



Marriage Made in Hell: Views of Education Supervisors on the Unification of Education Supervision in Turkey *

Gül Kurum ¹, Şakir Çınkır ²

Abstract

Education supervision plays an important role in developing qualified human resources. However, sudden changes in Turkish education policies have affected the supervision system. A reorganization took place in the education supervision system in 2014, whereby provincial education supervisors (PES) and national education supervisors (NES) became unified under the Provincial National Education Directorates (NED). This unification created significant problems, particularly in respect to both status and employee rights. The present research aims to reveal the views of the education supervisors on the unification of these two groups. In this study, a qualitative research method and phenomenological design were used. The study group consists of education supervisors (8 NESs and 7 PESs) working in Ankara Provincial NED. Data collected in 2014-2015 academic term, using a semi structured interview technique, was analyzed by the content analysis method. According to the findings, the participants described the purposes of this unification as: eliminating duplication of duties, creating independent and qualified supervision, centrally consolidating supervisions, opening the supervision to political influences, and improving employee rights. On the other hand, while unification has had some positive effects on the supervisors in terms of in collaboration and knowing each other closely, it has also adversely affected the education system in areas such as lack of supervision, professional exhaustion, financial expectations, loss of status, and biased supervision. As an alternative to unification, the participants recommend unifying under a region, the ministry or a governorship. The current unification, contrary to its intended purposes of education and learning quality, has rather led to problems of status and employee rights, as well as discussions on such problems. As a result of such discussions, a dual system was put into effect that was organized at a central level and a provincial level, similarly to before the unification.

Keywords

Education supervision
Unification of supervision
Education supervisor
Reorganization

Article Info

Received: 05.05.2017
Accepted: 09.25.2017
Online Published: 11.06.2017

DOI: 10.15390/EB.2017.7288

* This article is the extended version of the paper titled "Cehennemde Evlilik: Türkiye'de Eğitim Denetimi Sisteminin Birleştirilmesi Üzerine Eğitim Paydaşlarının Görüşleri" and presented at the "2nd International Eurasian Educational Research Congress".

¹ Ankara University, Faculty of Education Sciences, Department of Educational Sciences, Turkey, kurumgul@hotmail.com

² Ankara University, Faculty of Education Sciences, Department of Educational Sciences, Turkey, cinkir@gmail.com

Introduction

The main activity of the education system is education and learning. Educational policymakers desire to know how such activities carried out at schools. In order to do this, situation determination, evaluation and development functions of the supervision are made use of. Thus, by identifying the problems faced during the process in time, the required necessary measures can be taken. For this purpose, every country has developed a different type and structure of supervision system to monitor and evaluate the output of its education system. In this respect, countries have developed and implemented different education supervision models, such as “External Evaluation” in England and Germany, “School Self-Evaluation” in Austria, Denmark, Ireland and Singapore, “Risk-Based Supervision” in the Netherlands, “Thematic Supervision” in Sweden, and “Internal-External Evaluation” in Wales and Scotland (Çinkır, 2014). Particularly, the poor performance of the Turkish students in national and international assessments has increased the criticism from different levels of the society on the output of the education system and schools. Until 2014, supervision services in the educational system were carried out by national education supervisors (NES) at the center and provincial education supervisors (PES) at the provincial level. With Law 6528 promulgated in 2014, NESs and PESs were unified under the name of education supervisors. In addition, supervision services were organized at the provincial level. Such reorganization led to disputes between NESs and PESs on the loss of status and the employee rights.

It may be suggested that supervision systems in education develop in parallel to the management mentality. In the early 1900s dominated by scientific management, oversight had a controlling mentality. In this respect, in its broadest sense, oversight is described as controlling human behavior for the benefit of the organization (Taymaz, 2013, p. 3). As it neared modern times, this controlling mentality was abandoned, and now, supervision is carried out by means of such models as artistic approach to supervision, developmental, clinical, differentiated, instructional supervision (Aydın, 2013), and thematic or risk-based (Katipoğlu, 2016) supervision models in collaboration with education stakeholders. The purpose of supervision is to prevent any potential loss of power, closed nature, and stagnation and develop and change the organization to meet the necessities of the time (Aydın, 2013, p. 3). Therefore, instead of defining supervision subject to specific limits, it must be discussed in terms of what the supervision can provide for education organizations to perform their jobs better and for teachers and administrators (Carroll, 2007). In the historical process education supervision has evolved into a collaborative structure, in which educational stake holders take part in. In this structure, supervision is described as a common vision of learning and education developed by supervisors, teachers, and other school employees together (Glickman, Gordon, & Ross-Gordon, 2014, p. 8). In short, supervision may no longer be a process of determining shortfalls and causing subsequent humiliation, but an interactive process aiming at development.

Education Supervision Practices in the World

Countries in the world develop and implement different models to achieve their education and learning goals, such as self-evaluation, risk-based, and thematic models. Singapore has an supervision system based on self-evaluation and development (Çinkır, 2014): this self-evaluation model is an important factor in the development of the schools. The validity of this model is inspected by external evaluators visiting schools at certain intervals. These external evaluators could be supervisors from the ministerial units or accredited independent units. During the process, schools produce evidence showing their permanent development (Perry, 2013). The “Risk-Based Supervision” in the Netherlands is aimed toward schools in the high-risk group instead of regular reviews of every school. The experimental studies suggest that this supervision model is effective in the failing and low performing schools (Wolf & Verkroof, 2011). The “Thematic Supervision” in Sweden focuses on school affairs pursuant to relevant themes in connection with a specific program or initiative. Although the format of the thematic evaluation varies based on the focus of the evaluation, generally, education-learning is observed during the process, and documents relating to the school administration and personnel are inspected (Irish National Teacher’s Organization [INTO], 2014).

On the other hand, supervision in England aims to identify what must be done to improve school effectiveness based on independent external evaluations and various data sources (The Office for Standards in Education [Ofsted], 2009). For this purpose, schools are inspected by H.M. supervisors directly commissioned by the Ofsted; assistant supervisors, again commissioned by the Ofsted and responsible for the supervision of the administration-related arrangements; and others appointed by the supervision service providers who are usually the school principal and senior education personnel (Ofsted, 2013). Pursuant to the understanding in England, student academic success, the quality of the education at school, student safety and behavior, and the quality of school administration and leadership are inspected (Ofsted, 2015).

None of the successful countries in the world lets its education system go uninspected. These countries argue that they cannot improve anything they cannot assess and evaluate. Supervision and monitoring help to distinguish and promote good examples, identify weaknesses, and make schools accountable to their stakeholders (Schleicher, 2007). For example, supervision in Hong Kong aims to procure quality assurance at the ministerial level to support schools through school improvements and accountability. In Singapore, on the other hand, the school evaluation unit at the ministerial level inspects the school for excellence, competence, accountability practices, and funding (Whitby, 2010). Actually, the success of the Singapore education system is attributed to a rigorous central supervision supported by self-evaluation (Schleicher, 2007). Korea, to the contrary, has an supervision system organized at the center. A National Academic Success Evaluation system was implemented in 2005. This system contains tests assessing the essential skills required of citizens. This way, the school supervision system is also evaluated. However, this practice has been criticized in Korea for causing an intense competition between the schools (Cho, 2014).

It is understood that supervision is carried out to improve the educational quality. It is generally being a driving force for the improvement of schools and progress ((Vanhoof & Petegem, 2007).. In addition, supervision ensures accountability to the society for the quality of education. It may also be true that standard tests, such as the Program for International Student Assessment [PISA], enable the comparison of the quality of education on an international level. This allows identification and exploration of the differences between the countries by identifying the countries that are successful in key subject areas, such as mathematics, reading, and science (Schleicher, 2007).). In other words, the results of international tests like PISA give evidence about determining the level of achieving learning outcomes. With the data coming from these tests, the officials can take precautions for the required developments in educational supervision by revealing the existing state of education of the countries. Although supervision practices vary from country to country, supervisors evaluate the quality of education using the existing data as well as additional data, such as interviews and class observations (Ehren, Altrichter, McNamara, & O'Hara, 2013). In summary, successful countries in the international arena shape their education systems by evidence acquired from supervision practices.

The Education Supervision System in Turkey

Turkish education supervision dates back to olden times. The "Memorandum on Neighborhood Schools" issued in 1838 aimed to eliminate the educational shortcomings in these schools (Taymaz, 2013, p. 19). However, in Tanzimat Period, the supervision was rendered to be more systematic as a way to improve the education system (Buluç, 1997). The regulation, issued in 1846, stated that "there were officers called *mektep muini* responsible for inspecting schools and guiding the teachers (Bilir, 2014, p. 41). Again in this period, education of the public was recognized as an important duty of the state and government (Akyüz, 2015, p. 157). In the early 1900s, education supervisors were held responsible for appointing and dismissing teachers as well as for supervision, guidance, and investigation (Bilir, 1991). The source of changes in education during the Republican Period was the Law on the Unification of Education passed on March 3, 1924 (Akyüz, 2015, p. 329). After the foundations of the Turkish National Education were established in 1924, statutory regulations were made in the Ministry of National Education (MoNE) focusing on education supervision (Memduhoğlu, Aydın, Yılmaz, Güngör, & Oğuz, 2007). In line with the objective of the present study, the Turkish education supervision system is

investigated in respect to the central and provincial organizations. The changes made to the central organization system of the education supervision, the supervision unit, the senior supervisory office, and reference parameters are summarized in Table 1a.

