensate for the need for supervisory positions in primary schools, courses for elementary school teachers were opened between 1958 and 1966 (Karakaya, 1988; Bilir, 1991, both as cited in Arabacı, 1999). In 1962, based on a legal document (*İlköğretim Mufettisleri Yönetmeliği*), the student quotas of the Education departments of Ankara Gazi and Istanbul Capa Education Institutes were increased in order to train educators and supervisors (Arabacı, 1999).

By the 1960's, it was seen that initiatives to provide expertise for supervisors restarted once again. In this context, an undergraduate program for Educational Management, Supervision, Planning and Economics was started at the Faculty of Education of Ankara University in 1965. Then, similar programs were subsequently opened at Hacettepe University and in education faculties of the post-1981 period. In the following years, postgraduate programs were also opened (Basaran, 2008). The principles related to supervision were regulated by official documents issued in 1967 (*Teftis Kurulu Yönetmeliği*) and 1969 (*İlköğretim Mufettisleri Yönetmeliği*) (Aydın, 2011). The detailed guidelines for the appointment of primary education supervisors were defined in a regulation issued. Accordingly, graduates of three-year education programs with at least five years' experience in teaching or managerial positions were educated as primary school supervisors with 600 hours of courses in Ankara and Istanbul (Bilir, 1991, as cited in Arabacı, 1999).

At the 11th National Education Council held in 1982, the educational supervisor was defined as an expert with proficiency, theoretical knowledge, and practice experience in supervising different levels of the education system. At that time, educational supervision was accepted as a branch of educational sciences as well as a profession in its own right. It was aimed to train administrators and supervisors, just like teachers are trained. Programs especially prepared for supervisory and managerial professions were planned. Those who wanted to be appointed as supervisors needed to be at least a Master's program graduate or have attended certificate programs in Management Science (Akyuz, 2010; Basaran, 2008). The issue of supervisors' expertise had been on the agenda for many years and was being repeated in the judgments of the educational boards.

Related to the conditions set for the selection of supervisors, it was stated that candidates needed to have expertise, but, in practice, this was not always applied. According to an official document issued in 1990 (*İlköğretim Mufettisleri Yönetmeliği*), in order to be appointed as a vice-supervisor, the conditions were set to have at least five years' experience in teaching and administration, to be an employee of the central organization or provincial ministries, to not have received inadequate reports within the last five years, and to have an average of at least "good" from three-year record reports (Can, 2010).

In 1965, supervisors were educated at Ankara University and then at the departments of Hacettepe University. However, it was seen that the graduates of these departments were not subsequently appointed as supervisors. In the Turkish educational supervision system up until the 1990's, conditions related to the selection of supervisors were handled through laws and regulations. In this regard, there was no information given related to the training and appointment processes of supervisors. It is understood that the legal documents issued after this date provided information, firstly related to the selection processes, and then to the training and appointment of supervisors.

According to a regulation issued in 1990 (*İlköğretim Mufettisleri Kurulu Yönetmeliği*), the conditions set to be appointed as a vice-supervisor were defined as follows: to be a graduate of certain fields, as stated in the regulation, of higher education institutions, to have five years of experience in primary school teaching and administration, to be an employee of the central organization or provincial ministries, and to be younger than 40 years old. Candidates with these qualifications participated in written and oral exams. Graduates of Educational Administration, Supervision and Planning departments were directly assigned to vice-supervisory positions in the provinces; whereas, other graduates were assigned after having attended six months of in-service training courses. The duration of a primary school vice-supervisor was one year. During this period, the Vice Primary Education Supervisor Training Program was prepared by the board of directors for the training of vice-supervisors. The program covered topics such as institutions as part of the central organization and provincial ministries, and their duties. This was in addition to matters of guidance, inspection and investigation, and legislation related to the establishment, management and operation of primary education institutions, teaching methods and techniques. The vice-supervisor was expected to prepare a file related to these topics. An authorized official was then responsible for the on-the-job training of the vice-supervisor. Those who succeeded in this process were assigned as primary school supervisors (Millî Eğitim Bakanlığı (MEB) [Ministry of National Education], 1990).

