

## RESEARCH ARTICLE

# An Evaluation of Educational Policies and its Reflection on Education Within the Framework of Historical Researches Regarding the Process of Training, Selecting, and Appointment of Educational Administrators in Turkey from the Founding of the Republic to Today.

Muhammet Furkan Yılmaz\* 

\*Ministry of National  
Education, Istanbul, Turkey

### Correspondence:

Muhammet Furkan Yılmaz  
Email: furkanyilmaz.m08@gmail.com

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### Abstract

Educational administrators have important responsibilities for a successful school and a qualified society. The way that schools and the education system can create added value for society depends on the training, selection, and appointment of effective and qualified education administrators. For this reason, in the article, national education councils, development plans, laws, and regulations, which were put forward in the process of realizing the ideal of having qualified education administrators, were examined in the context of education policies. In the examinations, it has been seen that the decisions taken in the National Education Councils are mostly effective in the formation of education administrator training, selection, and appointment policies. In addition, it can be said that development plans partially shape education policies. The implementation of these policies was mostly done by directives and regulations. When the directives and regulations on the subject are examined, the regulations have changed frequently, but their contents have not changed much. It can be said that there is not much difference between the two consecutive regulations. It can be said that the most radical changes took place in 2009 and after. The research was conducted using the document analysis method, which is one of the qualitative research designs.

**Keywords:** Education Manager, Cultivation, Selection, Assignment

## Introduction

The school administrator is the official responsible for all the educational activities carried out in the school. Educational institutions use the human and material resources of the school in order to achieve the determined goals. In today's complex environment, it is clear that leading and managing schools is a difficult task. Increasing demands for accountability, the diversity of social issues that can confront societies, the financial inadequacy that is not sufficient to respond to the increasing powers imposed on schools, and the ever-expanding demands of society make the school administration profession challenging (Tobin, 2014, p.4). For this reason, the school administrator should have the ability to manage this process. The concept of education manager is more comprehensive. It also includes school management. In addition, this concept includes the duties of branch directorate, district and provincial directorate and senior management of the ministry (Aydin, 2003, p.82). Therefore, education administration includes the staff that direct the education of the country. Educational administrators can be called public personnel who shape the future of the country. This task, which is important for the country, should definitely require expertise. For this reason, education administrators should receive a different education than teaching and have the qualifications of education administrators. However, in the past and today, an approach far from this understanding has been adopted. Educational administration is not seen as a separate field, and there is no separate institution that trains education administrators. Education administrators start their duties with promotion exams without the requirement of specialization. In the studies conducted on effective and successful schools in developed western countries, it has been revealed that school administrators are the most important determinants of the effectiveness of the school, and based on these results, school leadership issues have been emphasized more in school development studies (Balci, 1993). For example, to train educational administrators in the United States, the federal government invested \$30 million in leadership development programs between 1986 and 1990. In the said years, about 150 preparation centers for school principals, school leadership development units and state level leadership development academies were established (Yee, 1997). This investment paved the way for specialization in education management. However, such an investment has never been seen in Turkey. The reason for this situation can be based on the principle of "teaching is the main thing in the profession", article 12 of the Law on Educational Organization. According to this law, administrators should be chosen from among teachers, and it is essential that they return to teaching when their managerial duties are over (Taymaz, 1985, p.31, as cited in Turkoglu, 2016). Looking at the history of Turkish education, the issue of training administrators has been discussed in many National Education Councils. However, for the first time, a proposal was made in the 7th National Education Council on the training of education administrators (Celikkol, 2010). In this proposal, it was desired to train highly qualified personnel in the fields of school administration and guidance that schools need most. Although the Higher Institute of Educational Sciences wanted to be established, it could not be implemented. One of the main reasons for this situation is that the Ministry of National Education has no concerns about the training of school administrators. Because the ministry has a traditional mindset that a good teacher can also be a good school administrator. In addition, there is a dominant opinion that the person who will best manage an institution can be selected from within the organization (Acikalin, 1998, p.147). Kayikci (2001) emphasizes the importance of training educational institution administrators, especially in countries where financial resources

are scarce, and expresses the importance of training educational institution administrators and accepting educational institution management as a professional profession. Actually, one of the aims of the Gazi University Education Institute, which was established in 1928, was to train education administrators. However, this ideal was never realized in the history of the republic. Today, the Ministry of National Education does not have any functional and applicable educational administrator training policy or plan (Aslanargun, 2011, p.353). As it is known, some trends in social and educational issues make it necessary to change and renew schools (Dawson, 1997). For this reason, education administrators should be included in an updated training program. Educational institution administrators should be selected from among those who have been teaching for a while, and then they should be provided with postgraduate education in the field of educational administration. Afterwards, they need to receive pre-service and post-service training that includes both practice and theory. Performance measurements should be made during the tenure of the managers. In this regard, the ministry should institutionalize education administration as a field that requires expertise, and necessary steps should be taken to create an attractive education administration system in terms of personnel (Gulmez and Aslanargun, 2021). Merit is one of the most basic features that the Ministry of Education accepts as a criterion in the appointment of administrators. Despite this, it is thought that those who are successful in teaching will also be successful in management, and managerial merit is not taken into account. It is worrying for the Turkish education system that the education administration staff, which has the potential to shape the future of the country, is structured in this way (Agaoglu, Altinkurt, Yilmaz and Karakose, 2012, p.161). Today, discussions, conferences, and similar activities are held in many countries about how education will be, and the aims of education are re-evaluated with these activities. It is obvious that Turkey has not made the necessary efforts regarding this issue (Aydın, 1996a, 1996b).

