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## Dilemmas of Teachers Related to the Supervision in Schools: A Case Study

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School supervision is generally defined as the process of determining the realization level of performance indicators in schools, and evaluating the quality of education. Supervisors are not directly involved in these activities, and are appointed by the Ministry to assess fulfilment level of these educational activities. In current study, teachers' perspective related to the supervision in Türkiye was examined in a qualitative research design. A single case study model was adopted to explore the case in depth. The aim of this research was to explore views of 28 teachers on supervision. The study group was chosen through maximum variation sampling technique. Data were collected via semi-structured interviews, observations, and focus group interviews. Thematic content analysis technique was adopted to analysis of raw data. Four themes emerged based on the analysis. These themes were low stakes inspection, high stakes inspection, decentralization, and decreasing in quality. The results revealed that the participants were in a dilemma about the supervision in schools. Moreover, this dilemma was related to the audit of teacher performance by school principal and the supervision of school by ministry inspectors. In addition, through the focus group interviews, the suggestions of the participants with different perspectives on inspection were explored and thus more generalizable themes were produced.

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## Introduction

Almost all countries desire to have schools that provide effective learning for all students. Therefore, increasing the duration of compulsory education is among the priorities of education system in many countries. It is essential that the schools are free of charge for all citizens; and therefore, the supervision conditions are regulated by the state (MacNab, 2004). In general, the purpose of supervision is to determine the meeting level of school aims (Kemethofer et al., 2017). In Türkiye, the responsibility of inspectors on teacher assessment was abolished based on the law No. 6528 in 2014. By this law, the responsibility of teacher assessment was left to school principals, and the responsibility of Ministry inspectors was confined with the examination and investigation of specific issues in schools. Since the inspection is considered as a function of management, the changes in supervision cause the

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changes in management approach. This makes essential to identify the perspectives of teachers related to the inspection in schools.

Supervision is an important process, which ensures that the functioning of the organization is maintained in accordance with the goals of the organization. In the simplest sense, supervision aims to determine the achievement level of an organization considering its goals. Schools are the institutions that need to be supervised as like other organizations (Milanowski & Heleman, 2001). Today, supervision aims to determine the success level of schools, which are success-oriented institutions. This encourages educational staff to take the necessary measures to improve the processes in the school and achieve better results in educational practices (Skedsmo & Huber, 2017). According to Dederling and Sowada (2017), in traditional sense, school supervision is the control process of educational staff in schools. In this process, the inspector focuses on whether the tasks are fulfilled, and on determining the problems and deficiencies.

School supervision is generally defined as the process of determining the realization level of performance indicators in schools, and evaluating the quality of education. Supervisors are not directly involved in these activities, and are appointed by the Ministry to assess fulfilment level of these educational activities (Ehren & Godfrey, 2017). In this context, inspectors are expected to assess educational activities such as implementation level of educational program, school projects, and school development practices. Considering the supervision in schools, educational supervision, which ensures the evaluation of the quality of teaching, is more important (Denner et al., 2001). The literature review deals with the following three topics: traditional supervision models and the supervision in today's schools. Then, the context of Türkiye is presented.

### **Traditional supervision models**

During 19<sup>th</sup> century, the traditional school inspection was practiced in many countries, and was carried out on the basis of examining the documents prepared by teachers. In general, traditional inspection process includes the practices such as determining the standards and lower bounds, sanctions, rewards and interventions, feedback during inspection visits, and public reporting (Ehren et al., 2013). The literature investigation reveals five traditional supervision models. These are scientific supervision, artistic supervision, instructional supervision, clinical supervision, developmental supervision, and differentiated supervision (Hyrkäs, 2005; McMahon & Patton, 2000; Zepeda, 2002).

*The scientific model* is a classical type of supervision that is influenced by classical management theories. This model runs based on controlling and reporting. It is limited to due diligence only (Montean, 1970). *The artistic supervision model* requires repetitive classroom observations over a long period creates an opportunity for the development of an open communication between the teacher and the supervisor; and so, it provides mutual understanding and trust (Jaffer, 2010). The role of supervisors is to work in alignment and cooperation with teacher to cope with the problems in learning process (Pasaribu et al., 2017). *The instructional supervision model* is an approach, which aims to enable contribution in professional development of teachers by identifying and resolving their problems (Beaver, 2002). In instructional supervision model, the aim is to help teacher by observing the classroom activities, especially in teaching process. The cooperation among students, teachers, and supervisors is essential to create high quality learning environment (Holland, 2005; Memduhoğlu & Zengin, 2012). *In clinical supervision model*, supervisors respect for distinctive practices of teachers, and the supervision process is conducted based on mutual



trust and understanding between supervisor and teacher. This model aims at a supervision that enables teachers to discover their strengths and weaknesses. Instructional practices are evaluated in a flexible and open communication approach (Lindblad, 2021; Smith, 1997; Stevenson, 2005). Teachers also find chance to examine their own practices in a reassuring and supportive environment (Bland & Rossen, 2005). *In developmental supervision model*, supervisor applies the most suitable supervision approach considering developmental needs of teachers (Grashel, 1997). This model takes individuals (not the institution) to the centre, so it differs from clinical supervision. It assumes that the quality of outputs increases depending on development of the teachers (Smith, 1997). *The differentiated supervision model* assumes that teachers have different developmental needs and learning styles, so the supervision should differ for each teacher (Glatthorn, 1984). In this model, teachers take initiative to initiate and maintain personal and professional development and take responsibility for own development processes in collaboration with the supervisor and their colleagues (Holland, 2005; Regan, 1993).

### Supervision in today's schools

At the beginning of the 20<sup>th</sup> century, education system became more complex. In this period, supervision gained significance more than before, and new responsibilities were given to the inspectors. Ehren et al. (2013) developed a conceptual model by analysing official documents and interviewed inspection officials in six European countries (e.g., Austria/Styria, the Czech Republic, England, Ireland, the Netherlands, and Sweden). They identified two inspection systems including high-stakes systems (HSS) (i.e., accountability pressure, public reporting of inspections results, differentiated inspections, outcomes-orientation, and sanctions) and low-stakes systems (LSS) (reported by school leaders). For example, Austria represents a low-stakes system that does not link school achievements to inspection results. In Austria, school inspection is a federal responsibility carried out by school inspection service officers and teachers assigned to inspection functions. Supervision of teachers (including guidance, control, and professional development) is a primary task of the school principals (Kemethofer et al., 2017). Similarly, since 1990s, the instructional improvement in schools and teacher effectiveness is seen the main responsibility of school principals in USA (Binkley, 1995; Kraft & Gilmour, 2016). However, in Sweden, which represents a high-stakes system, the potential consequences of inspections are sanctions and financial penalties. In Swedish schools, supervision 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 evaluation, the learning outcomes are observed in assessment process. In addition, the documents related to the school administration and the staff is inspected (Gustafsson et al., 2014). Similarly, the Netherland has a high-stakes supervision system. Since 2007, the school inspection has been carried out by Dutch Inspectorate of Education Board (Reezigt et al., 2003). This board also assesses potential problems affecting the quality of education (Scheerens et al., 2012). The high-stakes supervision system aims to audit the schools in the high-risk group instead of regular supervision (Timmermans et al., 2015). This supervision system makes inspection more efficient by reducing the administrative burden perceived by schools (Ehren & Shackleton, 2016).

