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## CAN Niyazi (Турция) THE SUPERVISION PROBLEMS OF TEACHERS OF PRIMARY SCHOOLS IN TURKEY

### Introduction

Supervision can be defined with different definitions such as examining, controlling and actions of investigating which are understood within the process of supervision. Instead of the terms of supervision and inspection, the term of "teftiş" has been used in Turkey. The term "teftiş" which is related to guidance, inspection and supervision has been applied to supervise and control heavily. In another words, it has been applied to evaluate teachers and students, particularly, rewarding and punishing all staff.

Furthermore, Sergiovanni and Starratt's opinions overlapped with the previous one. According to them (1993, p.38) supervision is a process that helps teachers and supervisors to have more information about their practices; to use their knowledge and skills for parents and schools effectively. Supervision is important to make the schools more effective learning conditions.

On the other hand Karagözoğlu (1972) defined supervision: According to him it is a process containing all the professional help and guidance services that are provided by inspectors and experts for the teachers and the other staff for the purpose of increasing the productivity of education and instruction activities.

Moreover Sergiovanni and Starratt (1993) again highlighted the definition of supervision. They say that the supervision have started to take part extensively in agenda of both state policy and local school management. Many states, for example, decided to rise the supervision and evaluating of teachers. These mandates ranged from required "training" in the techniques of supervision and evaluation for principals and supervisors to the provision of comprehensive and standardized state systems of supervision and evaluation. Many of these systems were based on a body of research associated with the teaching effectiveness and school effectiveness movements. This research noted that "effective schools" are characterized by principals and other supervisors who exercised strong instructional leadership.

Moreover, states that supervision emerged as a key role and function in the management of schools exactly. As a result of this Taymaz (1995) notes that supervisors must cooperate with the staff and set up an environment where they can explain problems and solve them. He adds that staff should be appreciated, environment of trust must be set up, a guiding, rewarding organizational climate must be created and the atmosphere of political challenge must be avoided. These suggestions are also needed for effective classroom management and supervision. But, the supervisors must be trained well in order to carry out these needs.

Besides this, Ben M. Harris (1975, p.7-8) adds that the promoting of supervisors education and their training are one of the curricula conditions for the productivity of Turkish educational system, this has been thought important than it was in the past. The cultures of organizations rightly differ, that cultures are affected by a variety of factors, and these diverse cultures are reflected in diverse structures and systems' (Handy, 1987, p. 185). From this point, it can be pinpointed school masters could use remarkable help from school culture in order to oversee his/her school effectively.

### The Supervision in Turkey

The aim of education is to raise healthy, disciplined, industrious, self-reliant and productive generations having a national personality and character, an ability to think freely and rationally, respectful of human rights and conscious of their responsibilities as much for their personal well-being as for the happiness and prosperity of their society in particular and humanity in general (Akyol, 1990, p.5).

According to the Basic Law of National Education it is the Ministry of National Educational that is responsible for carrying out educational and instructional services, inspection and supervision of these services. In the structure of the Ministry of National Education in Turkey, there are ministry supervisors assigned under the Ministry, and primary instruction supervisors assigned under the governorship; and those two institutions work under different laws.

In Turkey, primary school teachers are supervised in two ways, then they are evaluated and the report is written. One of the reports is the Register Report of Civil Servants that is written by school masters as the register

chief, and the other is the supervision report (Teacher Inspection Form), that is written by the supervisors.

#### **Evaluation with the Register Report**

In Turkey, all the officials (civil servants) who are defined by the first paragraph of the first item of the Law of Government Official are evaluated according to the Register Regulations of Government Officials (Resmi Gazete 19255, 1986). The primary register chiefs (that is the schoolmaster for the teachers) write their thoughts, positive-negative attitudes and behaviors in their registration report book every three months, which they determine during observation and supervision they do for one-year registration period. The register reports are written by register chiefs during the second half of December every year " based on the registration report notebook.

The first, the second and the third register chiefs of the official write their parts of the report. Evaluation is done out of 100 points and 59 and less are considered to be negative register. The official who has a negative register report is warned with a letter. The warned official can object to the explained conditions in writing. The officials having the average

- a) from 60 to 75 are accepted to be successful at middle level,
- b) from 76 to 89 are accepted to be successful at good level,
- c) from 90 to 100 are accepted to be successful at very good level; 59 and less are accepted to be insufficient.