Table 1a. Chronological History of the Turkish Education Supervision (Central Organization System)

Year	Supervision Unit	Senior Supervisory Office	Occupational Title	Reference
1838	-----	-----	Officer in Charge*	The Memorandum/Draft on Neighborhood Schools
1846	-----	-----	Mekatib-i Muin (primary school supervision)	The Regulation Regarding the Primary School Hodjas
1862	-----	-----	The title of supervisor was used for the first time.	-----
1869	The Ministry of General Education	Provincial Education Board Members	Supervisor	General Education Regulation
1911	The Ministry of General Education	-----	Supervisor General (12 persons)	The Regulation on the Central Organization of the MoNE
1912	The Ministry of General Education	Office of Supervisor General	Supervisor General (Constantly Performs Supervisions)	The MoNE Organization Regulation
1914	None	-----	The Ministry and the Office of Primary Education Supervisors	The Ordinance on the Duties of the Provincial Education Supervisors
1920	Office of Supervisors	Office of Supervisors	Supervisor	-----
1922	Board of Supervisors	Board of Supervisors	Supervisor	-----
1923	Board of Supervisors	Board of Supervisors (One director and ten Supervisors)	Education Supervisor	The Education Supervisors Regulation
1926	Board of Supervisors	Board of Supervisors	Education Supervisors (Divided into two as Central and Regional)	The Regulation, based on Law 789, on the Rights, Powers and Duties of the MoNE Supervisors
1993	Board of Supervisors	Minister Head of the Board of Supervisors	Supervisor	The Regulation for the MoNE Board of Supervisors (1998-2001-2005-2007 Amendment)
2011	Office of Guidance and Supervision	Minister, Head of Guidance and Supervision	National Education Supervisor	Statutory Code 652
2014	Office of Guidance and Supervision	Minister, Undersecretary, Head of Guidance and Supervision	Provincial Education Supervisors are appointed with the approval of the Minister	Law 6528
2016	Board of Supervisors	Minister, Undersecretary and Head of the Board of Supervisors	Ministry Education Supervisor	Law 6764

Note: This table has been prepared based on information in the literature.

* Officer commissioned to identify the professional skills of teachers, improve education and ensure better education of students.

As seen in Table 1a, the foundations of the Turkish education supervision date back to as far as the Ottoman State in the 17th century. A single supervision system existed in the Ottoman State until 1914. The Board of Supervisors was established as an supervision unit in 1922. With the 2011 amendment, the supervision unit became the Office of Guidance and Supervision, and the Board of Supervisors once again in 2016. While the working title of the supervisors was first mekatib-i muin at the center, it later changed to supervisor, and ministry education supervisor. The chronological history of the provincial supervision organization is summarized in Table 1b.

Table 1b. Chronological History of the Turkish Education Supervision (Provincial Organization System)

Year	Supervision Unit	Senior Supervisory Office	Occupational Title	Reference
1913	-----	Provincial Board of Primary Education	Primary Education Supervisor	Provisional Primary Education Law
1914	-----	-----	Primary Education Supervisor	The Regulation on the Duties of the MoNE Primary Education Supervisors
1923	-----	-----	Primary Education Supervisor	The Regulation on the Duties of the Primary Education Supervisors
1927	-----	-----	Primary Education Supervisor	The Primary Education Supervisors Regulation
1961	-----	-----	Primary Education Supervisor	Law 222
1962	-----	-----	Primary Education Supervisor	The Primary Education Supervisors Regulation
1969	-----	-----	Primary Education Supervisor	The Primary Education Supervisors Regulation
1990	-----	-----	Primary Education Supervisor	The Regulation for the MoNE Board of Primary Education Supervisors
1999	Office of Primary Education Supervisors	Governor, Provincial Nat. Ed. Director and Head of Primary Education Supervisors	Primary Education Supervisor	The Regulation for the MoNE Primary Education Supervisors (2005-2007-2009 Amendments)
2010	Office of Education Supervisors	Governor, Provincial Nat. Ed. Director and Head of Education Supervisors	Education Supervisor	Law 5984
2011	Office of Education Supervisors	Governor, Provincial Nat. Ed. Director and Head of Education Supervisors	Provincial Education Supervisors	Statutory Code 652
2014	Office of Education Supervisors	Governor, Provincial Nat. Ed. Director and Head of Education Supervisors	Education Supervisor	Law 6528

Note: This table has been prepared based on information in the literature.

As seen in Table 1b, the foundation of the provincial organization of education supervisors date back to 1913. Until 2010, supervisors, called primary education supervisors, assumed the title of provincial education supervisors, and education supervisor with the 2014 reorganization. The unit in the provincial organization appears to have changed in parallel with the titles given. In light of this information, there appear to be fundamental changes being made in the field of educational supervision in Turkey. Thereunder, the supervision structure that was unified with the 2014 reorganization was separated again with the 2016 amendment. Also, the duty of classroom supervision at schools has been left with school principals. Educational supervisors perform approval supervisions only when there is a complaint. Leaving the classroom supervisions with school principals without taking the supervision quality and efficiency into consideration is not considered a right move by educational supervisors,

teachers and principals themselves. A research by Tonbul and Baysülen (2017) also reveals this situation substantially. According to the authors, classroom supervision by principals, considering their current competence and qualifications, is not considered right not only by supervisors and teachers but also principals themselves. For, school principals have not undergone a training in the field and have rarely performed classroom supervisions during this time, and their classroom supervisions have been found ineffective by teachers.

Education supervision in Turkey is centrally organized. Pursuant to such organization, it was carried out by NESs centrally stationed under the MoNE Office of Guidance and Supervision. PESs were under the auspices of provincial National Education Directorates (NED) before the reorganization (Ministry of National Education [MoNE], 2011). However, a reorganization was implemented in the MoNE education supervision system in 2014 (Law 6528). According to Balcı (2010, p. 223), "A reorganization may be necessary if there are problems in the organization and its sub-systems and if there is a deviation from the main objectives." Çinkır (2010, p. 15), however, suggests, "The main objective of a reorganization is to re-arrange the units, sections and processes that create a strategic and positive value in the organization."

Research on the subject generally criticizes the dual system of supervision and recommends unification under a single roof as a solution (Yalçınkaya, 1990; Bilir, 1991; Karakaya, 2002; Akbaba Altun & Memişoğlu, 2008). The research by Memduhoğlu (2012) on the Turkish education supervision revealed that the supervisors and academics considered the dual supervision system, such as NESs and PESs to be wrong. This dual system created problems of organic unity, collaboration, coordination, conflicting duties, and overlapping responsibilities. Also in the research conducted by Akbaba Altun and Memişoğlu (2010) with primary education supervisors on the reorganization of the supervision, the participants reported their views that the system should be unified and that supervisors should be addressed by a single title. Additionally, the 15th and 17th National Education Councils recommended unifying supervision to a single entity.

Problems of coordination, collaboration, and unity exist between NESs and PESs. The research on the supervision and the decisions taken at the National Education Council meetings (15th and 17th) also recommend unifying the dual structure of the supervision system. In this respect, supervisors both at the center and in the provinces were unified as education supervisors under the Provincial National Education Directors at the Provincial NEDs (Law 6528). The reason, presented in the said law, was to improve the effectiveness of education, conciliation, coordination, centralizing the statistical data collected, and ensuring the division of duties. However, the last amendment introduced by Law 6764 in 2016 created a skeleton crew at the central organization comprised of 751 people (750 supervisors and the Head). The law sets forth educational regions for this crew that would serve throughout Turkey. The aim is to enable the education supervisors to work free from local influence and guide the provincial administrations in the effective use of the public resources. With the new regulation, to facilitate guidance and inspect the services offered by or under the control of the Ministry, working centers are planned to be established in provinces as deemed necessary subject to the Minister's approval (MoNE, 2016). In short, supervision in Turkey has been re-shaped according to the changing education policies.

Educational supervision appears to be organized at a central level or decentralized depending on the supervision process of the countries. With the 2014 unification, the supervision appears to have been relatively decentralized. Particularly, leaving the classroom supervision duty with school principals, defining the Primary Education Standards and starting self-evaluations are the concrete indicators of such decentralization. Also, from the perspective of decentralization, education is considered to be complex, teachers self-oriented, responsible and competent, and supervision a process of cooperation based on proof with education stakeholders (Sullivan & Glanz, 2015, pp. 45-46). With an supervision this way, while teachers have the option to improve themselves in such manner as to meet student needs thanks to the feedbacks received from within the school (Kyriakides & Campbell, 2004), students' learning processes are also improved (MacBeath, 2005). In addition, as the participation in supervision and evaluation process increases in the organization, trust, satisfaction and communication among employees are believed to increase (Hall, Leidecker, & DiMacro, 1996; Waldamn & Atwater, 1998; as cited in Akbaba Altun & Memişoğlu, 2011).

Improvement and change comes from within, people display commitment to things they create and feedback is very important for individual learning and organizational development (MacBeath, 2005). Practices such as self-evaluation allow schools to speak about themselves, determine their own priorities and decide how to tell their stories and what to assess at schools (MacBeath, 2005, pp. 3-4). On the other hand, giving priority to standard test results and using the standard rubric to monitor the education-learning activities harm the cooperative environment that is at the heart of the learning culture (Sullivan & Glanz, 2015, pp. 23-24). Due to such reasons, leaving the class observations with school principals by the relative decentralization of the supervision with the 2014 reorganization is considered a favorable implementation.