Experimental findings show that the high-risk inspection system is more effective especially in disadvantaged areas and the schools that perform poorly (Nushe et al., 2014). Ehren et al. (2013) found that the inspection in high-stakes systems (i.e., accountability pressure, public report including inspections results, differentiated inspections, outcome-oriented inspection,

and sanction-oriented inspection) triggered developmental activities in schools more than low-stakes. In addition, school supervision is an important part of the frame of quality assurance in education, as well as the accountability of education system (Ehren & Hatch, 2013). To guarantee accountability of public institutions, there is an increasing demand for reliable knowledge concerning the functioning of schools. In this sense, the governments focus on reliable knowledge to monitor education quality in schools (De Fraine et al., 2002). Therefore, establishing and strengthening accountability in education systems is one of the most prominent features of education policies in Western Europe, North America, and Australia (Richards, 2001).

Since the 2000s, new supervision models such as self-evaluation and performance-based assessment models were developed to cope with increased demands for accountability, and to promote instruction quality (Ehren & Honingh, 2011; Jones & Tymms, 2014; Van Bruggen, 2010). New supervision approaches focus on qualifications such as democratic values, organizational trust, and self-evaluation, instead of seeking shortcomings of teaching staff (Glickman et al., 2012; Sullivan & Glanz, 2000). For instance, Singapore has a supervision system based on the self-evaluation. Self-evaluation model is an important factor for school development in Singapore (Low et al., 2017; Perry, 2013). Moreover, performance-based assessment represents an indispensable approach to assess student achievements. Therefore, the inclusion of performance-based assessment in core content areas should be considered a necessary part of designing effective curricula for schools and evaluating them appropriately (Darling-Hammond, 1994; VanTassel-Baska, 2013). Brady (2016) stated that self-evaluation has become a demanding procedure, which means putting an end to external inspections of schools and teachers in both UK and Ireland.

In performance-based systems, school performance is concerned to effective learning outcomes as well as explicit sanctions and rewards that motivate schools to meet school goals. Due to the increasing availability of data and the strong emphasis on effectiveness of school administrators, these approaches have significant appeal for top managers and policymakers in education (UNESCO, 2017). This supervision model is used in most countries to clarify instructional goals and to improve collaboration in teaching and learning in schools (Blasé et al., 2010; Smylie, 2010). School principals were assigned to supervise the instruction on a daily basis (Daresh, 2006). In this sense, the effectiveness of schools is largely dependent on the abilities of school principals to supervise teachers.

### **In the context of Türkiye**

The history of Turkish education supervision system can be dated back to the 19<sup>th</sup> century in Ottoman period (Kurum & Cinkir, 2017). In 1846, under the Ministry of Education, two units named primary education directorate and secondary education directorate were established, and the officers were appointed to perform inspection (Akyuz, 2015). In 1862, the inspection officers were named 'inspectors' for the first time and they inspected central and provincial schools (Taymaz, 2002). The first statements about the inspection was a management process took part in principles of the *General Education Charter* prepared in 1869 (Sahin et al., 2013). In the regulation of 1875, the main task of inspectors was to support teachers and provide guidance to them. In the early 1900s, the main responsibility of education inspectors was to appoint and dismiss of teachers, as well as monitoring, guidance, and investigation (Bilir, 1991). Although developmental supervision principles were quite old, the deficiency-oriented supervision was maintained for years in Turkey (Memduhglu et al., 2007).



With the Republic period in 1923, the supervision principles and foundations were defined as well as the responsibilities of supervisors. The radical changes emerged with the Law on the Unification of Education enacted on March 3, 1924 (Akyuz, 2015). Ministry of National Education (MoNE) made regulations that focused on educational supervision in education system (Memduhoglu et al., 2007). In this period, some minor changes were experienced depending on the development in management theories. Since 1990, frequent changes have been made in education supervision (Kayikci et al., 2018). A series of legislation has occurred between 1990-2014. However, these legislations do not include effective supervision methods and principles. Therefore, an effective supervision model is needed to encourage teachers for more effective instructional activities (Kaplan, 2016).

In Türkiye, ten years ago educational supervision was carried out in two major applications: school inspection and teacher supervision. In this period, the high-stakes inspection was common in Türkiye. This supervision has been conducted by education inspectors for many years (Konan et al., 2019). MoNE (2014) declared the purposes of supervision as to determine the achieving goals and to increase student success. In last ten years radical changes occurred in supervision system. One of them is the unification of education supervision system of central and provincial organizations in 2014. The legal reasons for the restructuring in 2014 were stated as increasing effectiveness in education, improving coordination, collecting data in a single centre, and facilitating cooperation (Kurum & Cinkir, 2017). In this context, the role and responsibility of education inspectors was limited to the examination and investigation of the school affairs.

According to the new regulations, teacher evaluation task was given to the school principals (MoNE, 2015). In addition, the school supervision has been carried out by Ministry inspectors (Koc, 2018). In a sense, a low-stakes inspection system was introduced. In 2015-2016 academic year, school principals have given performance scores to teachers. Finally, the 'Regulation on the Inspection Board' went into operation in 2017 (MoNE, 2017). According to this regulation schools and other educational institutions were audited periodically every three years. However, the results in previous studies (e.g., Cagan, 1998; Dagli, 2000; Ekleme, 2001; Oncel, 2006; Ozbas, 2002; Saylan, 2013) revealed that the knowledge and skills of school principals were insufficient to supervise teachers.

The literature investigation showed that numerous studies were conducted on assessment of teachers by school principals. In some of them (e.g., Kaplan, 2016; Kayikci et al., 2018; Konan et al., 2019; Kurum & Cinkir, 2017; Tonbul & Baysulen, 2017) the focus is on the regulations. While school principals and teachers found the regulations as useful, the inspectors did not find them useful. In some, (e. g., Akbasli & Tunc, 2019; Can & Gunduz, 2016; Donmez & Demirtas, 2018; Gunduz, 2017; Koc, 2018; Kocak & Arslan, 2018; Kosar & Buran, 2019; Yesil & Kis, 2015) the focus is on the teacher evaluation task of school principals. In general, teachers found school principals as inadequate regarding teacher assessment skills. These inadequacies include unfair and subjective audit, inadequacy for course audit, short audit time, and insufficient feedback. Although numerous quantitative research on teacher assessment are conducted, it is seen that the number of qualitative studies on teacher assessment and school supervision based on the views of teachers is quite limited (Boydak-Ozan & Sener, 2015; Durnali & Limon, 2018; Memduhoglu et al., 2007).