### **Aim of Reserch**

In this study, national education councils, five-year development plans, and regulations, which determine the criteria for training, election, and appointment of education administrators from the proclamation of the Republic to the present, were examined. It has been attempted to reveal how the training, selection, and appointment of educational administrators have changed over the years. Thus, it aims to reveal the understanding adopted and the change experienced in educational administration in a holistic way. In this way, it is expected that the research will contribute to policy makers in electing administrators for educational institutions, in terms of not repeating past mistakes and reminding more successful practices in previous periods. In addition, it is thought that the research will contribute the literature in terms of covering the changes that have taken place since the proclamation of the Republic and revealing the changes in the process comparatively.

### **Reserch Method**

In this research, national education councils, five-year development plans, and regulations, which have shaped the policies of training, selection, and appointment of education administrators from the proclamation of the Republic to the present, have been examined. The national education councils were accessed from the website of the Board of Education and Discipline; the five-year

development plans were accessed from the website of the Presidency of Strategy and Budget, and the regulations were accessed from the legislation search engine on the MEB website. Document analysis, which is one of the qualitative research methods, was adopted in the research. Document analysis includes the analysis of written and oral materials containing information about the topics planned to be investigated (Simsek, 2009). Document analysis can also be used as a stand-alone method. In this respect, as historical research, it is defined as a rich, useful, and reliable technique in terms of depicting the changes over time (Altheide, 2000; Bowen, 2009; O'Leary, 2014).

## **Findings and Comments**

In this section, there is an examination of the National Education Councils, Development Plans, and related legal texts related to the training, selection, and appointment of education administrators and interpretation of the findings.

### **The Process of Training, Selection, and Appointment of Education Managers in National Education Councils**

The first National Education Council was held on 17-29 July 1939 (Law on the Central Organization and Duties of the Ministry of Education dated 10.06.1933 and numbered 2287). The issue of training education administrators was not on the agenda of the First National Education Council and the Second National Education Council, which convened on 15-21 February 1943. The issue of training administrators for education first came to the fore in the Third National Education Council convened on 2-10 December 1946. At this council, it was stated that the ministry should be an institution that trains education administrators. In the report, it is stated that the people to be admitted to the institute or academy should be selected from among those teachers who have worked successfully for several years in schools of all degrees and have administrative skills. (MNE, 1939, p.105). At the Fourth National Education Council held between 22-31 August 1949, no decision was taken regarding the training of education administrators. It is recommended that only the principal and assistant principals be selected from among knowledgeable and experienced teachers (MNE, 1991a, p.418). At the Fifth National Education Council held between 5-14 February 1953, no decision was taken on the training of education administrators, but detailed information about the selection and appointment procedures of education administrators was given. In the 19th article of the draft Primary Education Law, "Those who manage primary schools will be given the title of principal. Teachers of single-teacher schools have the authority of a principal. When the need arises, assistant principals are also assigned to primary schools according to the regulation." statements have been made. (MNE, 1953, p. 221-222). In addition, in Article 21, it is stated that in order to be a principal in primary schools, it is required to have successfully taught for at least two years, to have taken a guidance-administrative course, or to have successfully served as a vice principal for two years (MNE, 1953, p. 222). At the Sixth National Education Council held in 1957, there was no decision regarding the training, selection, and appointment process of education administrators. At the Seventh National Education Council held between 5-15 February 1962, it was decided to establish a school called the Higher Institute of Educational Sciences to train administrators in the report of the Teacher Training Commission. However, this decision was not implemented and the job of training administrators was left to the Higher Teacher Schools (MNE, 1962, p.236). At the Eighth National Education Council held on

September 28 – October 3, 1970, academics were asked for their opinions for the first time, and in this direction, the "Ankara University Education Faculty Commission Report" was presented to the council committee by the academicians. However, no statement was added to the decisions taken at the end of the council regarding the training, selection, and assignment of educational administrators. (Turkoglu, 2016). This situation is explained by the following statements in the report: "Although the development of the administrative class in our education system has been strongly proposed in various meetings and projects so far, it has not been realized yet" (MNE, 1970, p.81). In the Tenth National Education Council held between 23-26 June 1981, it was stated that the school is the place that trains education administrators, experts, and other education personnel. In the council minutes; "Considering that Psychological Counseling and Guidance services can be successful with the cooperation of administrators, teachers, consultants, and experts in a school, working administrators and teachers should be trained with in-service training programs in terms of student personality services at a minimum level." statement is included. From these statements, it can be said that an understanding has been adopted, such as that school administrators are chosen from among teachers and that schools automatically train education administrators. The fact that school administrators want to be developed through in-service training proves this situation. This situation can be supported by the following words of Salim Akagunduz, who is the İstanbul Public Education President of the period that was recorded in the council minutes.