The primary school teachers, being civil servants, are also evaluated with this register regulation. The register report includes two parts. The first part is "the personality evaluation" which is about general conditions and behaviors of the official. In this part, the official is evaluated with regard to good and bad habits and skills.

The second part of the report is composed of eleven items for the evaluation of the official's professional qualifications, "the success demonstrated during the duty". These include the sense of responsibility, the official's devotion to the duty, professional knowledge, tidiness and conscientiousness, success in cooperation and adaptation to the changing conditions and duties, objectivity obeying the rules, being hardworking in executing responsibilities, skills and productivity, representational skills, professional adequacy and proficiency in foreign language are the qualifications required from those working for the institutions which have offices abroad.

The evaluations done with the register reports can be used in: Degree and position increases, degree increase as a reward, promotions, dedications in discipline related punishment, dismissing. Evaluation of such an important situation by such unreliable judgements can cause management faults as well as judicial faults and injustices. There is mismatch between the aims and the means of evaluation. The aim of personality evaluation is to determine if the official complies with the requirements of the duty. These evaluations must be done before the official is appointed and this must be done through the tests prepared for that purpose (Başar, 1995, p.29).

Register chief (superior) has to make an evaluation for the officials for whom he or she can not determine one or a few of these eleven items. Therefore, the chief will have to make a judgement on a matter that he or she doesn't know about. Another objection to the report is that there is usually only one register chief who knows the teacher and makes the evaluation. The register chiefs, except for the first one, usually have no direct knowledge about any of the teachers they evaluate. Especially, in the crowded schools in the city centers, it is impossible for a register chief to know all the features of a teacher written in the report (Başar, 1995, p.30).

Secrecy is important for register reports. This is a kind of obstacle between the register reports and the goals of evaluation. Anxiety and misinterpretations created by secrecy may invert the advantages that are expected from the evaluation. The officials evaluated with a point between sixty and a hundred aren't informed about the result of the evaluation, and that may lead to the idea that there is no important difference between taking sixty or a hundred. Actually, with this application, there does not seem to be a difference between taking sixty or hundred.

#### **Evaluation with the Supervisor's Report**

The second phase of teacher evaluation is done based on the supervisor's report. In this case we see differences between the practices in primary and secondary schools. It can be extrapolated that the practices of evaluation based on the supervisor's report in primary schools serves more towards the aims than the practices in secondary schools in many aspects.

The following are the inadequacies of evaluation reports written by supervisors: It doesn't take into account all the variables related to the student, the school, the possibilities of circumference and the teacher which are effective on the evaluation; there is no clinical approach, main details cannot be observed and it contains questions related to data which are hard to be collected in such a short period.

The duties and the authorities of the supervisors are defined in "The Regulation for Primary Education Supervisors Chairmanships"(MEB Tebliğler Dergisi, 2001). While duties and authorities of the supervisors are listed, priority is given to guidance and training on the job. At the beginning and at end of every academic year, if needed in the educational year, organizing professional meetings with the teachers, following the professional publications and the developments about the profession to determine and solve the problems of education, instruction and administration and guiding and helping the teachers and the administrators for the training of trainee teachers are mentioned as the prior duties of the primary education inspectors.

In "The Inspection Committee Regulations of the Ministry of National Education" and "The Inspection Committee Regulation of the Ministry of National Education" that comprises the ministry inspectors, supervision, research and investigation jobs are taken into account, but an important subject like "guidance" is neglected. But, it doesn't matter what the type and the degree of the school is, or what the way of training of the teacher and his or her branch is, today there is more need for guidance and training on the job than in the past.

At different periods, meetings for joining these two institutions which are responsible for inspection but have different methods and basis of working were arranged and for ensuring the inspection to serve its principles and processes, reports were written but the aim could not have been realized. During two of the committees of national education which had the largest participation, 14th and 15th National Education Councils, recommendation were

made for taking up the inspection system again, rearranging the duties and authorities of primary and ministry inspectors who do the same duties and have the same responsibilities from the beginning by abolishing the two headed inspection (14. MEŞ, 1993; 15. MEŞ, 1996).