In conclusion, instead of an inspection system determined entirely by a central decision-making approach, a supervision model, which all stakeholders agreed-upon should be created in Turkey. Thus, the school-based success can be determined more appropriately, and so, the



effectiveness of education system can increase. It is foreseen that current study will constitute a significant frame of reference in the literature. Moreover, this study can provide experimental and reliable data enlightening the dilemma for assessment of teachers and school supervision to the decision makers and practitioners.

### **Research aim and questions**

Since 2015, the assessment of teachers has only been carried out by school principals. There is still confusion about leaving this discussed responsibility to education inspectors. In numerous studies, it is stated that the principles of merit and trust are ignored in auditing. It is predicted that current study will clarify the issues discussed in recent years in the literature, by revealing the views and suggestions of teachers deeply regarding the supervision carried out in schools. Therefore, the aim of this research is to determine the perspectives of teachers about supervision in schools. For this purpose, the answer to the following question was sought: *“Is a common understanding possible on school supervision and teacher assessment in Türkiye?”*

### **Method**

In this study, qualitative research design and a single case study model was adopted. The purpose of case study is to produce detailed conclusions about a specific case. The most distinctive feature of the case study is to conduct in-depth research and analysis on the specified case (Yin, 2014). In this sense, case study requires the investigation of a case that exists in real life, current context or environment (Baxter & Jack, 2008; Schwandt & Gates, 2018). The case, addressed in this study is that according to the amendment made in the Ministry of National Education Guidance and Inspection Presidency and Regulation on the Heads of Education Inspectors, school supervision was left to education inspectors, and teacher assessment was left to school principals. In conclusion, the reason why we investigate this case is to reveal the uncertainty between this event and the context by focusing on the complexity of the issue, its uniqueness and relations with the context of which it is a part (Glesne, 2016; Merriam, 2009). In addition, the case related to the assessment of teachers and school supervision has been handled and analysed in single case, which is a type of the cases studies. A reality is that the evidence generated from a single case study can be measured powerfully and reliably (Baxter & Jack, 2008). Other advantage of single case study is that this model creates more convincing implications when the suggestions are more intensely grounded in several empirical evidence. Thus, single cases allow a wider exploration of the questions and theoretical frame of the research (Eisenhardt & Graebner, 2007).

### **Participants**

The participants were 28 teachers. Of these, 15 were teachers working in high-stakes schools (HSS) and 13 were teachers working in low-stakes schools (LSS). Maximum variation sampling technique, which is one of the purposeful sampling methods was used to determine participants. The aim of maximum variation sampling is to create a small sample that can reflect an event, which is effective in a wide area in the best way, and to ensure optimum way the diversity of individuals who can be a part to the researched problem in this sample (Baxter & Jack, 2008). To guarantee maximum variation the participants were selected considering gender, job seniority, age, teaching subject, school type, and school level. This strategy for purposeful sampling aims at capturing and describing the central themes or principal outcomes that cut across a great deal of participant or program variation (Patton, 2014). The sampling teachers were selected among the teachers working in primary,



secondary, and high schools. Moreover, the study group was selected from different cities including Rize, Trabzon, Giresun, and Ordu (in Northeast Anatolia).

Demographic characteristics of the participants are presented in Table 1.

Table 1. The demographic characteristics of the participants (N=28).

Code	Gender	Job seniority	Age	Teaching subject	School type	School level
P1	Male	21 years	44	Form teacher	Primary school	HSS
P2	Female	30 years	50	History	Secondary school	HSS
P3	Female	8 years	29	Physical education	Secondary school	LSS
P4	Female	21 years	43	Pre-school	Primary school	HSS
P5	Female	10 years	42	Science	Secondary school	HSS
P6	Female	20 years	42	Form teacher	Primary school	HSS
P7	Male	12 years	32	Geography	Academic high school	HSS
P8	Male	32 years	59	Literature	Voc. high school	LSS
P9	Male	7 years	34	Physical education	Voc. high school	LSS
P10	Female	9 years	33	Literature	Academic high school	LSS
P11	Female	13 years	38	Physical education	Secondary school	LSS
P12	Female	15 years	38	Science	Secondary school	LSS
P13	Female	10 years	32	Math	Secondary school	HSS
P14	Male	8 years	32	Religious	Secondary school	LSS
P15	Female	5 years	29	Turkish	Secondary school	HSS
P16	Female	23 years	45	Form teacher	Primary school	LSS
P17	Male	28 years	48	Form teacher	Primary school	HSS
P18	Female	7 years	31	Turkish	Secondary school	HSS
P19	Male	20 years	50	Form teacher	Primary school	HSS
P20	Male	20 years	52	Counselling	Voc. high school	LSS
P21	Male	29 years	49	Form teacher	Primary school	HSS
P22	Male	7 years	35	Music	Secondary school	HSS
P23	Female	10 years	37	Social studies	Secondary school	HSS
P24	Male	8 years	33	Turkish	Secondary school	LSS
P25	Male	7 years	33	Art teacher	Secondary school	LSS
P26	Female	8 years	30	Math	Secondary school	LSS
P27	Male	24 years	46	Form teacher	Primary school	HSS
P28	Female	21 years	44	Art teacher	Secondary school	LSS

## Procedure

The process of this qualitative study is presented in Figure 1.