"Apart from the problem of teacher training, another issue that needs to be emphasized is training administrators. Because educational administration is considered and implemented as a separate field of specialization in developed countries. In our country, in Turkey, one of the branch teachers is usually a high school principal, the Director of National Education or an education administrator at the upper levels. A mathematics teacher may know mathematics very well in his field, but may lack some formations required by the education administration. Administrative processes such as planning, formation, communication and evaluation may not have information about concepts such as hierarchy and other status related to the structure of the organization. Even if he knows, he may be far from the formation of this business. Because he is a math teacher or a music teacher. In this respect, we are on the side of expanding the units that train educational administrators." (MNE, 1981, p.249).

At the Eleventh National Education Council held between 8-11 June 1982, detailed reports were prepared on the teaching profession and the training of education administrators, and a new teacher training model was introduced. Three categories that should be included in teacher training programs were determined, and it was stated that teacher candidates should be given training in the fields of teaching profession knowledge, field knowledge, and general culture. In addition to the courses to be given in these fields, it was decided that the education management course should be given as an elective course (MNE, 1982, p. 75-76). In addition, it was stated in the report that teacher training programs should train not only teachers but also education specialists. According to the report, one of the areas of expertise that should be included in the education system is education management. In the report, the need for education administrators of the period was clearly expressed as 8,510 people. (MNE, 1982, p.109). Postgraduate education is a must in order to become an education specialist. In applications to this field, it was stated that the graduates of teacher training institutions should be taken first. (Turkoglu, 2016). The problems of education administrators and experts, which were not mentioned as a special concept in the

report, were examined under the title of teachers' problems. In addition, attention was drawn to the need to increase the quality of the teaching staff in order to increase the quality of the education system, and it was emphasized that it is important to train school administrators in this context. (MNE, 1982, p.149-152). The conditions of being an education manager are also clearly stated in the council reports:

“To become a training director;

1. Having worked for at least five years in education and training services such as teaching, assistant director, and other educational specialization areas;
2. To be selected according to predetermined criteria;
3. A master's degree in educational administration is required. In the absence of a staff member with a master's degree in education management, certificate holders can be obtained in this field. A minimum of five years of professional seniority required to become a director may have been obtained after undergraduate or graduate education. Those who have undergraduate education in this field should be recruited as assistant directors regardless of seniority. The promotion of the education director to the upper level management should be done without breaking the hierarchy and on the basis of competence.” (MNE, 1982, p.114-116).

In the "Teacher Training Commission Report" of the Twelfth National Education Council held between 18-22 July 1988, the issue of training administrators was mostly discussed in the context of in-service training. The administrators were asked to be selected from among the teachers by examination. The understanding that administrators should receive in-service training while on duty is accepted (MNE, 1988, p.300-379). At the Thirteenth National Education Council held between 15-19 January 1990, there was no agenda regarding the training of education administrators. The subject of selecting and assigning education administrators was included in the subject of non-formal education. It has been stated that priority should be given to the employment of those who have received undergraduate and graduate education in the field of public education. It was stated that a 5-year teaching requirement should be sought in the appointment of these administrators (MNE, 1990, p.421). At the Fourteenth National Education Council held between 7-29 September 1993, the following statements were made regarding the training of education administrators:

“There is no legislation specifying the procedures and principles for the appointment and dismissal of the Provincial and District Director of National Education, Deputy Director and Branch Offices. This legislation should be prepared and put into effect as soon as possible, to illegal appointment and recruitment, to political preferences should not be included. School management is a multidimensional event, it is related to people, it is related to other materials for realizing the aims of the school; it is also directly related to the development and of a country. In this respect, our managers should be trained meticulously and carefully in parallel with the developments of the age. Rapid developments in society and in the world have proven that educational administration is a specialty and needs a separate education. For this reason, the rule of "The main thing in the profession is teaching" may have brought honor to the teachers, but it paralyzed the administration in a way. Therefore, the source of administration should be the teacher, but this teacher should be an administrator by passing through a specialized institution,

specialization should not be neglected and our administrators should be among the teachers who are the main ones in the profession.” (MNE, 1990, p.105-107).