In the regulation issued in 1993 (*Teftis Kurulu Yönetmeliği*), being successful in the entrance exam was set as a precondition to be appointed as a vice-supervisor. It was understood that those who succeeded in the written exam then took a verbal exam. Vice-supervisor assignments were then made from among the candidates who seemed proficient in common knowledge, abilities, attitudes and behaviors. The conditions set in order to participate in the examinations were the standard conditions for being a civil servant officer, to be a graduate of any faculty or at least attended four years of college, to have experience of at least ten years teaching in public schools or to have experience firstly in teaching of at least five years and then in administrative positions for at least three more years. In the training of vice-supervisors, it was aimed to deliver the necessary qualifications needed to be a supervisor, to ensure candidates gained experience and expertise in the field of

supervision, research, investigation, to improve their professional knowledge and skills, for candidates to gain scientific study and research habits and to improve their foreign language skills. Vice-supervisors worked for at least one year under chief supervisors. At the end of this period, the vice supervisors participated in written and oral examinations and were then, if successful, appointed to supervisory positions (Millî Eğitim Bakanlığı (MEB) [Ministry of National Education], 1993).

In 1997, the Higher Education Council restructured education faculties. Programs that trained supervisors, experts and administrators at universities were closed, resulting in the training of experts in supervision through universities coming to an end (Arabacı, 1999). In an official document issued in 1999 (*İlköğretim Mufettisleri Başkanlıkları Yönetmeliği*), the conditions to participate in the exam for vice-supervisory positions were redefined, yet again. Accordingly, graduates of four-year higher education institutions with teaching experience of at least eight years, or those having seven-years-service with at least four years' teaching experience and three years of administrative experience could apply for the exam for a vice-supervisory appointment. In addition, graduates of Educational Administration, Supervision, Planning and Economics departments with at least three years of teaching experience or administrative experience could also apply for this exam.

The subsequent training period for vice-supervisors was three years of in-service training. Those who were successful in their in-service training would then receive further on-the-job training. Graduates of Educational Management, Supervision, Planning and Economics departments, those having graduated from higher education institutions equivalent to these institutions, and undergraduates in these fields received 240 hours of courses. This education included subjects such as the constitution, basic law, education and administrative law, and economics. Those having graduated from other higher education programs also received a total of 1,200 hours of in-service training in education management, supervision, planning and economics subjects. In the exam held at the end of the in-service training, those who achieved 70% or more were considered to be successful and become eligible for on-the-job training. Vice-supervisors were guided by a supervisor in their on-the-job training. At the end of the three-year training period, those who were successful in their on-the-job training attended a proficiency exam, and those successful in that exam were then appointed as supervisors (Millî Eğitim Bakanlığı (MEB) [Ministry of National Education], 1999a, 1999b).

In the second half of the 20th century, it was emphasized that supervisors needed both expertise and training, but that requirement was not always applied. The opening of undergraduate programs to train supervisors was described as a welcome development. However, graduates of these programs were not always subsequently appointed as supervisors, as having been a teacher was still a prerequisite of being a supervisor in Turkey. Besides, these undergraduate programs were open to everyone. Therefore, the programs' students were both teachers appointed in public schools and also high school graduates. Teachers were then forced to take an exam in order to become supervisors. On the other hand, high school graduates could never be appointed as supervisors since they could not meet the work experience requirement for supervisory appointment. As the result of these ambivalent circumstances, undergraduate programs were closed in favor of just the graduate programs. However, having a Master's education in these programs also did not serve as supervisory assignment criterion. In the last decade of the 20th century, in addition

to the conditions related to the selection of supervisors, the conditions for their training and appointment began to also be discussed in detail. Teaching experience and being a teacher was always a primary criterion in the selection of supervisors. It was understood that the training of supervisors was a process and that this process should be carried out synchronous to educational activities. The training process served to bring the supervisor qualifications to the fore.