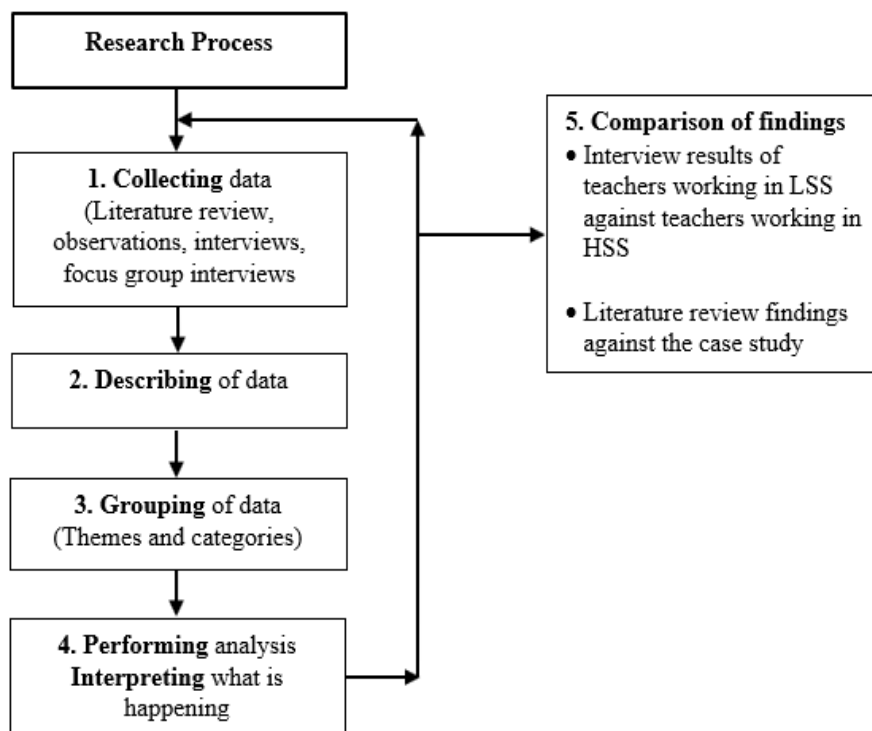


Figure 1. Research process.

### *Data collection*

During school observations and interviews with teachers, it was understood that they frequently be on the fence about the inspection of the schools by educational inspectors and assessment of the teachers by school principals. Moreover, this dilemma was reducing the morale and motivation of teachers. This preliminary research was conducted to understand the problem clearly through informal interviews with teachers in different schools. Then, a conceptual framework was created to be able to classify and compare the teachers' dilemmas examined in current study. This conceptual framework was created based on the conceptual model of Ehren et al. (2013).

Based on the conceptual model of Ehren et al. (2013) a semi-structured interview form was developed to collect data. In this process, two separate draft forms of interview were created. The first one was aimed at determining the views of teachers in low-stakes schools (LSS). The second was aimed at determining the views of teachers in high-stakes schools (HSS). The forms consisted of two parts. In the first part, there were six functional questions determining participants' demographic characteristics. The second part consisted of three open-ended questions following: (1a) What are the benefits of supervision of teachers by school principals (for LSS)? (1b) What are the benefits of supervision of teachers by Ministry inspectors (for HSS)? (2) How do you evaluate need-based school supervision (Common)?

### *Data analysis*

In this research, the seven-step data processing method developed by Rossman and Rallis (2017) was adopted. This process was involved organizing, performing deep



interpretation, creating themes and categories, coding, writing analytical notes, presenting comments, and searching for potential meanings. In organizing stage, the interviews were read and re-read to understand the whole, that is, to gain a general understanding of what the participants were talking about. In the deep interpretation phase, the main points or ideas were examined in detail to get the ideas that the participants were really expressing. In creating themes and categories stage, the text was divided into smaller parts, namely, into meaning units. A theme can be seen as an expression or meaning unit including two or more categories (Erlingsson & Brysiewicz, 2017). In coding phase, the meaning units were labelled by formulating codes and then grouping these codes into categories. In addition, the analytical notes were written in data processing (Mayring, 2014). Writing analytical notes was considered as a critical aspect of effectively analysing qualitative data. Essentially, the analytical notes provided the basis of our analyses that we would end up including in our final report. Moreover, the examples of quotations from as many participants as possible were given to help confirm the connection between the results and data as well as the richness of data (Elo et al., 2014). Finally, the potential meanings of expressions were searched for the deep analysis considering the dilemmas of teachers working LSS and HSS in the context of the school inspection and teacher assessment. Themes and sub-themes were created as a result of categorical content analysis (Elo & Kyngäs, 2008). The sub-themes associated with each other were brought together, and so, the themes were created. These themes are as follows: (1) Low stakes inspection, (2) High stakes inspection, (3) Decentralization, and (4) Decreasing in quality. The views related to the themes were presented in tabulation.

### **Focus group interviewing**

Focus group discussions were held to reveal the suggestions of teachers in more detail about the inspection of schools. Focus group discussion is defined as a series of carefully planned guided discussions aimed at getting participants' views on a predetermined topic in a relatively friendly and safe environment (Cokluk et al., 2011). The focus group method is one of several tools that researchers can use to understand any phenomenon, to produce valid information for the development of the program, community or organization (Grudens-Schuck, et al., 2004). For this purpose: (i) the most frequently repeated codes were determined, (ii) eight teachers were selected among the participants working in Trabzon (four teachers) and Ordu (four teachers) on a voluntary basis, (iii) two different groups including four people each of them were determined. In a school, where one of the participants is in charge, a clean, bright and noise-free environment has been created in which groups that will participate in focus group meetings will feel safe, and (iv) focus group discussions were held with the participants on their suggestions for inspection in schools. These interviews continued for two weeks, twice a week. Focus group interviews were recorded by the second researcher with a voice-recorder. The data obtained during the focus group interviews were analysed through thematic content analysis. The views were grouped under the sub-themes, and the views related to the sub-themes were presented as direct quotations.

## Trustworthiness

We employed following strategies to ensure the credibility and reliability of the findings. (i) Triangulation (Lincoln & Guba, 1985; Patton, 2014). We applied multiple data sources, including interviews, observations in schools, and focus group interviews. (ii) Peer debriefing (Creswell & Creswell, 2018; Merriam, 2009). A professor with extensive qualitative research experience was invited to act as a devil’s advocate to help researchers in undertaking design revision. (iii) Interrater agreement (Li & Li, 2020). The researchers randomly drew 30% of the data from interviews, observations, and focus group interviews, and then an independent researcher re-coded these data. The agreement percentage of original coding data and the re-coding data across participants was 89% to 91%. Researchers discussed inconsistent codes and revised the codes together to achieve final consistency.

## Results

### *The results related to ‘inspection in school’*

According to the results of categorical content analysis, four categories were determined. In determining of these categories, the conceptual model of Ehren et al. (2013) was considered. In Figure 2 the details of themes were given.