As stated in the report, there is no systematic method for training, selecting, and appointing school and education administrators in this period. In addition, there is no legal text specifying the appointment and dismissal procedures of education administrators in this period. For this reason, the following recommendations were made with the selection and appointment of the training manager:

“Legal and administrative arrangements should be made to eliminate the political effects in the stages of selection, appointment and relocation of educational administrators (MNE, 1993, p.85-89). A new legal arrangement should be made regarding the appointment of managers and experts who will work in the central organization. A new legal arrangement should be made regarding the qualifications, promotion and relocation of the managers and experts to be assigned in the central organization. Hierarchical progress and promotions should be strictly observed in educational administration. Educational administration should be provided with a structure and operation that is free from political influences.” (MNE, 1993, p.88-89).

At this meeting, it was stated that educational administration is a separate specialization from teaching. This is an important development in terms of educational administration. The idea that education administrators should receive a separate education has also become more evident since this period. In the report prepared at the end of the meeting, the education administration program was mentioned, and it was stated that this program should include the fields of “Management Knowledge, Education Formation, Field Skills, Management Principles and related sub-disciplines”. On the other hand, it was stated that existing education administrators should increase their competencies in the field of education management through in-service training. In the report prepared by the Primary Education and Guidance Commission at the Fifteenth National Education Council held between 13-17 May 1996, it was stated that education administration is a field that requires expertise and six suggestions were given on the subject:

1. It is necessary to perceive educational management as a science in order to accept the manager as an educational leader who ensures the realization of organizational goals, to know that this field requires expertise, and to make educational administration a profession.
2. Educational management should be based on teaching experience.
3. Educational administrators should be trained through postgraduate education, and administrator candidates should be selected with objective measures and Personal rights should be arranged according to their job and education level.
4. The balance of authority and responsibility of the school administrator should be ensured.
5. A management system should be established in which educational institutions established in certain areas (province-district) can benefit from material and human resources at their full capacity.
6. By creating an environment of real participation in management; Contribution and participation to the environment should be provided for students, teachers, and parents. (MNE, 1996, p.111-112).

In the Fifteenth National Education Council, only the following statement is mentioned about the election, appointment, and promotion of the education manager. "Career, merit, and success should be sought in managerial appointments, and transitions to the upper echelon should be in line with success and according to a certain system. After these items were discussed in the general assembly, they were decided as they were included in the proposal. (MNE, 1996, p.7). A comprehensive evaluation was made of education and school administrators in the sixteenth National Education Council, held between 22 and 26 February 1999. At this meeting, the idea that school and education administration should be a separate area of expertise is completely settled. It was stated for the first time that the understanding of "the main thing is teaching" constitutes an obstacle in the development of educational administration. The current problems related to educational administration are expressed as follows:

"Although management requires a separate specialization training, in the current legislation; Giving the administration to teachers as a second task is seen as the main problem. The approach of "the main thing is teaching" hinders the development of education and school administration. Vocational technical education and school administrators have not been defined according to management levels and school types, and the qualifications they should have have not been determined. The authorities and responsibilities of the managers are not compatible. Necessary importance is not given to the training of managers. Appointment, relocation and dismissal of administrators can be done without taking into account the public interest and objective criteria." (MNE, 1999, p.277).

Many decisions have been made to address these problems. First of all, it was stated that the qualifications of school administrators should be determined and job and job descriptions should be made. It was stated that school administrators should be given education management certificates within the scope of a project and then be included in graduate programs. It was emphasized that in-service training activities to be given to school administrators should be planned in cooperation with universities (MNE, 1999, p.277-278). Regarding the selection and appointment of school administrators, the following decisions were taken (MNE, 1999, p.335): "The convenience provided to teachers who have master's education in the fields of educational administration and public administration should also include those who have master's degrees in other administration areas. In the appointment of administrators to vocational and technical education schools, undergraduate and graduate education in the field of education administration should be made compulsory. Unnecessary managerial employment in central and provincial organizations should be avoided." At the Seventeenth National Education Council held between 13-17 November 2006, it was emphasized that education management should be carried out as a profession, and the number of female education administrators should be increased by providing managerial competencies. Education decisions have been taken to ensure that education administrators are well-equipped and capable of developing a vision in the fields of education, experience, duties, responsibilities, and supervision. In this council, it was stated that education management should be given importance as a career step and a career job. An education manager's appointment should not be made with a single exam. As in other European countries, a criterion should be developed that evaluates passing through a certain educational process, preparing a file, taking part in council studies, and aptitude tests. It has been stated that those who have received training or carried out studies in the field of management in education should be employed in the central organization units of the Ministry of National Education (MEB, 2007,

s.195). It can be said that the understanding of educational administration in the modern sense has entered the agenda of education since this period. However, after the commission meetings, only the subject of "detection of managerial competencies" based on job analysis according to management levels was included in the decisions. At the Eighteenth National Education Council held between 1-5 November 2010, it was decided that the current administrators would be provided with postgraduate education with the coordination of universities and the ministry. In addition, it was stated that postgraduate education should be taken into account in the appointment of school administrators. It has been decided that school administrators should be considered on leave during the postgraduate education period and that this permission should be guaranteed by legal regulations (MNE, 2011, p.705). The other decision regarding education management is as follows:

“The educational leadership and business management roles of school administrators should be considered separately, school administrators should be included in the general administration services class, and new staff should be created. Portfolio, process evaluation, etc. in the selection and employment of school administrators. Vocational competencies to be developed on the basis of alternative selection methods should be taken into account, the administrative and academic organization of schools should be redesigned and amendments should be made in the Civil Servants Law No. 657 for these purposes. It should be considered as a criterion that school administrators have visionary leadership characteristics related to the regions and schools to which they will be appointed. Considering the regional conditions of Turkey in the training and employment of school leaders, qualifications to work and take responsibility in difficult conditions should be gained. In order to improve the qualifications of school administrators, management, informatics, communication, leadership, meeting and time management etc. should be included in in-service training seminars. Programs and trainings should be designed to be practical and focused on problem solving. In addition, it should be ensured that education administrators get to know different societies and cultures, be trained to work in multicultural environments, and improve their foreign language skills.” (MNE, 2011, p.709-711).

When the decisions taken about the education administrators in the Eighteenth National Education Council are examined, it is emphasized that the qualifications that school principals should have are specified and that school principals should be trained according to these qualifications. In addition, it was stated that the competencies of school administrators may vary between regions, therefore, school administrators to be employed should have the characteristics of the region. In the Nineteenth National Education Council held between 2-6 December 2014, it was decided that the concepts of education administrator, school administrator should be defined, unlike in other councils. In this context, when the education manager is mentioned, the administrative levels of the district, province, and Ministry are; When it comes to school administration, it was decided that the school principal and assistant principals should be understood. In this council, important decisions were made for the acceptance of school management as a field of expertise and for its professionalization. There are five titles and 39 decisions related to school management in this council. These titles are; Selection criteria for school administrator candidates are initial assignment to school administration, reassignment to school administrators, in-service training and other issues (MNE, 2014). It is one of the important decisions taken that having a postgraduate education in the field of education management is considered as the reason for being preferred when being appointed as a school administrator and

the opening of Educational Manager Training Centers in various parts of the country. (MNE, 2014, p.9). When the decisions taken at the Nineteenth National Education Council are examined, it is seen that school administration has been extensively discussed and very detailed decisions have been taken (Boz and Karatas, 2020). These selection criteria for Educational Manager Candidates are presented under the headings of "Initial Assignment to Education Manager", "Reassignment to Education Manager", "In-Service Training" and "Other Issues". At the Twentieth National Education Council held on 1-3 December 2021, there was no agenda regarding the training, selection, and appointment of education administrators. There is a similar situation when we look at the decisions taken.

### **The Process of Training, Selection, and Appointment of Education Managers in Five-Year Development Plans**

One of the documents affecting the education, selection, and appointment policies of education administrators in Turkey is the development plans. There are decisions on training administrators in development plans. The First Five-Year Development Plan covers the years 1963-1967. It is also an important issue that the education administrators are not trained and the necessary cooperation between the ministries and educational institutions is not established. (SPO, 1963, p.449). In the first five-year development plan, many problems related to education were mentioned, and it was stated that one of these problems was training administrators. However, no specific purpose was determined in the plan regarding the training of educational administrators. In the Second Five-Year Development Plan covering the years 1968-1972, the concept of school or education administrator was not used; instead the more general expression "administrator" was used. Although not specifically in education, it has been mentioned that administrators are the center of gravity in terms of manpower and that their inadequacy in terms of education levels plays an important role in the efficiency of organizations. In the section where the policies to be implemented for this purpose are expressed, the following statements are made:

"It is imperative that the dispatchers and managers in the public sector institutions are trained according to the modern management technique for the implementation of the manpower policy. For this purpose, short and long-term training programs will be organized within the education institutions, apart from the institutions providing management and management training. Participation of the private sector in these training programs will be encouraged and the national productivity center will support the studies on this issue." (SPO, 1968, p.157).

Educational administrators were not mentioned separately in the Third Five-Year Development Plan, covering the years 1973-1977. School administrators and education administrators were evaluated in the same context as all other public administrators. It has been stated that higher education, as an education level that trains administrators for the education and service process, will be organized in a flexibility that can meet the needs at various stages of development. (SPO, 1973, p.723). In addition, it has been stated that in-service training programs will be developed and implemented to increase the professional knowledge and skills of existing administrators (SPO, 1973, p.779). In the Fourth Five-Year Development Plan covering the years 1979-1983, the reorganization of the public administration and the qualification of the managers and personnel working in the public sector were mentioned. It has been decided that a continuous and effective in-service training system will be established in all sections and stages of public