As a result, supervision practices in Turkey appear to have been unified and centralized in a short period of time. In the study conducted by Akbaba Altun (2009) before the unification in which she presented the views of the involved parties, the primary education supervisors supported the unification while the ministry supervisors objected to it. Also, in the "Education Control and Supervision from Past to Future" panel held on December 18, 2014 after the unification, PESs reported that they were content with the unification, but that the financial rights should be made equal and that travel allowances should be improved. To the contrary, the NESs reported their discontent with the unification and indicated that the quality of the work performed was not identical. Their discontent with the unification of the supervision system due to NESs' concern for loss of status, and the failure to improve PES employee rights despite the equalization of their statuses have been voiced in different environments. The unification under a single roof made more upon the initiative of the PESs has led to disappointment, distortion of labor peace, professional exhaustion and low motivation among the supervisors. In this respect, the unification made without the request and consent of the parties has been compared to a marriage made in hell.

Aim of the study

The present study aims to reveal the views of the education supervisors on the unification of the education supervision with their reasons. In line with this aim, the following questions were answered:

- What are the reasons for the unification of the supervision system under the reorganization according to the education supervisors?
- Is the unification of the education supervision an appropriate move according to the education supervisors? Why or why not?
- What are the potential effects (positive and negative) of the unification on the education and supervision systems?
- What are the recommendations as an alternative to the unification of the supervision system?

Method

Research Design

The present study aims to explore the positive/negative consequences experienced due to the unification of the education supervision by using a qualitative research method and phenomenological design. Phenomenology focuses on the human experiences that are brought about by this reality, in order to understand the social reality. In this context, the experiences related to the phenomena are questioned (Ersoy, 2016, pp. 54-56). In this research design, it requires individual's perception and experience in order to understand the individual's behavior. It focuses on phenomena that are noticed but are not known in detail (Creswell, 2015). In this research design, the meaning, structure and essence of the person or persons' experience of this phenomenon are searched. In other words, it is tried to describe methodologically, attentively and in depth how people have experienced the phenomena (Patton, 2014, p. 104). Shortly, in this design, based on people's experiences related to phenomena, their perceptions and meaning are tried to be understood.

Study Group

In phenomenological qualitative research designs, the sample preferably consists of as few as 5-25 persons, which is a criterion sampling where persons experienced in the subject are chosen (Glesne, 2012). In this study, the criterion includes the former position titles of NES and PES of education

supervisors, who have been working in Ankara NED for at least 15 years. It was attempted to reach an equal number of participants from the two position titles. The study group consisted of 15 education supervisors from Ankara NED. Information on the subject field, length of service, and position variable of the participants are presented in Table 2.

Table 2. Comparison of Participants by Subject Field, Length of Service and Position Variable

Order of Participants	Subject Field	Length of Service (years)	Position Title
P1	Geography Teaching	19	Education Supervisor (NES)
P2	Primary Education Teaching	26	Education Supervisor (PES)
P3	Primary Education Teaching	41	Education Supervisor (PES)
P4	Turkish Language and Literature Teaching	18	Education Supervisor (NES)
P5	Sociology/Philosophy group	21	Education Supervisor (NES)
P6	Arts and Crafts Teaching	26	Education Supervisor (NES)
P7	Turkish Language and Literature Teaching	17	Education Supervisor (NES)
P8	Primary Education Teaching	40	Education Supervisor (PES)
P9	Primary Education Teaching	25	Education Supervisor (PES)
P10	English Language Teacher	37	Education Supervisor (PES)
P11	Primary Education Teaching	44	Education Supervisor (PES)
P12	Turkish Language and Literature Teaching	18	Education Supervisor (NES)
P13	Primary Education Teaching	27	Education Supervisor (PES)
P14	Biology Teaching	20	Education Supervisor (NES)
P15	Biology Teaching	17	Education Supervisor (NES)

As seen in Table 2, eight of the supervisors are former NESs and seven of them are former PESs. The change made in the supervision system unified NESs and PESs, and this is the reason why it was considered important to obtain the views of these two groups on the unification. Therefore, it was sought to keep the number of NESs and PESs as balanced as possible. The length of service of the participants suggests that they have been working for 25 years on average.

Data Collection

The research data was collected from the education supervisors working at Ankara Provincial NED during the spring term of the 2014-2015 academic year. Interviews were conducted between May 25 and 29, 2015. In qualitative research design, semi-structured or unstructured interview technique is used as the data collection method (Creswell, 2015). In the present study also, data was collected in face-to-face interviews using the semi structured interview forms developed by the researchers. Data acquired by the interviews was recorded using an audio recorder. A 63-page interview text was acquired.

While the interview form is being prepared, firstly the resources related to educational supervision in Turkey have been examined. Based on this information, nine open-ended questions have been prepared. Later on, five experts' (on educational administration and supervision) opinions on these open-ended questions were obtained. The interview form was developed after the feedbacks from the experts (a question which was not directly related to the purpose of the research was excluded from the form). After the pilot interviews with the two education supervisors, the final version of the form was constructed with eight questions. The examples from interview questions in this study are listed below:

- With the Law No. 6528, the education supervision system was restructured by unifying National Education Supervisors and Provincial Education Supervisors with the name of Education Supervisor under a single roof. According to you, what are the reasons for unifying Turkish education supervision system in this way?

- Is it right for you to unify the supervision system under a single structure with the name of "Education Supervisors"? Could you please explain your approval/disapproval reasons for this unification?
- What kind of problems have you encountered in practice related to unification of the supervision system under a single structure with the name of "Education Supervisors"?

Validity and Reliability Study

The content validity of the forms used in the research was submitted to subject matter experts for their opinion. For this purpose, five experts were asked their opinions, and thereby, the forms were rendered in final form. To ensure the reliability of the study, the researchers identified the views (130 views) revealed in the text that were independently decoded and grouped them under themes developed by the researchers collectively. According to Creswell (1998; as cited in Glesne, 2012), colleague evaluations and information gathering are methods frequently used to ensure the conclusiveness of a qualitative research.

For reliability, probable themes were determined through the views, entered into the Nvivo 10 program by the researchers. Later, two experts were asked to group the respective views under the themes by transferring these views and themes to an Excel file. Thirty different views were analyzed by the researchers and grouped under the themes. The consensus of the experts was 78%. According to Miles and Huberman (1994), the consensus between the experts must be 70% or above to establish reliability. According to Yıldırım and Şimşek (2011), validity and reliability require detailed descriptions, in other words, direct quotes. For this purpose, the findings were supported by direct quotes.

Data Analysis

The study data was analyzed and interpreted via the Nvivo 10 Package Program by using the content analysis technique. First, the voice recordings acquired by the interviews were transferred to computer. Then the data was arranged by the researcher in accordance with the questions asked and the aims of the research. In the process of content analysis, the themes were formed out of the answers given to the interview questions. Details of the themes are presented in Figure 1.

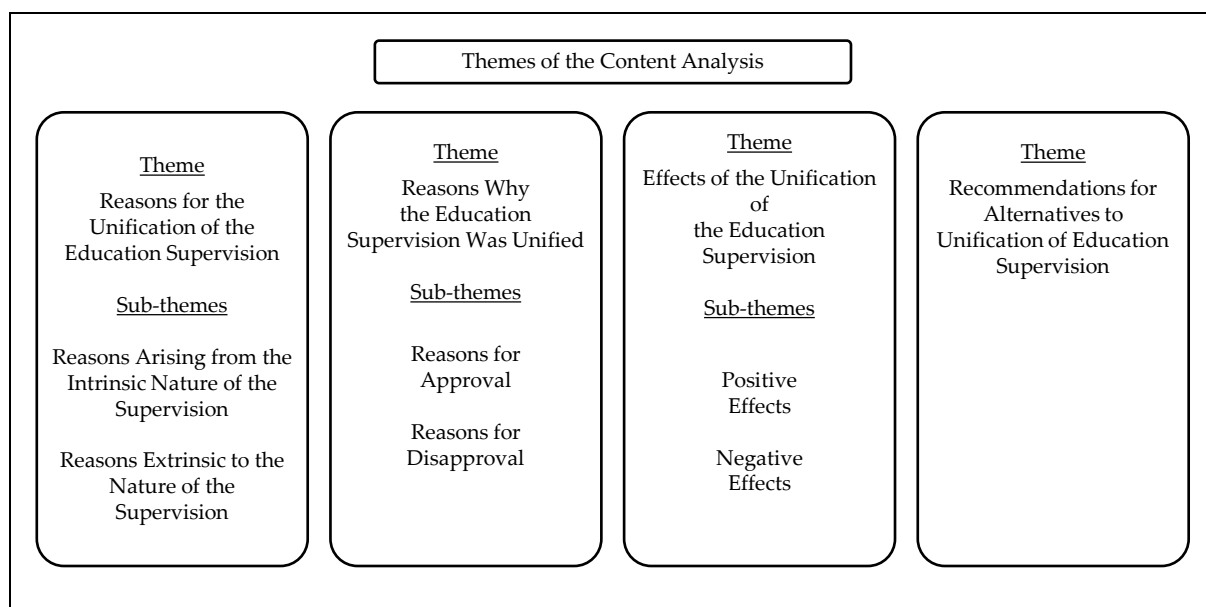


Figure 1. Themes of the Content Analysis

As seen in Figure 1, there are four main themes in this study. These sub-themes are formed from the views under the themes. These themes were first summarized in the model and then interpreted in a descriptive narrative. Views directly quoted from the participants (Education Supervisors - PES and NES) were provided in italics with participant codes in parentheses.