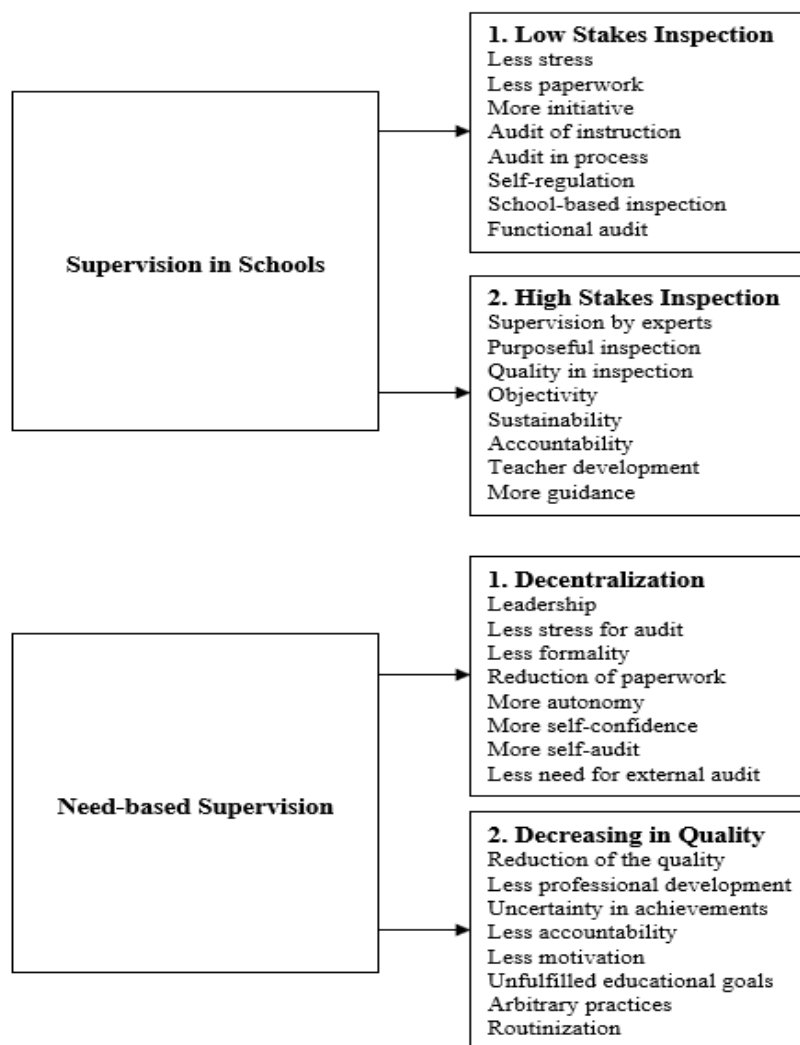


Figure 2. Details of themes.

In Figure 2, two sub-themes were determined related to the ‘inspection in school’ theme. These themes are ‘low-stakes inspection (LSI)’ and ‘high-stakes inspection (HSI)’. In LSI sub-theme the categories are less stress, less paperwork, more initiative, audit of instruction, audit in-process, self-regulation, school-based inspection, and functional audit. In HSI sub-theme the categories are supervision by experts, purposeful inspection, quality in inspection, objectivity, sustainability, accountability, teacher development, and more guidance.

In Figure 2, two sub-themes ‘decentralization’ and ‘decreasing in quality’ emerged related to the need-based inspection main theme. In *decentralization* sub-theme, the categories are leadership, less stress for audit, less formality, reduction of paperwork, more autonomy, more self-confidence, more self-audit, and less need for external audit. In *decreasing in quality* sub-theme, the categories are reduction of the quality, less professional development, uncertainty in achievements, less accountability, less motivation, unfulfilled educational goals, arbitrary practices, and routinization.

The categories and interview statements related to the ‘supervision in schools’ were presented in Table 2.

Table 2. Interview statements of participants regarding supervision in schools

Category	Interview statements of participants regarding LSI sub-theme.	Category	Interview statements of participants regarding HSI sub-theme.
Less stress	P-8 ‘...the concept of ‘ministry inspector’ is an element of psychological pressure on teachers...’ P-9 ‘...the inspection by ministry inspectors cause psychological pressure on teachers...’ P-10 ‘...the inspections carried out by the ministry inspectors create serious psychological pressure on teachers...’	Supervision by experts	P-1 ‘...the inspection done by experts increases reliability and success...’ P-5 ‘...I find positive the inspections made by the ministry inspectors who are specialist in inspection.’ P-18 ‘...I find it appropriate to conduct audits by experts in the field...’
Less paperwork	P-3 ‘...I think that the external inspection in schools is limited to the paperwork dimension...’ P-9 ‘...The absence of external audit reduces paper waste...’ P-11 ‘...External audit is carried out only in the form of document control...’	Purposeful inspection	P-17 ‘...When the audit is not focus on deficits, it is useful in achieving educational goals...’ P-21 ‘...External audit plays an important role in determining the achievement level of educational goals...’ P-23 ‘...Systematic and regular external supervision ensures that education is carried out more effectively and in accordance with the objectives...’
More initiative	P-11 ‘...I think there will be no need for external audit when we train responsible individuals...’ P-24 ‘...I don’t need external audit... I do my job meticulously...’ P-28 ‘...there is no need for external supervision... Teachers are already doing their job responsibly...’	Quality in inspection	P-4 ‘...education and training are not carried out in a qualified way without external audit...’ P-13 ‘...I think that external audit will increase the quality of inspection...’ P-17 ‘...I believe that the inspection of ministry inspectors will increase the quality of the inspection...’
Audit instruction	P-7 ‘...in the supervision process, I believe that teaching activities should be supervised...’ P-20 ‘...supervision should be maintained in the form of supervision of instruction...’ P-25 ‘The quality of education can be enhanced... not by supervision... but by effective teaching...’	Objectivity	P-4 ‘...I find objective the inspections made by ministry inspectors...’ P-17 ‘...I believe that ministry inspectors will be impartial and do a fair assessment...’ P-27 ‘...I consider it a positive practice for ministry inspectors to objectively inspect schools...’
Audit in-process	P-8 ‘I believe that supervision in the process will make positive contributions to the continuation of education and training services in accordance with the objectives.’ P-9 ‘...It is more accurate if the supervision is carried out by the school superintendents in the process...’ P-12 ‘...supervision by the school management as a process increases the quality of education and training services...’	Sustainability	P-13 ‘...Schools evaluated annually by an independent external auditor gain sustainable development opportunities ...’ P-15 ‘...external audit ensures the progress and sustainability of the process as planned...’ P-24 ‘...An external audit should be carried out every year... it is necessary for sustainability to have external audits in schools every academic year...’
Self-regulation	P-11 ‘...above all, teachers should have self-control awareness...’ P-12 ‘...In my opinion, it is necessary to train individuals who have self-control instead of external supervision in schools...’ P-24 ‘...first of all, self-control awareness should be	Accountability	P-2 ‘...External audit is needed in terms of performance, responsibilities and accountability...’ P-13 ‘...External audit is required in terms of identifying teachers who do not have a sense of professional responsibility and accountability...’ P-21 ‘...External inspection of educational activities

	<i>placed in teachers...'</i>		<i>is important in terms of accountability...'</i>
<b>School-based audit</b>	P-3 '...Supervision should be school-based...It should be considered that there may be different applications in different settlements, in different schools...'	<b>Teacher development</b>	P-6 'Identifying the shortcomings of teachers by impartial and expert external auditors is very helpful in terms of self-development...'
	P-12 '...Inspection is meaningful if it is school-based... external inspections cannot go beyond being just show-stopping practices...'		P-7 '...External supervision makes teachers better in their profession... The teacher gains an understanding of continuous improvement...'
<b>Functional audit</b>	P-25 'Supervision should be school-based... ministry inspectors may not be able to fully evaluate the environmental conditions of each school and make objective evaluations...'	<b>More guidance</b>	P-16 '...Teachers should be evaluated annually by an independent external auditor. I believe that external evaluation of teachers will contribute to their self-development...'
	P-20 '...I do not find it functional that ministry inspectors conduct inspections at schools...'		P-13 '...the inspection made by ministry inspectors makes positive contributions to the development of teachers...'
	P-25 '...for a more functional supervision, teacher supervision should be done by school principals...'		P-18 'First of all, I think teachers need the guidance of ministry inspectors...'
	P-26 '...evaluation of teachers' performances by the school administrators is more functional...'		P-19 'Although it is thought that external inspection is done to detect deficiencies, ministry inspectors mostly conduct inspections for guidance.'