administration (SPO, 1979, p.671). In the Sixth Five-Year Development Plan covering the years 1985-1989, only "Emphasis will be placed on training high-quality referrals and administrators through in-school and non-formal education." has the expression (SPO, 1985, p.140). In the Sixth Five-Year Development Plan covering the years 1990-1994, it was stated that due to the expected developments in the economic and social structure and the changes in technology, the increase in supply would be given priority in some fields, such as management sciences. In order to increase efficiency and productivity in public institutions and organizations, it has been emphasized as one of the policies to be implemented that will ensure that managers at all levels receive training that will enable them to use modern management techniques (SPO, 1990, p.301). In the Seventh Five-Year Development Plan covering the years 1996-2000, it was stated that the civil servants who will take place in the executive class will be trained at a high level (SPO, 1996, p.119). In the Eighth Five-Year Development Plan covering the years 2001-2005, it was stated that public personnel would be trained in the light of scientific and technological developments in order to increase the effectiveness of public services (SPO, 2001, p.191). In the ninth and tenth development plans, no decision or policy regarding the training of educational administrators has been expressed. In the Eleventh Five-Year Development Plan covering the years 2019-2023, decisions were taken regarding the motivation and professional development of teachers and school administrators. It has been stated that the social status of the teaching profession will be strengthened, school administration will be made a professional profession, and an accreditation structure for administrator education will be established (SBD, 2019, s.127). In addition, it was stated that the content of in-service training will be renewed within the framework of the current needs of teachers and school administrators, and in-service training in vocational-technical education will be carried out in business environments (SBD, 2019, s.128).

The process of training education administrators was first the subject of the First Five-Year Development Plan. However, when evaluated in general terms, it is seen that it is included in the policies within the scope of training public administrators, not specifically in educational administration. Although the problems related to education administration were identified in the First Five-Year Development Plan, it is seen that no policy or decision was taken to solve these problems in the next plans "except for the second and third term plans". In the Second and Third Five-Year Development Plans, it was stated that, as a solution, the work of the National Productivity Center and the Public Administration Institute of Turkey and the Middle East should be supported and coordination should be ensured with the universities.

In the development plans, the issue of training managers has been mentioned more. It is seen that no direct decision has been taken regarding the election and appointment of administrators. Only in the third and seventh development plans is it stated in general terms that the appointment of managers will be made according to objective criteria.

### **The Process of Training, Selection and Appointment of Education Managers in Written Legal Texts**

Written legal texts that have come into force in Turkey so far have directly shaped the training, selection, and appointment processes of educational administrators. The first of these laws is the Law on the Education Organization. In the seventh article of the law that entered into force in 1926, "Higher teacher schools train high school teachers, secondary school teachers of

secondary schools, primary and village schools, primary education inspectors and practice directors." is included. Regarding the appointment process of education administrators, the following statement is stated: Primary school principals and assistant principals are appointed with the approval of the Director of National Education and the approval of the Governor in accordance with the regulations to be prepared by the Ministry of National Education. Another important law that determines the training, selection, and appointment processes of education administrators is the Civil Servants Law No. 657. According to Article 221 of the law, institutions can carry out vocational education and training within their own bodies. These institutions can send students to domestic and international educational institutions. In this law, no procedure is specified regarding how the education administrators will be appointed. In the In-Service Training Activities Administration Regulation of the Ministry of National Education, which entered into force in 1976, it is stated that the aim is to make the personnel more productive, to prepare them for higher positions, and to adapt them to new situations. The interview system was used in the appointment of school administrators in the Directive on the Appointment and Relocation of School Administrators affiliated with the Ministry of National Education, Youth and Sports, published in the Journal of Notifications numbered 2187, dated May 6, 1985. Candidates are required to be from the central or provincial organization of the ministry. In this directive, schools were divided into types A, B, and C, and a separate assignment requirement was stipulated for each. Candidates with a minimum of 10 years of service and over 35 years of age are assigned to A-type schools. Candidates with a minimum of 8 years of service and over 30 years of age are assigned to B-type schools. Candidates with at least 5 years of service and over 25 years of age were appointed to C-type schools. Article 41 of the 1986 Ministry of National Education Directive on the Appointment and Dismissal of Provincial Organization Managers reads as follows: Managers participate in in-service training in order to gain the knowledge and skills required by management. As can be understood from this directive, civil servants appointed as managers receive in-service training in order to gain the qualifications required by their duties and to gain managerial competencies. In the Decree Law No. 179 on the organization and duties of the Ministry of National Education, the management task was divided into four levels, and the principle of starting the management task from the first level was introduced. According to the Law on the Organization and Duties of the Ministry of National Education dated 30.04.1992 and numbered 3797, the appointment of directors to high schools and equivalent schools and institutions is made by the Minister. Principals are appointed to schools other than this by the governors upon the request of the provincial director of national education. According to Article 21 of the Regulation on the Appointment of Institution Managers Affiliated to the Ministry of National Education dated 1993, the governorship ensures that the managers of the institution participate in in-service training activities. Balcı (1982) stated that the content of the in-service training program consists of traditional, formality, and correspondence, and it consists of the wishes and estimates of the authorities rather than the real needs of the training administrators. This regulation enabled school principals to choose their assistants. In this direction, "It is essential that appointments are made from among the teachers who work in the institution and offered by the director of the institution." concept is adopted. According to the 1st article of the 1999 Ministry of National Education Regulation on Appointment, Evaluation, Promotion, and Relocation of Managers, the qualifications, content, and techniques of management should be provided to the manager candidates. It is essential that managers are trained in-service with the aim of improving and developing these competencies. Within the scope of this regulation;