Results

The findings were examined in line with the aims of the research. The findings were presented by taking care to follow an appropriate order of the research questions. Accordingly, the participants were first asked about the reasons for the unification of the education supervision. The reasons reported by the participants are presented in Figure 2.

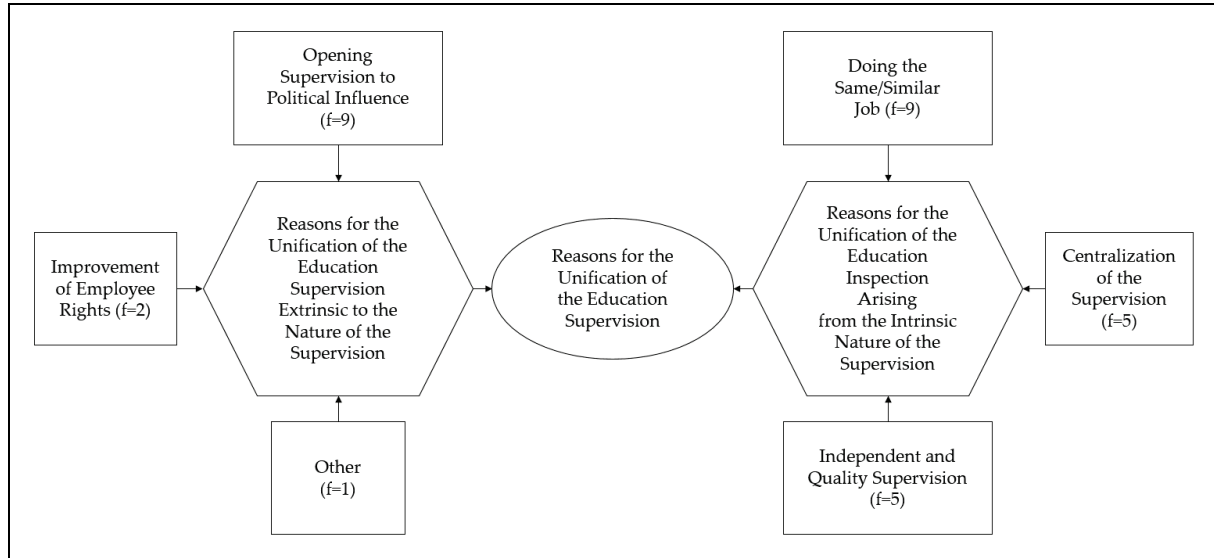


Figure 2. Reasons for the Unification of the Education Supervision

As seen in Figure 2, the reasons reported by the participants for the unification of the supervision fall under two groups: reasons arising from the intrinsic nature of the supervision and reasons extrinsic to the nature of the supervision. The most significant reason arising from the intrinsic nature of the supervision was reported as "Doing the Same/Similar Job." Other prominent reasons are shown in Table 3a.

Table 3a. The Views Regarding the Reasons for the Unification of the Education Inspection Arising from the Intrinsic Nature of the Supervision

Reasons	Interview Statements
Doing the Same/Similar Job	<p>P3 PES- "Regulations stipulate the same jobs."</p> <p>P10 PES- "Jobs are the same."</p> <p>P13 PES- "Duties stipulated by the regulation (guidance, supervision, supervision, investigation, etc.) are the same to the letter."</p> <p>P3 PES- "Supervisors stationed at the provinces are under immense pressure."</p>
Independent and Quality Supervision	<p>P5 NES- "It aimed to make the supervision more efficient, more capable and healthy."</p> <p>P11 PES- "Primary education supervisors do not want to be under the provincial national education director."</p> <p>P2 PES- "The supervision system was saved from the dual organization structure."</p>
Centralization of the Supervision	<p>P9 PES- "The supervision was unified under a single roof."</p> <p>P4 NES- "Unifying under a single roof has helped achieve unity in the practice."</p>

As seen in Table 3a, the education supervisors attribute the unification of the supervision to reasons arising from the intrinsic nature of the supervision, such as doing the same/similar job, independent and quality supervision, and centralization of the supervision.

Views expressed by the participants with regard to these reasons are grouped under the reason "Doing the same/similar job" most. However, the former PESs have much more to say (7 views) under this reason. A former PES education supervisor said the following about the matter: *"The job done is the same. They perform supervisions and so do we. They investigate and so do we (P10 PES)."* A former NES education supervisor said *"Doing the same does not mean that everything should be made equal. There is hierarchical structure in the law. The reconstruction is done according to this law. Director-general is also a teacher. Someone promotes him to department-head or director-general. There is no productivity in such kind of organization. Education supervisors must be placed in a different position"* (P14 NES).

The participants indicated that "Independent and Quality Supervision" could be achieved by the unification of the supervision. Two former PES education supervisors stated, *"With the unification, we would no longer report to the Provincial NED and would be independent (P3 PES, P11 PES)."* A former NES stated, *"It was intended to improve the quality of the supervision."* With regard to "Centralization of the Supervision," all participants expressed, *"The supervision was unified under a single roof to achieve unity in the practice (P2 PES, P3 PES, P4 NES, P8 PES, P9 PES)."* The reasons for the unification of the education supervision were not attributed only to the reasons arising from the intrinsic nature of the supervision. In this case, there also appeared to be reasons extrinsic to the nature of the supervision. The reasons extrinsic to the nature of the education supervision are presented in Table 3b.

Table 3b. The Views Regarding the Reasons for the Unification of the Education Supervision Extrinsic to the Nature of the Supervision

Reasons	Interview Statements
Opening Supervision to Political Influence	P1 NES - <i>"The immunity of the board of directors had political influence to a degree"</i>
	P13 POI - <i>"There is pressure from the teachers unions and education oriented associations"</i>
	P7 NES- <i>"There is a high political influence."</i>
Improvement of Employee Rights	P10 PES- <i>"Improvement of employee rights"</i>
	P4 NES- <i>"Bring the salary level up to that of the supervisor salary at the center; bring the level of the employee rights up to that of the supervisor employee rights"</i>
Other	P3 PES- <i>"The ministry supervisors strive to be influential based on the authority given to them"</i>

As seen in Table 3b, the education supervision system was unified for reasons extrinsic to the nature of the supervision such as opening it to political influence and improving employee rights. In this respect, both the PESs and NESs agreed most under the "Opening the Supervision to Political Influence" reason (9 views). An NES education supervisor stated, *"While everything was open to the political influence in the Ministry, the board of directors were more immune to it. It was an organization that contained every type of person and opinion (P1 NES)."* A PES education supervisor said, *"The unions close to the government, the district heads, representatives, and even members of the parties close to the government tried to apply pressure on the primary education supervisors (P3 PES)."*

Three different answers were received when the participants were asked whether the decision to unifying the education supervision system was appropriate. While five of the education supervisors closely affected by the consequences of this implementation (P1 NES, P2 PES, P3 PES, P8 PES, P9 PES) considered the unification of the education supervision system to be a "completely right action," five others (P6 NES, P7 NES, P12 NES, P14 NES, P15 NES) did not consider it to be a "completely right action." Five of the education supervisors (P4 NES, P5 NES, P10 PES, P11 PES, P13 PES), on the other

hand, reported their views on the unification by saying as “right but...” In short, while the participants who were PESs consider the unification to be completely suitable, the NESs did not. The reasons why the participants consider the unification of the education supervision system to be fitting are presented in Table 4.

Table 4. The Views Regarding the Reasons Why the Unification of the Education Supervision is Considered to Be Right

Reasons	Interview Statements
Coordination	P4 NES- <i>“Coordinate the supervision activities from a single center.”</i>
Less Hierarchy	P4 NES- <i>“Centralize the MoNE supervision system.”</i>
Having Similar Qualifications	P3 PES- <i>“There is no difference between the education levels of the ministry supervisors and primary education supervisors.”</i>
	P8 PES- <i>“Supervisors performing the supervision are graduates of the same schools; the supervisors all received the same education.”</i>

As seen in Table 4, the reasons why the participants consider the unification of the education supervision system to be right are grouped under the reasons of coordination, less hierarchy and having similar qualifications. According to the participants, one of the most important reasons why the unification was fitting is that the education supervisors possess “similar qualifications.” In this respect, the PES education supervisors expressed their views by saying, “They received the same education (P3 PES, P8 PES).” The NES education supervisors described the only suitable aspect of the unification as “achieving unity in the practice and centralizing the supervision system (P4 NES).” In short, it was primarily the PES education supervisors who considered the unification to be right in terms of coordination, less hierarchy and having similar qualifications. On the other hand, the reasons why the participants did not consider the unification of the education supervision system to be right are presented in Table 5.