In LSI sub-theme, participant views emphasize on the reduction of the stress and paperwork experienced by teachers due to external inspection. Participants also expressed that when LSI implemented, supervisors focus more on the quality of instructing and teachers take more initiative. Moreover, participants reported that LSI enables process-based inspection will increase self-audit in teachers, and ensure school-based and a more functional inspection. On the other hand, in HSI sub-theme the participants emphasised more on expert supervision, purposeful inspection, and quality in inspection. In addition, the participants reported that external inspection would increase objectivity, sustainability, and accountability in inspection. Moreover, the participants emphasized that the external inspection ensures more professional development and more guidance for teachers.

The results show that respondents who adopted the LSI model mostly insisted on decentralized inspection. Moreover, it reveals that the participants adopting the HSI model insist on centralized inspection. In addition, the results indicated that the participants adopting the LSI model are in internally auditing tendency, but the participants adopting the HSI model are in externally auditing tendency.

**The results related to 'need-based supervision'**

In Table 3, the sub-themes, categories, and interview statements related to the 'need-based supervision' main theme were included.

Table 3. Interview statements of participants regarding need-based supervision

Category	Interview statements of participants regarding decentralization sub-theme	Category	Interview statements of participants regarding decreasing in quality sub-theme
<b>Leadership</b>	P-3 '...school principal knows better the functioning of the school and the structure of education...'	<b>Reduction of the quality</b>	P-4 '...The lack of continuity in supervision negatively affects the quality of education...'
	P-26 '...the quality of training is related to leadership of school administrator rather than external inspection...'		P-5 '...I think that regular inspections every year are more beneficial in terms of increasing the quality of education...'
<b>Less stress for audit</b>	P-35 '...The course inspection by school principals increases the leadership skills of them.'	<b>Less professional development</b>	P-6 '...to increase the quality of education and training services, there should be continuity in supervision...'
	P-16 '...I find it appropriate to carry out the audit when needed... it contributes to preventing them from getting unnecessarily stressed...'		P-17 'Lack of continuity in supervision can push teachers into laziness. This leads to professional regression of teachers...'
	P-25 'annual inspections that turn into routine, and cause teachers to be under unnecessary stress.'		P-18 'The lack of continuity in supervision negatively affects the professional development of teachers...'
	P-28 '...I think external audits are a practice that puts more stress on the learning and working environment in schools...'		P-27 '...I think that the continuity of supervision in schools enables teachers to follow innovations and develop themselves professionally...'



<b>Less formality</b>	<p>P-11 ‘...self -assessment should be encouraged. Otherwise, the audit will consist of only document control and formality...’</p> <p>P-12 ‘To be honest, the inspection by someone who does not know the conditions of the school is not functional. This inspection is only formality.’</p> <p>P-28 ‘...external supervision instead of increase education quality, it unnecessarily causes tension and formalism ...’</p>	<b>Uncertainty in achievements</b>	<p>P-13 ‘...If the supervision is not continuous, the level of achievement of the teaching objectives cannot be determined. This reduces the quality of education...’</p> <p>P-15 ‘...If there is no continuity in supervision, this may lead to problems in determining the level of achievement of educational goals...’</p> <p>P-23 ‘...If this process is not evaluated, the level of realization of the aims of education cannot be determined...’</p>
<b>Reduction of paperwork</b>	<p>P-3 ‘I think, external audit does not focus on the teaching processes or change in educational success of the school... it is just focus on paperwork...’</p> <p>P-8 ‘It seems unlikely that ministry inspectors will come from the capital every year to inspect schools... it would be more appropriate to increase the quality of education instead of paperwork...’</p> <p>P-26 ‘Continuous external auditing in schools causes more paperwork, and the workload of school administrations and teachers increases...’</p>	<b>Less accountability</b>	<p>P-1 ‘Performing the audit, when necessary, creates uncertainty. This situation leads to a violation of the principle of accountability in management...’</p> <p>P-13 ‘...Conducting the audit when needed makes it difficult to monitor whether teachers and other employees are performing their duties properly and accountability is ignored...’</p> <p>P-21 ‘...Accountability in management is very important today. In this sense, it is unthinkable for educational activities to be unsupervised...’</p>
<b>More autonomy</b>	<p>P-12 ‘The quality of education in schools is provided with the quality of the management personnel and teachers at the school rather than external audit.’</p> <p>P-26 ‘Inspection of school administration is sufficient... annual inspections by ministry inspectors cause to decrease school autonomy...’</p> <p>P-28 ‘...when schools act autonomously, teachers carefully do what needs to be done in terms of education and ensure the functioning...’</p>	<b>Less motivation</b>	<p>P-7 ‘Lack of supervision reduces teachers’ motivation. This causes to decrease the quality of education, although it is improved the physical equipment and technology.’</p> <p>P-17 ‘...Externally supervised teachers may have problems motivating themselves. Therefore, continuous supervision is more beneficial for schools...’</p> <p>P-19 ‘...The decrease in the perception of supervision in schools reduces teachers’ sense of responsibility and professional motivation...’</p>
<b>More self-confidence</b>	<p>P-10 ‘auditing is not to look at a deficiency, it should aim to improve the present. It should develop teachers and create self -confidence in them.’</p> <p>P-16 ‘...I think that teachers perform their educational activities confidently without the need for external audit...’</p> <p>P-20 ‘...efficiency in education increases not with external audits, but when the teacher is equipped and feels safe...’</p>	<b>Unfulfilled educational goals</b>	<p>P-1 ‘...Inspection should be done every year. Performing the audit when needed prevents to reach predetermined goals...’</p> <p>P-6 ‘If an external audit is not carried out every year, the determined objectives cannot be achieved... There should be continuity to achieve the predetermined goals...’</p> <p>P-15 ‘...If there is no continuity in supervision, this may cause some problems in reaching the aims of education...’</p>
<b>More self-audit</b>	<p>P-10 ‘...Teachers may not need supervision because they are aware of their responsibilities...’</p> <p>P-24 ‘...when the door of classroom closed, students are left alone with the personal volition of teacher’</p> <p>P-25 ‘Instead of every year, the audit should be done when necessary... this also encourages self-audit’</p>	<b>Arbitrary practices</b>	<p>P-22 ‘...Arbitrary practices arise due to the informal relations between school principal and teachers...’</p> <p>P-23 ‘...I think that regular external inspections every year will eliminate arbitrary practices in schools...’</p> <p>P-27 ‘...arbitrary and pointless practices will decrease in schools where regular inspections are carried out...’</p>
<b>Less need for external audit</b>	<p>P-8 ‘...since teachers take the initiative, the need for external audit will decrease...’</p> <p>P-9 ‘...in the absence of external supervision, teachers develop self-control and there is no need for external supervision...’</p> <p>P-28 ‘...teachers continue their education-related duties with devotion and care, even without external supervision...’</p>	<b>Routinization</b>	<p>P-1 ‘...in the absence of constant supervision, teachers focus on routine work...’</p> <p>P-4 ‘...I believe that when there isn’t continuous supervision, education is carried out routinely instead of continuing it in an effective way...’</p> <p>P-7 ‘...When supervision is not continuous, teachers’ attitudes towards only dealing with routine tasks continuously reduce the quality of teaching...’</p>