After 2000

In the process up to the year 2000, attempts had been made at establishing the structural development of an educational supervision system. Following on from the enactment of an official document issued in 1999 (*İlköğretim Mufettisleri Başkanlıkları Yönetmeliği*), in February 2001, practical guidelines (*İlköğretim Mufettisleri Başkanlıkları Rehberlik ve Teftis Yönergesi*) were also published (*Tebliğler Dergisi*). In the context of these guidelines, minor changes were introduced such as the renewal of inspection forms rather than the necessary extensive changes (Article 28, Millî Eğitim Bakanlığı (MEB) [Ministry of National Education], 2001). According to these changes, appointment to vice-supervisory positions were to be based on an entrance exam administered by the ministry. Vice-supervisors were trained through in-service training and among those who were successful, went on to attend on-the-job training. The duration of this training was defined as three years. At the end of the three-year training period as a vice-supervisor, those who succeeded in their on-the-job training attended a proficiency exam on a date set by the ministry. Supervisors were selected and appointed among those who passed the proficiency exam.

When Law No. 5984 was published in the Official Gazette (numbered 76610) in 2010 (*Millî Eğitim Bakanlığının Teşkilat ve Görevleri Hakkında Kanun ile Devlet Memurları Kanununda Değişiklik Yapılmasına Dair Kanun*), the term “education supervisor” became “primary supervisor,” and “vice primary supervisor” became “vice education supervisor.” In the selection of the vice-supervisors, the precondition of having at least five years’ experience was changed to having eight or more years of experience in teaching as well as successfully passing the entrance exam (Article 1, Türkiye Cumhuriyet [Republic of Turkey], 2010). Thus, in a sense, the seniority required for supervisory positions was increased in order to allow more senior individuals to seek to occupy these positions. Education supervisors were selected among those having completed three years of training and having been successful in the proficiency exam.

Official documents were republished with certain changes in 2011 (*Eğitim Mufettisleri Başkanlıkları Yönetmeliği*). With these changes, official documents issued in 1999 became obsolete. Investigations, except for those related to teaching branches, became the responsibility of educational supervisors. When supervisors were assigned to a provincial ministry, the position of an education supervisor included responsibility for 250 personnel (Sahin, Elcicek, & Tösten, 2013). The duty period of these supervisory positions was limited to a maximum of eight years. The conditions to be assigned as vice-supervisor were as follows: to be a graduate of at least four years of higher education, to be an employee of the ministry at the date of application, to not be older than 40 years old on the last day of December of the application year, to have at least eight years of teaching experience, of which at least three years had to be in public schools, and not having previously sat the entrance exam more than twice (Article 7). Those who fulfilled these conditions could apply for the entrance exam administered by the ministry, and those who succeeded were

assigned to the provinces according to their score superiority. The training period for vice-supervisors was set as three years. The content of the three-year training program was threefold; preparatory training, on-the-job training, and theoretical training. *Preparatory training* was provided by governors or the ministry after vice-supervisors had been assigned to the profession in accordance with a program having not less than 40 hours. *On-the-job training* provided the qualifications required by the supervisory profession, such as guidance to vice-supervisors, on-the-job training, inspection, inquiry, evaluation, investigation, supervision, research, attitude, behavior, and representation. *Theoretical training* was conducted by in-service training programs given during the three year training period at appropriate dates and locations. The duration of the training was not less than 120 hours in total (Article 17). In the appointment of supervisors, a vice-supervisor could apply to sit the proficiency exam administered by the ministry after completing their three-year training period. Vice-supervisors successful in this exam were then appointed as supervisors with the consent of the minister.