Table 5. The Views Regarding the Reasons Why the Unification of the Education Supervision is Not Considered to Be Right

Reasons	Interview Statements
Eliminating the Senior Supervision Unit	P11 PES- <i>“Ministry education supervisors became passive by putting them under the supervision of the provincial national education directors.”</i>
	P5 NES- <i>“The ministry supervisors were eliminated.”</i>
	P15 NES- <i>“The existing effective structure was eliminated since supervision was not wanted.”</i>
Different Job/Area of Duty	P1 NES- <i>“Everyone has a different area of duty.”</i>
	P14 NES- <i>“The ministry’s supervision-investigation is different than that of the province.”</i>
	P7 NES- <i>“One is inspecting country-wide while the other is inspecting locally.”</i>
Different Qualifications and Job Placement Conditions	P15 NES- <i>“Supervisors go through different examinations, qualifications, and training stages.”</i>
	P4 NES- <i>“Employment conditions, training styles and expertise levels are different.”</i>
	P1 NES- <i>“Districts are governed by district governors and provinces are governed by provincial governors. Both must be unified under the provincial governorship or district governorship.”</i>
An Unfounded Implementation	P12 NES- <i>“Provincial national education directors must be district national education directors.”</i>
	P15 NES- <i>“The supreme judicial system’s (constitutional court, council of state) members also do the same job.”</i>

As seen in Table 5, the reasons why the participants do not consider the unification of the education supervision system to be appropriate are grouped under the reason of eliminating the senior supervision unit, different job/area of duty, different qualifications and job placement conditions and unfounded implementation. The participants agree most (7 views) under the “elimination of the senior supervision unit” reason. However, the NES participants agree most under the “different job/area of duty” reason. The NES education supervisors believe, “Everyone has a different area of duty (P1 NES, P5 NES, P6 NES, P7 NES, P14 NES, P15 NES).” In addition, most of the NES education supervisors (P1 NES, P4 NES, P7 NES, P12 NES, P15 NES) consider the unification to be an “unfounded implementation.” In this respect, the NES education supervisors looked at the similar job matter in respect of qualifications and tried to prove the lack of foundation of the unification by making an analogy between “provincial governor and district governor, school president and dean (P1 NES), provincial and district National Education Directors (P12 NES), supreme justices (Constitutional Court - Council of State) (P15 NES), lecturer and professor (P4 NES), and primary education teacher and professor” (P7 NES) An NES education supervisor suggested, “A university professor also teaches and educates student; so does a primary school teacher. Now, do they do the same job? Their target audience is different. A primary school teacher is teaching a primary school student while a university professor is teaching different subjects, higher-level subjects. The latter teaches a teacher. Therefore, when a ministry supervisor goes to a school, he or she used to inspect the primary education supervisors, too. He or she used to handle the matters relating to the primary education supervisors, too.”

Whether or not the unification of the education supervision system is considered to be a right action, it cannot be denied that the unification closely concerns the education system. According to the participants, the unification has positive and negative effects on the education system. Effects of unification of education supervision on the education system are summarized in Figure 3.

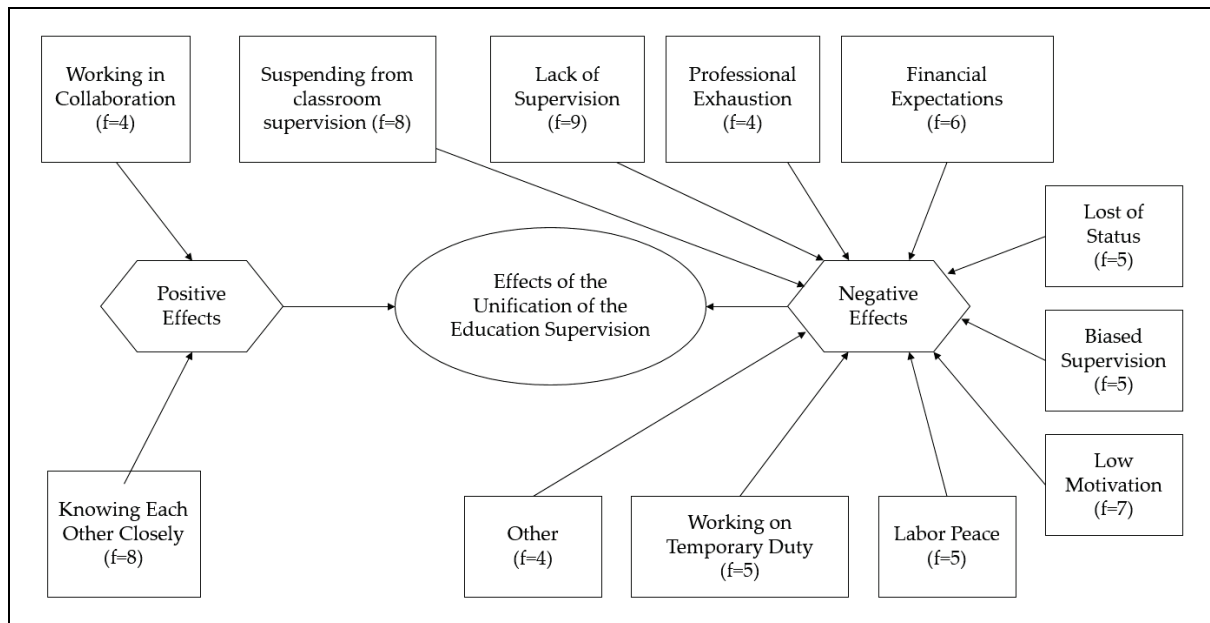


Figure 3. Effects of Unification of Education Supervision on the Education System

As seen in Figure 3, the education supervisors’ views on the effects of unification of education supervision can be grouped into positive and negative groups. The most negative effect of unification of the education supervision is the lack of supervision. Other major negative effects are presented in Table 6.

Table 6. The Views Regarding the Negative Effects of Unification of Education Supervision

Negative Effects	Interview Statements
Lack of Supervision	<p>P1 NES- "No one has the authority to inspect provincial national education directors." P4 NES- "It is now indirectly possible to exclude the provincial directors and upper-level bureaucrats from supervision." P13 PES- "Since there is no classroom supervision today, the class activities have been completely left to the moral compass and discretion of the teacher." P15 NES- "Provincial directors are not even accountable to the education supervisors sent by the ministry."</p>
Professional Exhaustion	<p>P1 NES- "Resentment, disappointment, exhaustion have arisen." P2 PES- "They are all depressed," P4 NES- "Both supervisor groups are unhappy."</p>
Financial Expectations	<p>P12 NES- "Salaries have not been improved." P13 PES- "Employee rights are different although the job being done is the same." P2 PES- "No financial benefits were achieved."</p>
Loss of Status	<p>P2 PES- "Ministry supervisors have been demoted." P4 NES- "They have been reassigned under the provincial director they used to inspect." P6 NES- "We have been reassigned under the people we used to inspect."</p>
Biased Supervision	<p>P1 NES- "How would an objective reporting, investigation, supervision be done?" P5 NES- "How effective and efficient could an education supervision system be when under the supervision of the political power?" P14 NES- "Independent decision making has become an issue." P1 NES- "There is a major dismal mood,"</p>
Low Motivation	<p>P11 PES- "I can say that the friends coming from the ministry are the most dispirited." P4 NES- "It has caused dismay, disappointment, and resentment in people and hampered motivation." P2 PES- "We have to be presented as supervisors for 3,000, 5000."</p>
Labor Peace	<p>P5 NES- "There is a problem of labor peace." P9 PES- "Labor peace has been damaged." P11 PES- "It is not good that both our colleagues and those coming from the ministry were no longer reporting to the minister, and that some of them were reassigned to the ministry again while some are working with the provincial supervisors."</p>
Working on Temporary Duty	<p>P13 PES- "There is no legal groundwork for sending the supervisors stationed at the center out to the provinces for investigation." P2 PES- "I think it's wrong. This work can be done by a professional eye [education supervisor]."</p>
Suspending from Classroom supervision	<p>P11 PES- "I find it inconvenient. The school principal is working closely with the teachers. On the other hand It is hard to make comparison between other teachers and schools [benchmarking]." P13 PES- "I think that it is not good to appoint people, who do not have any education [on school supervision]."</p>
Other	<p>P1 NES- "Currently, people are not performing supervision and providing guidance in their own subject field." P15 NES- "If they have completed their mandatory service, they cannot work in the same province for more than eight years, and have to request reassignment." P8 PES- "The unification did not provide what had been desired, expected in respect to authority-responsibility."</p>

As seen in Table 6, the negative effects of unification of the education supervision system are grouped under the negative effects of lack of supervision, professional exhaustion, financial expectations, loss of status, biased supervision, low motivation, labor peace, and working on temporary duty. The participants agreed most (10 views) on the “lack of supervision” effect. When we look at the supervisor views, we see that both PES and NES education supervisors are of the same opinion. An NES education supervisor said, “*There has been no supervision after the unification (P7 NES).*” Another said, “*Provincial directors and upper-level bureaucrats have been indirectly excluded from supervision (P4 NES).*” With regard to the same subject, a PES education supervisor said, “*Since there is no classroom supervision today, the class activities have been completely left to the moral compass and discretion of the teacher (P13 PES).*” Another PES education supervisor said, “*A provincial director may lawfully not recognize an supervision, supervision or investigation. If he or she says, ‘I don’t recognize you and I am not accountable to you, the supervisor cannot take his/her statement. For, the supervisor is second to him/her (P2 PES).*”

All participants share the same view on the most negative effect of the unification of the education supervision system. After the lack of supervision, the NES education supervisors suggest, “*biased supervision*” would negatively affect the education system most. In this respect, an NES education supervisor expressed, “*How effective and efficient could an education management system be that is under the control of the political power or non-governmental organization such as union power?*” (P5 NES). Also, the NES education supervisors think that the unification led to their loss of status. On this subject, an NES education supervisor stated, “*The ministry supervisors had the authority to inspect the undersecretary and the entire bureaucracy downward. Now, they are assigned under the provincial directors when they used to inspect them (P4 NES).*” Other education supervisors described this situation as a “*demotion*” (P2 PES, P6 NES). On the other hand, the PES supervisor views were grouped under the “*financial expectations*” effect most after the lack of supervision. On this subject, a PES education supervisor said, “*We are only extremely jealous of the salaries. I have been a civil service employee for 41 years. My salary is 3,339 liras. Colleagues coming from the Ministry who have been tenured for 3 years receive 4,800-5,500 liras as salary. This is not much, and they deserve it. Our salary must be the same (P3 PES).*” Despite all these negative effects, there are also positive effects of unification. The positive effects of unification of the education supervision system are presented in Table 7.