The unity of these two different inspection units can only be *realized* with the changes that will be made by law. If they are united, "Inspection and Evaluation Committee" within the structure of the ministry and "Inspection Committee Chairmanship" in the cities can be established; moreover, investigation and inspection and guidance groups can be established separately.

In Turkey, researches on supervision have been carried out and proposals have been developed. These researches propose to build up the inspection system from the beginning to prepare effective supervision conditions and to train supervisors (or inspectors). Especially, it is explained that inspectors also have investigation duty, besides their inspection and guidance duties (Açıkgöz, 2001; Taymaz, 2001; Açıkgöz, 1990).

#### **The Thoughts of the Teachers and the Supervisors about the Problems Related To Supervision of Primary School Teachers The Research Problem**

What are the thoughts of the supervisors and the teachers about supervision and guidance conditions and problems of the teachers working in primary schools in Turkey? This is the major question of this research. The sub-problems and interview questions are listed below:

1. Should both the supervisor and the register reports be used for evaluating the teacher?
2. Are the schoolmasters being the first register chiefs, doing the evaluation effectively and objectively?
3. Are the supervisors doing the evaluation effectively and objectively?
4. Are the supervisors carrying out their duty of guidance sufficiently?
5. What are the professional qualifications of the supervisors?

#### **The Research Method**

The research method used in this study was the survey method. Based on this, national and foreign sources were reviewed, and supervisors' and teachers' opinions were collected through semi-structured interviews.

Kahramanmaraş from Mediterranean Region, Kayseri and Aksaray from Middle Anatolia Region were chosen as research areas. 117 supervisors in total work in those three cities. The subjects of this study, 25 primary education supervisors and 55 teachers were interviewed. Interviews were done with the supervisors. Questionnaires were sent to the teachers chosen from the regional schools of different cultural, social and economic levels and their written answers were collected. Interviews were also done with the ones giving conflicting and vague answers (15 teachers). The cities chosen are believed to reflect Turkey's average. The matters and problems shared by more than the half of the subjects who are interviewed are accepted as the outcomes of the research. The opinions shared less are mentioned as "some opinions".

#### **The Outcomes of the Research I. Should both the supervisor and the register report be used for evaluating the teacher?**

Primary school teachers are evaluated through both register reports and supervisor's report. The former is filled according to the master's impressions, and the latter according to the supervisor's. From the point of view of knowing the teacher correctly, both the manager's evaluation closely realized and the supervisor's evaluation distantly realized are made use of. Registers reports are expected take the teacher to be improved, clinical approach to be used and the teachers to be informed about the result of the report. To evaluate the teacher correctly, the thoughts of the administrator, the teacher himself, the parents of the students, the other teachers and the supervisors (the committee) are all expected to be effective.

According to the teachers, the supervisors notice some overlooked deficiencies of the teacher and the class. But, in a short period, supervision can't be effective and objective and no natural observation can be made. But the schoolmaster does observations of long periods. His observations are also affected by student and teacher opinions. But, the masters are at the same level of education as the teachers, and their problems of lack of training occur in the areas of administration, supervision and human relations. The problems explained, in this stage, resist the master to do effective supervision and guidance. Some of the masters (1/3 of them) can't save themselves from the negative effects of close observation, bilateral and close relations established with the teachers.

#### **2. Are the schoolmasters, being the first register chiefs, doing the evaluation effectively and objectively?**

The first register chiefs of teachers are the schoolmasters. Eleven questions (criteria) in the existing register reports are insufficient in evaluating the teacher and they need to be improved (shared). Besides, some behaviors (for example sense of responsibility, neutrality) are seen impossible to be evaluated by points. Masters don't have dependable and valid criteria to evaluate these kinds of behaviors. The third register chief gives points without knowing the teacher. He usually gives the points the first and the second chiefs gave.