In Table 3, in decentralization sub-theme the categories are leadership, less audit stress, less formality, and less paperwork, more autonomy, more self-confidence, more self-control, and less need for external audit. On the other hand, decreasing in quality sub-theme, the categories are reduction of the quality, less professional development, uncertainty in achievements, less accountability, less motivation, unfulfilled education goals, arbitrary practices, and routinization. These results can be considered important in terms of revealing the participants’ views on external locus of control as well as self-control.

### ***The results related to ‘focus group interviews’***

In this section, the results of focus group interviews were presented. Focus group interviews were clustered around two main themes. These main themes emerged as the ‘developmental inspection’ and ‘performance assessment’. Participants from HSS emphasized on ‘developmental inspection’. Participants from LSS, on the other hand, emphasized on



‘performance assessment’. The direct quotations of participants regarding the ‘developmental inspection’ main theme were presented follows:

‘...The purpose of the audit should not be just to see and indicate the deficits of educators... the education in schools should be evaluated as a whole, the environment of the school and the parent profile should also be taken into consideration... if any, the deficiencies of the school should be tried to be eliminated, and the teachers should be informed about the new developments in education...’ [HSS-1].

‘...the inspections should be carried out regularly by competent and well-equipped inspectors in all areas of education... inspectors should monitor teachers during lesson and provide them guidance.... in addition, the feedback should be given teachers about the results of inspection...’ [HSS-2].

‘Audits should do for the purposes such as guidance and teacher development ... The prepared reports as a result of audit should be evaluated by the commission consisting of field experts and academicians... These reports should guide to practitioners and the MoNE in determining education policies...’ [HSS-3].

‘...continuity of supervision should be ensured in line with the aims of education. Supervision should reveal the needs of teachers... Moreover, supervision should increase the willingness of teachers to follow new developments. ... In conclusion, supervision should support the professional development of teachers’ [HSS-4].

The direct quotations of participants regarding the ‘performance assessment’ main theme were presented follows:

‘...supervision should never be understood just a document control... in this sense, supervision should not be carried out over the routine works written in the documents... supervision should be made according to the performance of teachers, including the success of teaching in the classroom... interaction of teachers in classroom, communication skills, cooperation with parents, tendency to teamwork, social activities at school should be considered’ [LSS-1].

‘...The inspection system should not only focus on the deficiencies... School administrators should first meet with the teachers about the performance they need to demonstrate... Later, audits can be made by the school principals to measure the realization level of these performance criteria... The results can be presented to the top administrators in the form of a report...’ [LSS-2].

‘...teachers cannot be judged solely on their performance in a class hour... therefore, school principals should evaluate the activities of teachers throughout the year..., their impact and contribution on students’ success, their interactions with students, and their communication with parents...’ [LSS-3].

‘...since ministry inspectors do not know the school and the teachers, it does not seem possible for them to make accurate assessments.... therefore, the audit should be made by school principals to clearly reveal the performance of teachers.... I may say that education and training will be much more qualified when school principals can make objective and impartial inspections regarding the work of teachers in their areas of responsibility...’ [LSS-4].

## **Discussion**

This study specified an important dilemma on school supervision and teacher assessment. The results showed that participants had perspectives in two different tendencies. Namely, some of the participants adopts LSI model, which allows for school-based supervision by reducing paperwork, giving teachers more self-responsibility, and improving self-regulation habits, thus causing less stress on teachers. On the other hand, some of the participants reported that in the HSI model, supervision is carried out by expert supervisors and therefore the model provides more appropriate supervision, more guidance, and more opportunities for teachers' development, thus increasing the quality of teaching. These results may be considered as important findings as they show that teachers do not agree with the latest changes made in the supervision system.

The results of the study revealed that participants who adopted the LSI model were demanding in terms of self-evaluation. The fact that the participants were demanding about self-evaluation was an important finding in terms of revealing the teachers' self-confidence. According to Brady (2016), self-evaluation in inspection policy became a global phenomenon. Moreover, self-evaluation increases the school autonomy, and so, it enables more ownership and responsibility to teachers over their job. The results revealed that it would be appropriate for teacher supervision to be carried out by school principals, with the argument that it would provide school autonomy. The fact that similar results were obtained in previous studies shows that the results obtained from this research are consistent with the literature. The results obtained from previous studies in Türkiye reveal that the evaluation of teachers by school principals is seen as more objective and appropriate (Akbasli & Tunc, 2019; Donmez & Demirtas, 2018; Kosar & Buran, 2019). Moreover, it is possible to mention studies in the literature that contain findings that Ministry inspectors' teacher inspections are not accurate in evaluating teachers' professional competencies. For instance, in recent studies, teachers emphasised that the accurate assessment of teaching skills by Ministry inspectors who make the supervision in one or two course hours was impossible (Kocak & Arslan, 2018; Konan, Bozanoglu, & Cetin, 2019; Kosar & Buran, 2019). In literature, reproaches about the attitude of Ministry inspectors during the inspection process are also encountered. Uçar (2012) found that the democratic leadership skills of Ministry inspectors were poor, and they were insufficient to contribute on teacher career development. Similarly, Can and Gunduz (2016) found that the principals and Ministry inspectors were insufficient in guidance. These results may be evaluated as significant in terms of revealing that the teachers are not satisfied enough with the external supervision carried out with a traditional sense for many years.