Table 7. The Views Regarding the Positive Effects of Unification of Education Supervision

Positive Effects	Interview Statements
Working in Collaboration	<i>P11 PES- “Supervisors have learned from each other.”</i>
	<i>P12 NES- “Supervisors have contributed to their subject fields.”</i>
	<i>P9 PES- “Supervisors have benefited from each other’s experiences and views.”</i>
Knowing Each Other Closely	<i>P3 PES- “Supervisors have become acquainted with each other.”</i>
	<i>P8 PES- “Supervisors have learned about each other’s problems and blended with each other.”</i>

As seen in Table 7, the positive effects of unification are grouped under the positive effects of working in collaboration and knowing each other closely. The participants agree most (4 views) under the “*working in collaboration*” effect. The education supervisors considering the unification to be positive stated, “*There are things we have learned from each other (P6 NES, P9 PES, P11 PES, P12 NES) and this way, they have had the chance to get to know each other closely (P3 PES, P8 PES).*” However, both NES and PES participants were discontent with the unification. Recommendations of the participants for alternatives to unification are presented in Table 8.

Table 8. The Views Regarding Recommendations for Alternatives to Unification of Education Supervision

Recommendations	Interview Statements
Regional Unification	<i>P11 PES- "A regional organization would help."</i>
	<i>P13 PES- "Supervision must be enforced not at a provincial level, but by a central and regional system."</i>
	<i>P2 PES- "It could have been a regional system."</i>
Unification at the Ministry Level	<i>P1 NES- "If the unification has to be done, it should be at the upper level."</i>
	<i>P11 PES- "The unification must be at the ministerial level."</i>
	<i>P2 PES- "If the supervision has to be unified, everyone should be unified at the upper level."</i>
Unification at the Governorship Level	<i>P10 PES- "Unification should be at least at the governorship level."</i>
	<i>P11 PES- "The unification could be under the governors rather than provincial national education directors."</i>
	<i>P3 PES- "Supervisors should be removed from under the provincial national education directors and assigned, at least, under governors."</i>

As seen in Table 8, the participants recommended unification at regional, ministerial and governorship levels for the unification of the education supervision. The recommendations appear to come primarily from the PES education supervisors. This finding may be interpreted as that the NES education supervisors actually disapprove of the unification and were content with the dual supervision structure before the unification.

Discussion, Conclusion and Suggestions

In the last 15 years, there have been many changes made to the Turkish Education System. One of these changes is the unification of the education supervision by Law 6528 in 2014. According to the findings of this study, which aims to present the views of the education supervisors on the unification of the Turkish education supervision, the reasons for this unification are opening the supervision to political influence, improving employee rights, eliminating duplication of services, intending to consolidate and centralize the supervision, and independent/quality supervision.

The initial purpose of the changes made to the education supervision in Turkey was to improve the quality of education. The legal grounds for the 2014 reorganization were described as improving the effectiveness of education, coordination, consolidating data at one center and facilitating collaboration between the two supervisor groups (Law 6528). However, the participants described the reasons differently. They stated that the reorganization opened the supervision to political influence and improved the employee rights. They further indicated that education supervisors were doing a similar job, intending to consolidate and centralize supervision and independent/quality supervision, suggesting that the unification was intended not to improve the quality of education, but to improve the supervisors' rights and carry out the supervisions with greater control. The supervisors who participated in the study conducted by Memduhoğlu (2012) before the unification reported that supervision in Turkey was less exposed to and less affected by political influence. In short, such findings support the reason for unification of opening the supervision to political influence.

Whether supervisors support or oppose the unification does not eliminate its effects. According to the participants, unification adversely affected the NESs, in particular, in terms of loss of status, biased supervision, low motivation, labor peace, and working on temporary duty. It adversely affected the PESs as well, in terms of financial expectations because they did not acquire what they had expected in matters such as travel allowances. Yalçın (2015) also emphasized that the failure to equalize financial rights and benefits while making the titles equal was the shortfall of the regulation. Ceylan (2015) lists many problems experienced by the education supervisors, including reporting to the National

Education Director; being stationed at the center, thereby revoking classroom supervisions, the status uncertainty, failure to pay a salary matching the job, the salary difference between the supervisors, MoNE's lack of an supervision policy and conducting politics through supervisors. The findings of the present study suggest that the supervisors generally experience problems in matters such as working on temporary duty, status uncertainty, and financial rights.

When the unification is viewed from the perspective of the education system, all of the participants agree on the lack of supervision as the most negative effect of the unification. Supervision provides important information on the level at which the objectives of education have been achieved. In this respect, Karakaya (2002) reported that the education supervision provided tangible evidence as to how many of their duties assigned by law the school administrators, teachers and other personnel fulfilled. He further indicated that supervision showed whether or not the staff had a good command of their duties, if student achievement was in line with the education system, and whether the methods and techniques used in the education-learning process were appropriate.

The fact that the unification of the education supervision has more negative effects than positive effects does not mean that its positive effects should be ignored. According to the participants, the unification enabled the two supervision groups to work in collaboration and know each other closely. The participants believe that they learned different things from each other in respect to the supervision process. In addition, unification gave them the opportunity to learn about each other's problems.

Unification of the education supervision under the Provincial NED is not considered to be a right action. Innovation is essential in the supervision since there can be no education system that goes uninspected. In Law 3797 on the organization, the Board of Supervisors was the supervision and advisory unit, and with Statutory Code 652, it was converted to a service unit named the Office of Guidance and Supervision. Under Law 6528, the Office of Guidance and Supervision was modified as a unit that does not have any tenured supervisors. All participants believe that unification under the Provincial NED would harm the objective performance of the supervision. Therefore, most of the participants recommend unifying under the ministry and region or at least the governorships. Öztürk (2014) reported that such problems might be eliminated by implementing a regional system and creating a central region at the ministry. Karakaya (2002) recommended, however, before the unification that the central organization should be at the ministry and that the provincial organizations should be independent of both the Provincial NED and the Office of Governor. In short, recommendations of unification were aimed toward unification at the center. Also, lastly, with the 2016 amendment (Law 6764), the ministry education supervisors (750 supervisors and the head) were employed under the Board of Supervisors. Other education supervisors continued to work at the provincial level. With this amendment, the supervision system was transformed back into a similar organization before the unification. Based on the interviews and the findings of this study, it is possible to say that the particular problems like professional exhaustion, financial expectation, loss of status experienced between the two groups (PESs and NESs) play an important role in the re-transformation.

The changes made in the recent years to the Turkish education supervision system are not only about the titles of the education supervisors, but also their position descriptions. The positions created by Law 6528 to perform the duties of guidance, control, supervision and investigation, inquiry, on-the-job training, and evaluation were changed to positions exclusive to position holders with Law 6764. Thus, the education supervisors were only given authority to perform supervisions, investigations and guidance services. In other words, the authority of the education supervisors to inspect, investigate and control were revoked. However, Law 6764 stipulates that they perform other duties as assigned by the provincial directors. This may be interpreted as that a provincial director may have the education supervisors perform supervisions and investigations, and even preliminary supervisions as an investigator. In addition, the education supervisor positions are those exclusive to position holders, and therefore, if a person filling such a position vacates it, then that position may be canceled. In short, there may not be anyone left with that title at the Provincial NEDs to perform supervision and investigation duties. This will affect negatively the improvement of educational quality and effectiveness, which is legal reason of this unification.