With Governmental decree Number 652, issued in 2011, the positions of “Education Supervisor” and “Vice Education Supervisor” were changed to “Provincial Education Supervisor” and “Vice Provincial Education Supervisor” (Article 6, Türkiye Cumhuriyet [Republic of Turkey], 2011). The name of the board responsible for the supervision also changed (from *Bakanlık Teftis Kurulu Başkanlığı* to *Rehberlik ve Denetim Başkanlığı*), as did the title of those responsible for the supervision (from *Basmufettis, Mufettis, Mufettis Yardımcısı* to *Bas Denetci, Denetci, Denetci Yardımcısı*). The conditions to be appointed as vice-supervisor changed too. In addition to the general conditions listed in Article 48 of the Civil Service Law No. 657, candidates had to be graduates of at least four years of higher education from a Science, Literature, Law, Political Science, Economics or Administrative Sciences faculty or a graduate of a higher education institution related to the supervisory services, in Turkey or abroad, as accepted by the Higher Education Council (Article 40). Those appointed as vice-supervisors were obliged to work for at least for three years and prepare a thesis related to subjects determined by the units they supervised. If the jury accepted their thesis, they would then be entitled to take the proficiency exam. Those who were successful in the proficiency exam then needed to provide a foreign language proficiency certificate at a minimum of a C level, and could then be assigned to expert and supervisory positions.

In 2014, there was a reorganization in the field of supervision. With changes introduced under Article 41 (Türkiye Cumhuriyet [Republic of Turkey], 2014) of Law No. 6528, a new concept (*Maarif Mufettisi*) entered into the field of supervision, and in this context, the previous position titles also changed (from *Millî Egitim Basdenetçisi, Millî Egitim Denetçisi, İl Egitim Denetmeni* to *Maarif Mufettisi*; and from *Millî Egitim Denetçi Yardımcısı, İl Egitim Denetmen Yardımcısı* to *Maarif Mufettis Yardımcısı*). Their seniority in previous positions were accepted for the new positions. Vice-supervisors were selected among those having eight or more years of service in teaching, and those who were successful in the entrance exam. Those appointed as vice-supervisors were entitled to take the proficiency exam after a minimum of three years’ work experience. Those who were unsuccessful in this exam were granted additional time, and those who completed this additional period and did not subsequently pass the exam were then expected to lose their right to be a vice-supervisor. If necessary, a vice-supervisor could be appointed to a supplementary appropriate position in

the Ministry. This situation showed that, different from previous changes, that it empowered the supervisors assigned to the provinces, rather than the central organization.

With Law No. 6764 issued in 2016 (Türkiye Cumhuriyet [Republic of Turkey], 2016), the name of the board responsible for supervision changed again (from *Rehberlik ve Denetim Başkanlığı* to *Teftis Kurulu Başkanlığı*). The center of the presidency was defined as Ankara. It was stated that this center was also the work center for inspectors assigned to the presidency units. With this law, the name of the persons responsible for supervision changed yet again (from *Maarif Mufettis Yardımcısı* to *Bakanlık Maarif Mufettis Yardımcısı*), and as a result the units related to the supervision were withdrawn back to the center. However, at the same time, it was stated that if deemed necessary, in order to guide and supervise the ministry, with the approval of the minister, work centers could be established and removed in the same way. It was seen that to be appointed as vice-supervisor, graduates of certain faculties such as Education, Science and Literature were to be discarded. Additionally, it was stated that those who served in managerial positions for at least three years could also be appointed as supervisors. The Ministry planned to keep 500 newly appointed supervisors in the central organization as a core supervision team. These new supervisors were chosen among 2,000 supervisors according to the interviews after their security investigations were completed. Those who were successful in this interview started as ministry supervisors in the central organization. Those who were unsuccessful in their interview are mostly still serving in their current positions in provincial ministries and Directorates of National Education (Millî Eğitim Bakanlığı (MEB) [Ministry of National Education], 2016). Thus, different from previously, the local supervision principle underwent a change. The new supervisors were authorized from the center organization. Except for core staff, supervisors were given expertise status and served their duty until retirement.