Although this research includes a critical perspective on HSI, it is possible to come across studies that contain supportive opinions regarding the supervision of teachers by Ministry inspectors. For instance, in Sezgin, Tinmaz, and Tetik's (2017) study, the HSI model was evaluated as a model that makes significant contributions to the professional development of teachers. In addition, there are many studies include results showing that the evaluation of teachers by school principals is not objective and fair (Kaplan, 2016; Koc, 2018; Tonbul & Baysulen, 2017). The reason for this is that school principals are not appointed on the basis of merit. In this context, it can be said that the participants who adopted the HSI model believe that the ministry inspectors will carry out more accurate inspections since school principals are not appointed on the basis of merit.

A dilemma also emerged over need-based inspection. The respondents showed two different trends in need-based inspection. These were decentralization and the decreasing in quality. Participants from LSS, emphasized that need-based inspection would provide the reduction of inspection stress, formality, paperwork, and external inspection need. They also asserted that

it would increase the leadership, autonomy, self-confidence, and self-control. Moreover, HSS participants emphasized that need-based supervision would lead to a decrease in the quality of education. These results are significant as they show that teachers cannot reach a consensus on periodic inspection of schools. The results are significant in that they show that teachers' perspectives on supervision are related to the subjective conditions of the school they work in. Until recently, MoNE was in a holistic approach in school supervision and teacher assessment. It can be said that this dilemma arises from the fact that school supervision and teachers' lesson supervision are evaluated in separate categories. Moreover, this may also be seen as a reflection of the resistance to change.

In previous studies, the participants (e.g., teachers, school principals, and inspectors) have both supporting and opposing views on the need-based supervision. Konan, Bozanoglu, and Çetin (2019) found that HSI was not useful. They also underlined that the most important factor for reshaping the supervision policies was the 'expectations of teachers'. Similarly, Boydak-Ozan and Şener (2015) found that the perceptions of teachers about the HSI were negative since they perceived it as an inspection process, which focusing on deficiencies. On the contrary, in Kocak and Arslan's (2018) study, the teachers were uncomfortable with the limitations of the assessment process in the LSI. These limitations are the unclear criteria, the weakness of the feedback mechanism, and the prejudiced and unfair assessment of school principals. In Kurum and Cinkir's (2017) study, the results show that despite some positive effects of unification of inspection boards on the supervisors (e.g., working in collaboration and knowing each other closely); it includes negative effects on education system. These negative effects are lack of supervision, the biased attitude in school supervision, and the burn out of inspectors.

The focus group interviews results revealed the alternatives for more effective supervision system. These were developmental supervision and performance assessment. These results may be seen encouraging, since the focus is on standards and teachers' performance rather than shortcomings. Teacher assessment and school supervision is still a controversial issue, because of a need-based supervision mechanism has not been established by predetermining the supervision needs of teachers by the field experts. Despite the recent changes, in Turkey, a desired model has not been created in school supervision and teacher assessment yet. Previous studies include similar results. In a study conducted by Kayikci et al. (2018), school principals are mostly agreed on radical changes should be made on the structure and function of supervision system. Moreover, the school principals suggested a supervision system, which focused on teacher development. Similarly, Kel and Akin (2021) recommended that the changes to be made in educational supervision focus on the real problems of the system and take steps to develop and advance the system in a certain direction.

### **Limitations and recommendations**

We accept that our study has some limitations. The case study model may not be very strong due to the pattern adopted in the study. So, we suggested further research conducted in quantitative research model. We tried to reach different participants with the maximum variation sampling technique with the concern of reaching in-depth and rich data. However, the desire of the participants to express their opinions in writing limited our obtaining rich and in-depth views. In addition, since the research group was limited to the cities of Rize, Trabzon, Giresun, and Ordu findings may differ in other populations. These limitations can be overcome by carrying out similar research across Turkey. Another limitation was the results could change over time due to the qualitative data used in this research. Longitudinal data can



be obtained to determine whether the qualitative data results changes over time. Moreover, the collected data may have been influenced by subjectivity because it was based on teachers' perceptions. This can be mitigated by including the perceptions of school principals and inspectors.

This study offers several implications for research, policy, and practice regarding the dilemmas of teachers in assessment of schools and teachers in Turkey. All arrangements related to the inspection were made by the Ministry without to refer the views and suggestions of the practitioners. This led to reluctance in practice, and reduces the accountability in education. Therefore, it may be suggested that the legal regulations in assessment of educational practices should be made based on a participative approach and broad consensus. School principals may be gained the competencies to evaluate teachers' professional efforts more fairly and accurately. Ministry inspectors may pay more attention to avoid attitudes and behaviours that may cause teachers to experience stress during school inspections. Finally, in current study the dilemma of teachers on supervision in schools was investigated. Further research may be conducted on the relationship between teachers' supervision need and focus of control.

## **Conclusion**

In summary, the results revealed that the participants were in a dilemma on school supervision and teacher assessment. Grover (1991) speaks of a similar dilemma. He states that this dilemma arises from the inconsistency between the approaches of 'what is' and 'what ought to be' in educational evaluation. Some participants were against the high-stakes supervision of inspectors because it puts teachers under unnecessary stress. The supporters of low-stakes inspection asserted that the assessment of teachers by school principals would develop the awareness, responsibility, and self-control in teachers. Results of different studies revealed that the LSI model has a response in the school community. In Dönmez and Demirtas's (2018) study, the participants reported that teacher assessment by school principals was more appropriate. They also stated that it increases the communication between school principals and teachers, and provides a more effective observation opportunity. Similarly, Kosar and Buran (2019) found that the regulations on teacher assessment by school principals were welcomed. Akbasli and Tunc (2019) found that teachers were not satisfied with their teaching skills being evaluated by an inspector within one or two lesson hours. On the other hand, since the school principals were not expert in teacher assessment, some participants opposed to audit of teachers by school principals. These participants asserted that the assessment of teachers by school principals would lead to decrease in the quality of education in schools. In Kaplan's (2016) study, inspectors stated that as a result of leaving teacher supervision to school principals, schools were left unsupervised in a sense, the integrity of supervision was broken, and student success and teacher performance could not be monitored. Koc (2018) determined that school principals need in-service training because their supervisory competencies are poor, and they do not fully implement the procedures related to supervision. Tonbul and Baysulen (2017) revealed that the teachers and principals evaluated LSI as promotive, but inspectors considered it weak. It is stated that this weakness stems from the fact that school principals are not trained for teacher inspection and cannot contribute enough to the outputs of schools with their current qualifications. In conclusion, teachers have similar views related to the necessity of an effective model in school and teacher assessment. In addition, it may be said that the regulations made at the central level by the MoNE do not satisfy the practitioners.

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