- a. Winners of the selection exam for first and second level managers, 120 after this exam,
- b. Those whose training needs are identified in their management duties, 60 to the first training organized in the field, are recommended,
- c. Recommended for senior management or senior group service management roles, 90 in the last year of group service,
- d. Persons who will be transferred to management positions pursuant to Article 20, 90 before assignment,
- e. Applicants for management positions abroad receive in-service training for no less than 90 hours to familiarize themselves with their duties and the countries they will go to.

In this regulation, two service regions were created for the appointment and relocation of school administrators. The principle of serving at least four years in the first service region of the ministry and provincial administrators has been introduced. Managers in the provincial organization cannot be appointed to duties in the second service region until they have completed their four-year term of service. In the Regulation on Appointment and Promotion of Managers of the Ministry of National Education published in the Official Gazette dated 11.06.2003 and numbered 2513, the qualifications to be sought in those who will be appointed to the positions of chief, branch manager, district and provincial directorate, head of department, and general manager were determined. Assignment to these tasks is dependent on the exam. In the regulation changes in 2003, 2007 and 2008, where similar texts were included, some levels were rearranged; Minor changes were made, such as the method to be applied in case of score equality and the inclusion of specialist and head teacher practices in the appointment process. According to the Decree-Law on the Organization and Duties of the Ministry of National Education dated August 25, 2011 and numbered 652, the directors of the institutions must be successful in the written and/or oral exam. Appointments are made by the governor among the successful ones, taking into account their terms of service, performance, and qualifications. With the change in the regulation made on 28.02.2013, a radical change was made in the appointment of school administrators and a written exam requirement was introduced in order to become a manager. When the regulations on the When the Regulations on the Appointment of Educational Institutions Administrators of the Ministry of National Education, which came into force in 2015, 2017, 2018, and 2021, are examined, no changes have been made in the conditions of appointment as school administrators. The most important difference between these regulations is the method of determining the assignment points. In 2015 and 2017, the basis for assignment was the arithmetic average of written and oral scores, while in 2018, 60% of the written exam was changed to 40% of the oral exam. In 2021, Annex 1 and Annex 2 forms were added, which affected the assignment score. With the addition of these forms, the scores for the assignment are 50% of the written exam score, 30% of the score obtained as a result of the evaluation (Appendix 1, Appendix 2), and 20% of the score obtained as a result of the oral exam.

When the written legal texts about the training, selection, and appointment process of education administrators are examined, it is seen that many laws, regulations, and directives have been prepared in Turkey, but they are made up of practices that are repetitive and do not bring much innovation. For this reason, the need for comprehensive regulation still continues today

(Turkoglu, 2016). Considering the general conditions sought in candidates; The requirement to have a higher education, which was introduced after 1993, is seen as common in all legal texts. While it was sufficient to be in the education and training services class until 2008 to be an education administrator. To be an education manager, it was enough to be in the education services class until 2008. Since 2009, the requirement to work as a teacher has been introduced. Considering the special conditions sought for those who will be education administrators, the conditions for each type of school directorate are determined separately for the appointments to be made to the school directorates. There are no special conditions in the regulation issued in 2013. Different terms of office have been determined for each managerial level in 2014. There are no special conditions in the regulation issued in 2013. The age limit requirement for being an education administrator is only in the 1985 directive, while there is no such requirement in the others. While postgraduate education is considered as the reason for preference in almost all written law texts, including education administration, it is an important problem that in the regulations issued in 2015 and 2018, doing a master's degree does not affect the management score. This issue was fixed in 2021. The fact that Annex 1 and Annex 2 forms affect the exam score has increased the possibility of selecting school administrators with high proficiency according to previous regulations. Because in these forms, many factors, such as second university, graduate education, academic publications, certificates of achievement, activities and projects in schools have score equivalents, and the documents presented in this form affect the score by 30%. In addition to these, school administrators are required to get sufficient points from the interviews they conduct. This situation makes it possible to determine more competent school administrators. In the regulation that came into force in 2021, variables such as length of service, academic and professional experience, educational status, awards and punishments, school and institution development experience are used as criteria along with the results of written and interview (Yavuz and Cakir, 2022). It can be said that the most recent regulation is more adequate than other regulations and is more sensitive in choosing school administrators.