According to the Primary Education Institutions Regulations the school is administrated by the master. The master, according to the law (items 71 and 72), is authorized to perform, to regulate and to inspect all the works of the school (MEB, 1997). The schoolmasters are chosen from among the teachers. They don't have a different education level from the other teachers. But with the instruction that came out in 1998 on the assignment and replacement of the masters, education and examination were laid down as conditions for school master assignments (MEB, 1998).

Teachers and supervisors seemed to be pleased with this newly started regulation. Management training is expected to be continuous, and the masters are expected to take postgraduate education as well as short period courses. Yet, at this stage, it is explained that existing masters can't do effective and objective supervision and guidance. According to the teachers, for effective and objective supervision, masters have to train themselves (in the areas of management, supervision, guidance and human relations), and be reliable, in healthy human relations with the teacher.

### 3. Are the supervisors doing the evaluation effectively and objectively?

Supervisors observe and evaluate the teacher according to the criteria (behaviors) in the "Teacher Inspection Form" (MEB Tebliğler Dergisi, 2001). 3 sub-titles and 24 behaviors take place under the title of Observed Behaviors. It is explained that those behaviors are improved important criteria. They are also improved by time. Supervisors have to come together with the teachers twice a year. That makes it hard for them to concern with every teacher sufficiently. There is not enough time, so a whole, effective and objective supervision doesn't exist.

The schools are visited at least twice, first at the beginning of the educational year and the second at the end. In the existing supervision this process is followed: Interview with the teacher, at least two lesson time of observation, to write the supervision reports, to inform the teacher of the results of the supervision, to remind the teacher of his or her positive, negative sides, if needed, a second supervisor to watch the lesson and make the evaluation

Primary education supervisors who are limited in number (46 in Kayseri), have various and large duty areas are accepted to be unable to do effective supervision and guidance. It is believed that in supervision and guidance environment, possibilities and conditions which the school is in is taken into account. They are the supervisors who are more high level share the opinion that the supervision was done objectively.

These sentences of one of the teachers interviewed were found interesting: *Supervision in our schools isn't performed naturally (behaviors are affected, specimen and artificial). The schoolmaster who learned that the supervisor would come gives information to the teachers. Posters, pictures and plans are needed for the school and the class are completed. Teachers make their classes appropriate for the supervision. The master tries to show the school more than what it is and the teacher tries it for the class. Everyone shows artificial relationships .Because of that, no intimate, effective and objective supervision takes place.*

### 4. Are the supervisors carrying out their duty of guidance sufficiently?

The teachers explained that the supervisors rely largely on observation, investigation and supervision, but don't do enough guidance. Not large as the teachers', but that opinion is shared by the supervisors, too. The teachers count these causes: The supervisors essentially take the instructions and the theory, they are few in numbers, and they can't set aside time for each teacher. Most of the teachers explained that they easily established a dialogue with the supervisor and day by day their relations were going positive and functional. Thirty percent of the teachers told that they had a problem of anxiety during the relations. None of the supervisors accepted that, they explained that the origin of the anxiety was coming from the image of supervisor that was formed before.

Teachers, for effective guidance, want relations providing mutual trust, want supervisors to have a branch in the matter of supervision, want them to be trained in professional and human relation areas and they want enough number of supervisors to be assigned.

### 5. How are the professional qualification of the supervisors?

Five of primary education supervisors (total 117) that exist in the cosmos of study had received the graduate education and the others bachelor's degree. Both the supervisors and the teachers had received bachelor's degree education. All of the teachers expect the supervisors to have an education degree higher than theirs. The supervisors too, accept that the education they are taking have to be improved during continuous in-service training. According to this, the need for increase in professional adequacy of the supervisors is explained by the teachers in higher ratio, but in general, that opinion is shared. Half of the supervisors see the graduate education necessary, others emphasize that the developments in the supervision area were needed to be followed and that had to be continuous. The supervisors have to become an expert in the areas (education instruction, public education, apprenticeship training, education tools, training courses)\_and the levels (ages between 4-6, 7-11 or 12-24) they will supervise.

It is perceived as a main problem that the people doing observation, investigation, supervision and guidance are the same people. It is shared by some teachers and supervisors that it will be hard for the person doing guidance to do objective supervision and investigation together.