After the 2014 unification, the discussions mostly centered around the loss of status by a group (NESs) and failure to improve (make equal) employee rights for another group (PESs). Therefore, unifying the supervision under a single roof may not be intended to improve the quality of the education system, unlike what is stated in Law 6528. Also, with the reorganization, classroom supervision duty was left to the school principals, which removed the supervisors from the classes where education and learning activities take place. However, there is no requirement of expertise in supervision to become a school principal in Turkey (MoNE, 2015). Apart from the themes that emerged in this study, the participants did not endorse their removal from the classroom supervision. This view is also justified by the arguments that “classroom supervision requires expertise, and that school principals are not competent in classroom supervision and cannot perform classroom supervisions objectively, compare the schools, and introduce the best practices.” On the other hand, there exist supervision models in the world in which internal evaluation and external evaluation are executed together at schools, such as Denmark, Wales, Scotland, Ireland and Singapore. In this integrated supervision model, internal evaluation performed at school is considered to be a preparation process for external evaluation. External evaluators can determine and evaluate the condition of the school by looking at the evidence and reports received from the internal evaluation and perform their development and improvement work in line with the school needs (Çınkır, 2014). With the 2014 reorganization, it is attempted to perform the internal evaluation and external evaluation together in Turkey. However, there is a need to improve the qualifications and competencies of school principals for education supervision (Yeşil & Kış, 2015). It may be suggested that an integrated understanding will help take more realistic steps toward developing the education system this way.

In conclusion, the education and learning supervision in the Turkish education system has undergone some structural and formal changes over time (1846-2016). As seen from Tables 1a and 1b, the education supervision was organized as a system with the promulgation of the General Education Regulation in the Ottoman State and the foundation of the Ministry of National Education in 1869. Later, changes made both at the central organization and provincial organization level and the separation/unification of the supervisors (1914-1961-2014) have not gone mostly beyond a title change or a name change of the supervision unit. Actually, the changes made to improve the quality of education and learning have mostly remained at the formal level. The 2014 unification of the education supervision was also discussed in the past (the 1993 report of the Investigation Commission of the Turkish Grand National Assembly and the 15th and 17th National Education Councils).

Even the limited number of studies on the supervision in the literature (Bilir, 1991; Akbaba Altun & Memişoğlu, 2010; Memduhoğlu, 2012) recommended unifying the supervision units. However, it is possible that the reasons for this unification lack a scientific foundation. Furthermore, the unification that was made all of a sudden and without asking anyone's opinion led to discussions among the education supervisors. The attempt to enforce the new supervision system with a classical mentality led to several problems, such as the uncertainty of areas of duty and responsibility, overlapping duties, and professional dissatisfaction and exhaustion (Özer, 2015). At this point, based on the argument that “the big fish eat the little fish,” the former PESs, which are greater in number, played a major role in the unification of the supervision. Because the researches done with PESs and the decisions of National Education Councils ((15th ve 17th National Education Councils; Bilir, 1991; Akbaba Altun ve Memişoğlu, 2010; Memduhoğlu, 2012) before this unification, have pointed out that it is not a spontaneous decision but it is a result of well-planned and comprehensive study. As a result of the unification, while the PES and NES statuses were made equal, their employee rights remained unchanged. In short, neither group was content with the unification, because they did not get what they expected, and this organization led to discussions between the two groups. With Law 6764 in 2016, 751 people were reassigned back to the center and the remainder were left to work in positions exclusive to position holders at the provincial NEDs, which is tangible evidence that the unification in 2014 was not a correct move.

Suggestions

The unification of supervision, with its pros and cons, closely concerns first, the supervisors and second, the entire education system. Because any change made to the education supervision is expected

to take concrete steps toward the main problem of the quality of the education. However, any change made to the education supervision is expected to take concrete steps toward the main problem of the quality of the education. At this point, supervision regions must be created for the determination, evaluation and improvement of the current education system in which external and internal evaluation is integrated. For, Turkey has a crowded student (approximately 17 million and 500 thousand) and teacher (approximately a million) population (MoNE, 2017). It is not considered possible for every supervisor to reach every school and have a one-on-one contact with teachers and students at every school. Therefore, there must be cooperation with school administrators, school development teams and other education stakeholders at schools to execute the internal evaluation process. On the other hand, external evaluators at the regional level must also assume the duty of inspecting the processes at schools and their compliance with the law. It is by this way that the quality and effectiveness of the education can be improved more soundly based on the concrete evidence derived from internal evaluation and under the supervision of external evaluation.

On the other hand, it is also important to follow the changes in the education supervision understanding across the world. Today, concepts such as accountability, quality insurance, and accreditation have closely influenced the education system. In this context, any change made to supervisions in Turkey must lean toward contemporary models granting autonomy to the education supervision and involving the education stakeholders in the process, implementing both external and internal evaluation (whole school evaluation) together. In addition, supervisors must be directed to cooperate with the school administrators and teachers rather than being continually pulled to the center.

It will not improve and enhance the quality of the education with a limited number of supervisors coming from the center (about 2,500). Therefore, alternative models must be developed that will facilitate the regular supervision of the schools. For example, the approach of whole school evaluation in Ireland that involves an internal (self-evaluation) and external evaluation (McNamara, O'Hara, & Aingleis, 2002), and the risk-based supervision model implemented in the Netherlands where risks are evaluated based on quality standards and school are evaluated based on their performance (Çinkır, 2014; Katipoğlu, 2014) might be explored. In the present study, the education supervisors who were positively or negatively affected by the implementation were interviewed. Another study may be conducted to explore how the school principals and teachers are affected by the suspension of classroom supervision by supervisors.

References

- Akbaba Altun, S. (2009, 14-15 May). İlköğretim ve bakanlık müfettişlerinin denetimin birleştirilmesine yönelik görüşleri [Views of primary school and national ministry of education supervisors on unification of supervision]. Paper presented at IV. Education Administration Congress, Denizli.
- Akbaba Altun, S., & Memişoğlu, S. P. (2008). Performans değerlendirmesine ilişkin öğretmen, yönetici ve müfettiş görüşleri [Views of teachers, principals and supervisors on performance evaluation]. *Educational Administration: Theory and Practice*, 2008(53), 7-24.
- Akbaba Altun, S., & Memişoğlu, S. P. (2010). İlköğretim müfettişlerinin denetimin yeniden yapılandırılmasına ilişkin görüşleri [Views of primary school supervisors on reconstruction of supervision]. *İlköğretim Online*, 9(2), 643-657.
- Akbaba Altun, S., & Memişoğlu, S. P. (2011). Çoklu veri kaynağına dayalı değerlendirmenin okul iklimine etkisi [The effects of evaluation depending on multiple data resources on school climate]. *İlköğretim Online*, 10(2).
- Akyüz, Y. (2015). *Türk eğitim tarihi [History of Turkish education]* (27th ed). Ankara: Pegem Akademi.
- Aydın, İ. (2013). *Öğretimde denetim [Supervision in education]* (4th ed.). Ankara: Pegem Akademi.
- Balcı, A. (2010). *Açıklamalı eğitim yönetimi terimleri sözlüğü [Annotated dictionary of educational administration terms]* (2nd ed.). Ankara: Pegem Akademi.
- Bilir, M. (1991). *Türk eğitim sisteminde teftiş alt sisteminin yapı ve işleyişi [Structure and process of supervision sub-system in Turkish education system]* (Unpublished doctoral dissertation). Ankara University, Institute of Educational Sciences, Ankara.
- Bilir, M. (2014, 18 December). Türkiye’de eğitim denetiminin tarihsel gelişimi ve son yapılan düzenlemeler [Historical developments of educational supervision in Turkey and recent arrangements]. In *Proceedings Book of from Past to Future Educational Supervision and Supervisorship Panel* (pp. 40-65). Ankara: Bilkent University.
- Buluç, B. (1997). Türk eğitim sisteminde teftiş ve denetim alt sisteminin gelişim süreci [Supervision and control sub-system developmental process in Turkish education system]. *Bilgi Çağında Eğitim Dergisi*, 27-30.
- Carroll, M. (2007). One More Time: What is Supervision?. *Journal of Psychotherapy in Australia*, 13(3), 34-40.
- Ceylan, D. (2015). Müfettiş sorunları [The problems of supervisors]. *Eğitime Bakış Dergisi*, 11(33), 48-55.
- Cho, Y. (2014). The light and shadow of educational achievement in South Korea with suggestions for levelling up. In S. K. Lee, W. O. Lee, & E. L. Low (Eds.), *Educational policy innovations levelling up and sustaining educational achievement* (pp. 123-142). Singapore: Springer Publications.
- Commission of the Turkish Grand National Assembly. (1993). Araştırma Komisyonu Raporu [Report of research council].
- Creswell, J. W. (2015). *Nitel araştırma yöntemleri [Qualitative research methods]* (M. Bütün & S. B. Demir, Trans.) (2nd ed). Ankara: Siyasal Kitabevi. [Original print 2013].
- Çınkır, Ş. (2010). *Eğitim örgütlerinde yeniden yapılanma ve kapasite geliştirme AB ülkelerinden örnekler [Reconstruction and capacity building in educational organizations: Samples from EU countries]*. Ankara: Ekinoks Yayınevi.
- Çınkır, Ş. (2014, 18 December). Çeşitli ülkelerde eğitim denetimi ve müfettişlerin eğitimi, seçim ve atama ölçütleri [Educational supervision and training, selection and appointment of supervisors in various countries]. Paper presented at From Past to Future Educational Supervision and Supervisorship Panel, Bilkent University, Ankara.
- Ehren, M. C., Altrichter, H., McNamara, G., & O’Hara, J. (2013). Impact of school supervisions on improvement of schools—describing assumptions on causal mechanisms in six European countries. *Educational Assessment, Evaluation and Accountability*, 25(1), 3-43.