It seems that just after the changes in were introduced in 1999, minor changes were made in 2001 related to the renewal of the supervision forms. In 2010, quasi-comprehensive changes were launched. The name of the board responsible for supervision and the name of those employed in these units were changed. Additionally, the conditional service period for appointments were increased. However, the authority and responsibilities of these officials remained the same. In 2011, the 1999 regulation was revoked under Law No. 652 (Türkiye Cumhuriyet [Republic of Turkey], 2011). The names that were only changed a few years before re-changed once again. In 2014, a new name was put forwards for supervisors, and it was made possible for supervisors to work in provincial ministries. Thus, it seems that the authority and responsibility of supervision was passed to the provincial ministries.

However, this situation did not last for long, with changes introduced again in 2016 relating to the naming, and the supervision units restructured once again to a centralized viewpoint. It is evident that the new arrangement aims at strengthening control of the central ministry, as well as supervising educational institutions, and providing effective guidance to schools and teachers. However, because of the single-centered management approach to supervision services, the influence and pressure on education and training may increase as a result. Besides, in this way, the central organization becomes unaware of local circumstances; and therefore, local problems may not be identified and resolved.

Conclusion and Suggestions

The current study focused on the processes of supervisor selection, training and appointment, and evaluated how the educational supervision system in Turkey has changed over time. As has been described in the study, the education system in Turkey and the selection, training and appointment processes of educational supervisors has been in a state of constant change throughout history. Even if the roots of the supervision system went back to the past in terms of supervision structure and processes, it is not possible to identify any clear tradition. In the period before 1950, the difficulty in finding experts in education and teaching found its reflections in supervision. Teachers, as those with the highest education level in the profession, were accepted as being qualified to be supervisors. However, after the 1950's, newly opened higher education institutions that were related to teaching the profession of educational supervision, stressed the importance of expertise in supervision. However, even though it was stressed theoretically, it was never applied in this way. Legal documents issued over a number of years set various conditions related to the recruitment, training and appointment of supervisors. Especially in the changes after 2000, the problematic structure of the supervision system showed. In the modern educational understanding, supervision has become a complementary system that emphasizes guidance and counseling, beyond its mere control function. However, in Turkey, since the supervision system has not been completed in terms of its structural formation, solutions put forwards have mostly been mere ineffectual label changes.

For these reasons, in Turkey, it is necessary to evaluate the educational supervision system from different perspectives and to restructure the system as well as supervisor selection, training and appointment processes in order to adapt to changes required for the modern age. In this regard, the supervision system has sound philosophical foundations. Philosophical foundations of educational supervision need to be formed with the support of higher education institutions, as the experts of the field. In this context, the guidance mission needs to be at the fore of any supervision system in Turkey. Instead of just pointing to deficiencies of the educational system and its teaching professionals, suggestions to address these deficiencies are given. A supervision system exists in order to provide effectiveness to the education system. For this reason, focus is needed on the teaching processes and supervision activities within a complementary and holistic perspective. Educational supervision needs to be placed on sound foundations rather than ideological views, and so the hegemonic and ineffectual supervision system of today needs to be discarded.

Lastly, an efficient and working supervision system is a prerequisite for improving quality in Turkish education. For this reason well-trained supervisors are needed. Supervisors should be expected to have at least a Master's degree and to have specialized in the field of supervision. Educational supervision of educational projects carried out between higher education institutions and the Ministry of Education can be presented as a prerequisite for the training of qualified supervisors. Appointing supervisors who have passed this training, and who have been assessed within a framework of proficient standards will help make supervision in education more effective in Turkey. Passing responsibility to academic institutions in the process of selection, training and appointment of education supervisors will make the field more scientific and effective. In addition, the contribution of appointed supervisors to the education system can itself be subject to monitoring and evaluation

criteria. These criteria can also be supported by scientific authorities by forming them in the relevant units of universities. In this regard, it can be seen to what extent the values and contributions of supervisors provide to the education system and how effective and efficient they work towards the requirements of education.

Notes

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