### The Result and the Proposals

Teachers working in primary schools in Turkey are supervised separately by school masters and the primary education supervisors. Schoolmasters put the evaluation results about teachers in "Register Report of Civil Servants)". The schoolmaster is also the first register chief of the teacher. The supervisor, being the second registers chief, fills in "Teacher Inspection Form" according to the results of observation and conversation. Supervisor also writes his or her opinion and note about the teacher in the register report. Two separate supervision makes cooperation and effective supervision hard.

Teachers can't be evaluated by all sides and as a whole by the thought of utilizing the human resources. This reduces the effect of the supervision. The supervisor and the teacher have the same education level (bachelor's degree), which makes the cooperation and the trust hard. Deficiency of the education in the school masters regarding managing and supervision and inadequacy of the criteria in the register reports used reduce the effectiveness of the masters during supervision. The master's assignments by examination, and training since 1998 are positive developments.

Variety in the areas of supervision, inability to become an expert in every area and transitory in-service training are the factors reducing the effectiveness of supervision. Also the heaviness of the supervisor's charge makes sufficient cooperation with every teacher, observation and evaluation hard.

Instead of supervising the teacher separately by both the schoolmaster and the supervisor, the teacher has to be supervised together, by cooperation and coordination. The contradiction of giving the same supervisor the duty of investigation together with the duties of supervision and guidance must be abolished. Increasing the effectiveness of the class and the school must be the target in supervision. Supervision should be understood as a process of cooperation between the supervisor and the supervised for success and an effective class management.

For an effective supervision, the supervisor and the schoolmaster must expertise themselves in related subjects. In-service training and improvement must be continuous. In evaluating the teacher, the opinions of the teacher, the guardians of the students and the students must be taken into account.

Supervision has to be based upon mutual trust, adequate cooperation and observation in natural environment. It has to increase the quality, the success and the happiness of the teacher and the students. The criteria of the register report and the supervision form used for supervision of teachers must be developed, and this must be a reliable and valid evaluation tool.

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#### **МЕХАНИЗМ РЕАЛИЗАЦИИ ЦЕЛЕЙ СТРАТЕГИЧЕСКОГО УПРАВЛЕНИЯ В РАЗЛИЧНЫХ ВРЕМЕННЫХ РАМКАХ**

В научной литературе по управлению и в практике работы отечественных предприятий с учетом поставленных целей и задач выделяют следующие типы управления: перспективное, текущее и оперативное. Понятие текущего и оперативного управления отражают управление функционированием предприятия, а перспективное (стратегическое) направлено на развитие предприятия в будущем.

Для каждого вида управления существует свой набор функций, обеспечивающий полный цикл принятия управленческих решений: прогнозирование, планирование (включающее цель, бюджетирование и организацию), контроль и регулирование. Каждый из уровней обеспечивает достижение своей группы целей. В совокупности они образуют стратегию предприятия. За текущую и оперативную деятельность в организационной структуре предприятия отвечают центры прибыли. Ответственность за стратегическую деятельность распределяется между стратегическими центрами и высшим руководством.

Только единая стратегия реагирования на внешние изменения, управление ресурсами и снижение затрат позволяет обеспечить эффективную деятельность предприятия.

Имеются различные подходы к определению стратегического управления. То есть стратегическое управление определяется либо как процесс, либо как система. И. Ансофф определяет стратегическое управление как «деятельность ... связанную с постановкой целей и задач организации и поддержания ряда взаимоотношений между организацией и окружением, которые позволяют ей добиваться своих целей, способствуют ее внутренним возможностям и позволяют оставаться восприимчивой к внешним требованиям» [1, с.239]. С другой стороны концепция стратегического управления И. Ансоффа посвящена одной модели управления, а именно – «модели приспособления к спонтанно, неожиданно возникающим проблемам, угрозам и возможностям, проистекающим из внешней среды фирмы».

В других работах стратегическое управление определяется следующим образом: «Стратегическое управление – это такое управление организацией, которое опирается на человеческий потенциал как основу организации, ориентирует производственную деятельность на запросы потребителей, осуществляет гибкое регулирование и своевременные изменения в организации, отвечающие вызову со стороны окру-