- Ersoy, F. (2016). Fenomenoloji. In A. Saban & A. Ersoy (Ed.), *Eğitimde nitel araştırma desenleri [Phenomenology: Qualitative research designs in education]* (pp. 51-109). Ankara: Anı Yayıncılık.
- Glesne, C. (2012). *Nitel araştırmaya giriş [Introduction to qualitative research]* (A. Ersoy & P. Yalçinoğlu, Trans.) (2nd ed.). Ankara: Anı Yayıncılık. [Original print 2011].
- Glickman, C. D., Gordon, S. P., & Ross-Gordon, J. M. (2014). *Denetim ve öğretimsel liderlik: Gelişimsel bir yaklaşım* (E. Ağaoğlu, Trans.). Ankara: Anı yayıncılık.
- Irish National Teacher's Organization. (2014). *Guide to Supervision in Primary Schools*. Retrieved February 12, 2015 from http://www.into.ie/ROI/InfoforTeachers/SupervisionandProbation/GuidetoSupervision/Guide_To_Supervision.pdf
- Karakaya, N. (2002). Bakanlık ve ilköğretim teftiş sisteminin birleştirilmesi hakkında yeni eğitim teftişi modeli [New educational supervision model on ministry and primary school supervision system unification. *TSA Dergisi*, 6(2), 61-68.
- Katipoğlu, İ. (2014). *Milli eğitim denetçilerinin risk odaklı kurum denetim modelini benimseme ve okullarda uygulanabilir bulma düzeyleri [National education supervisors' level of risk-based supervision model adoption and finding it applicable at schools]* (Unpublished master's thesis). Ankara University, Institute of Educational Sciences, Ankara.
- Katipoğlu, İ. (2016). Ministry of national education supervisors' adoption level of risk-based supervision model and the consideration of its applicability at schools. *Eurasian Journal of Educational Research*, 66, 407-428.
- Kyriakides, L., & Campbell, R. J. (2004). School self-evaluation and school improvement: A critique of values and procedures. *Studies in Educational Evaluation*, 30, 23-36.
- MacBeath, J. (2005). *Schools must speak for themselves: The case for school-self evaluation*. London: Routledge.
- McNamara, G., O'Hara, J., & Aingléis, B. N. (2002). Whole-school evaluation and development planning: An analysis of recent initiatives in Ireland. *Educational Management & Administration*, 30(2), 201-211.
- Memduhoğlu, H. B., Aydın, İ., Yılmaz, K., Güngör, S., & Oğuz, E. (2007). The process of supervision in the Turkish educational system: Purpose, structure, operation. *Asia Pacific Education Review*, 8(1), 56-70.
- Memduhoğlu, H. B. (2012). Öğretmen, yönetici, denetmen ve öğretim üyelerinin görüşlerine göre Türkiye'de eğitim denetimi sorunsalı [According to views of principals, supervisors and lecturers educational supervision problem in Turkey]. *Kuram ve Uygulamada Eğitim Bilimleri Dergisi*, 12(1), 135-156.
- Miles, M. B., & Huberman, A. M. (1994). *Qualitative data analysis*. London: Sage Publication.
- Ministry of National Education. (1996, 13-17 May). 15. Milli eğitim şûrası kararları [15th National education council decisions]. Retrieved February 2, 2015, from http://ttkb.meb.gov.tr/meb_iys_dosyalar/2014_10/02113559_15_sura.pdf
- Ministry of National Education. (2006, 13-17 November). 17. Milli eğitim şûrası kararları [17th National education council decisions]. Retrieved February 2, 2015, from http://ttkb.meb.gov.tr/meb_iys_dosyalar/2014_10/02113631_17_sura.pdf
- Ministry of National Education. (2011). *Milli Eğitim Temel Kanunu İle Bazı Kanun ve Kanun Hükmünde Kararnamelerde Değişiklik Yapılmasına Dair Kanun [National Education Basic Law]*. Retrieved February 2, 2015, from <http://www.resmigazete.gov.tr/eskiler/2014/03/20140314-1.htm>.
- Ministry of National Education. (2015). *Milli Eğitim Bakanlığı Eğitim Kurumları Yöneticilerinin Görevlendirilmelerine Dair Yönetmelik [Regulation on administrators of ministry of national education assignment]*. Retrieved September 23, 2016, from <http://www.resmigazete.gov.tr/eskiler/2015/10/20151006-2.htm>

- Ministry of National Education. (2016). *Teftiş ve denetimde köklü değişiklik [Radical changes in supervision and control]*. Retrieved February 17, 2017, from <http://www.meb.gov.tr/teftis-ve-denetimde-koklu-degisiklik/haber/12550/tr>.
- Ministry of National Education. (2017). *Milli Eğitim İstatistikleri örgün eğitim [National education statistics: formal education]*. Retrieved September 12, 2017, from http://sgb.meb.gov.tr/meb_iys_dosyalar/2017_03/31152628_meb_istatistikleri_organ_egitim_2016_2017_1.pdf
- Ofsted. (2009). *Every child matters Framework for the supervision of schools in England*. Retrieved February 10, 2015, from http://www.ige.min-edu.pt/upload/AEE_2010/frameworkSupervisionSchools_Apr091.pdf
- Ofsted. (2013). *The framework for inspecting boarding and residential provision in schools*. Retrieved February 10, 2015, from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/379399/The_20framework_20for_20inspecting_20boarding_20and_20residential_20provision_20in_20schools.pdf
- Ofsted. (2015). *School supervision handbook*. Retrieved February 10, 2015, from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/391531/School_supervision_handbook.pdf
- Özer, Z. (2015). Eğitim denetiminde değişim süreci ve paradigma arayışları [The process of change and pursuit of paradigm in educational supervision]. *Eğitime Bakış Dergisi*, 11(33), 62-67.
- Öztürk, M. (2014, 18 December). Türkiye'de maarif müfettişlerinin uygulamada karşılaştıkları sorunlar [The problems in practice faced by educational supervisors in Turkey]. In *Proceedings Book of from Past to Future Educational Supervision and Supervisorship Panel* (pp. 97-113). Ankara: Bilkent University.
- Patton, M. Q. (2014). *Nitel araştırma ve değerlendirme yöntemleri [Qualitative research and evaluation methods]* (M. Bütün & S. B. Demir, Trans.). Ankara: Pegem Akademi.
- Perry, C. (2013). *Approaches to school supervision*. North Ireland Research and Information Service Research Report, NIAR 521-13. Retrieved February 11, 2015, from <http://www.niassembly.gov.uk/globalassets/documents/raise/publications/2013/education/12613.pdf>
- Programme for International Student Assessment. (2016). 2015 PISA sonuçları açıklandı: Türkiye kaçınıcı sırada? [PISA results were announced: What is Turkey's ranking?]. Retrieved October 15, 2016, from <http://www.kamugundem.com/egitim/2016-pisa-sonuclari-aciklandi-turkiye-kacinci-sirada-h6391.html>
- Schleicher, A. (2007). *How the world's best-performing school systems come out on top. Executive Summary*. OECD Publishing.
- Sullivan, S., & Glanz, J. (2015). *Okullarda eğitim ve öğretimi geliştiren denetim [Supervision improving education at schools]* (A. Ünal, Trans.). Ankara: Anı Yayıncılık.
- Taymaz, H. (2013). *Eğitim sisteminde teftiş kavramlar ilkeler yöntemler [Supervision in education system: Concepts, principles and methods]* (10th ed.). Ankara: Pegem Akademi.
- Tonbul, Y., & Baysülen, E. (2017). Ders denetimi ile ilgili yönetmelik değişikliğinin maarif müfettişlerinin, okul yöneticilerinin ve öğretmenlerin görüşleri açısından değerlendirilmesi [An evaluation of the course supervision regulation according to the views of supervisors, teachers and principals]. *İlköğretim Online*, 16(1), 299-311.
- Vanhoof, J., & Petegem, P. V. (2007). Matching internal and external evaluation in an era of accountability and school development: Lessons from a Flemish perspective. *Studies in Educational Evaluation*, 33, 101-119.
- Whitby, K. (2010). *School Supervision: Recent experiences in high performing education systems. Literature Review*. UK: CfBT Education Trust Publication.

- Wolf, I. F., & Verkroof, J. J. H. (2011). Evaluatie van de theorie en praktijk van het nieuwe onderwijstoezicht [Evaluation of theory and practice of risk-based school supervisions in the Netherlands] (SICI, Trans.). *Tijdschrift voor Toezicht*, 2(2), 7-24.
- Yalçın, A. (2015). Denetimin unvan, imkân ve yetki sorunu [The problem supervision title, opportunity and authority]. *Eğitime Bakış Dergisi*, 11(33), 1-3.
- Yalçınkaya, M. (1990). Türk eğitim sisteminde teftişin bütünleştirilmesi [Integration of supervision in Turkish education system]. *Ankara Üniversitesi Eğitim Bilimleri Fakültesi Dergisi*, 23(1), 245-266.
- Yeşil, D., & Kış, A. (2015). Okul müdürlerinin ders denetimine ilişkin öğretmen görüşlerinin incelenmesi [Examining the views of teachers on school principals' classroom supervision]. *İnönü Üniversitesi Eğitim Bilimleri Enstitüsü Dergisi*, 2(3), 27-45.
- Yıldırım, A., & Şimşek, H. (2011). *Sosyal bilimlerde nitel araştırma yöntemleri [Qualitative research methods in social sciences]*. Ankara: Seçkin Yayıncılık.