## **Results and Discussions**

When we look back over the history of the Republic, we can see that the policies regarding the training, election, and appointment of educational administrators have changed very frequently. For example, in the last 18 years, 11 new manager appointment and assignment regulations were published until 2021, the first of which was in 2003. Some of the regulations were changed more than once, a total of 14 times (Gulmez and Aslanargun, 2021). This frequent change has prevented the establishment of a stable training, selection, and assignment system for education administrators. Even today, the Ministry of National Education does not have a generally accepted model. It is thought that only in-service training will be sufficient for the training of school administrators. Since educational institution management is not seen as a professional profession in Turkey, it was not considered necessary to train people to be appointed to this field with a special program (Demirtas, 2008).

From the Republican era to the present day, the issue of training, selecting, and assigning educational administrators has always been a controversial issue. The reason why so many changes have been made can be explained by this judgment. The fact that the quality of education is still at the same level despite many changes means that we have not been able to correctly

identify and correct our problems related to education administration and education. Considering the reasons for not being able to identify the problems correctly, it can be said that it is basically an identification problem. First of all, the subject of who is the education administrator and what the difference between the school administrator should be elaborated upon. Then, this difference should be clearly differentiated in councils and written legal texts, and policies should be formed in this direction. Because of the competency areas of education administrators, school administrators are different from each other. Similarly, a school as an organization and other educational institutions are different from each other. At the same time, the areas of influence of those who manage these institutions are also different from each other (Açıkalin, 2002). For this reason, educational administrators and school administrators should be defined differently. The first document in which this distinction was made was the Fourteenth National Education Council, held between September 7-29, 1993. Although this situation, which we can call very new, is expressed here, such a distinction is not seen in official documents. While preparing the regulations, all education management qualifications, from school principal to chief, from branch director to head of department, were accepted as the same and differences arising from professional seniority were taken into account as a condition for being appointed only to these duties.

Since the first day of its establishment, the Ministry of National Education has made an important effort to train education administrators and fill their staff with education administrators with high proficiency levels. However, these efforts have often remained on paper. If it is to be said for today, it is an important shortcoming to think that 53,620 educational institutions can train their managers only with in-service courses and seminars. The fact that the number is so high shows the seriousness of the matter. Karip and Köksal (1999) state that in developing countries, pre-service training programs for educational institution management are not generally encountered. Bursalioğlu (2019), on the other hand, states that it is a necessity for educational institution administrators to receive management training in order to fulfill their responsibilities properly. For this reason, MEB should take comprehensive and applicable steps to train school administrators. At the very least, if school administration is accepted as a specialization, candidates who want to become a school administrator should be transferred to the education administration specialization staff on the condition that they have received 2 years of postgraduate education after 4 years of undergraduate education. In the current situation, getting a postgraduate education is mentioned in the regulations only as a reason for preference, not a reason for appointment. When we look at the period before 1990, there were university programs in educational administration, but as a result of the restructuring efforts introduced after this period, these departments were closed and transformed into graduate education programs (Sisman and Turan, 2002). However, the point missed in this practice is that there is no element in the administrator appointment regulations that will encourage school administrators to direct them to these graduate programs. The fact that those who have postgraduate education in the field of education management mostly move to university staff has revealed another important problem, such as the inability of the MEB to retain its trained personnel. In addition, the fact that in-service trainings have only a theoretical content and a non-practical training is preferred will cause these trainings to be ineffective in gaining the desired competencies of school administrators. For this reason, the application dimension should not be ignored in manager training programs (Karip and Koksals, 1999). However, when we look at the manager training to

date, it is not seen that the training managers are subjected to practical training. The fact that it is difficult to implement practical training through in-service training can be explained as the reason for this situation. In this case, the importance of pre-task training emerges once again. It will be easier for school administrators to receive practical training during their graduate education in terms of legal ground. For this reason, training administrator candidates should be allowed to receive practical training before completing their graduate education.

When the National Education Councils regarding the training, selection and appointment of education administrators are examined, it is seen that the first comprehensive statements about education administration were in the Seventh National Education Council. At this meeting, it was agreed that education administration should be discussed in detail for the following periods. The first council where education administration was discussed in a comprehensive and detailed way and decisions were taken on the subject was the Eleventh National Education Council. The most important development here is the expression of educational management as a field of expertise. In addition, when the recommendations given by this council are examined, it is recommended that those who will be education managers should take postgraduate education. One of the most important councils regarding education administration is the Fourteenth National Education Council, held in 1993. Because, unlike other previous councils, one of the two main agendas of this council has been education administration. This means that the Ministry of National Education attaches more importance to education management as of this period. The article of conducting in-service training in cooperation with universities, which was included in the assignment and relocation regulation of 1999, was realized as the implementation of the decision taken by this council. In the 15th, 16th, and 17th National Education Councils, there are no detailed statements on the issue of training education administrators, but statements similar to the decisions taken in the Fourteenth National Education Council are briefly included. It is seen that after the Fourteenth National Education Council, the most detailed and comprehensive decisions about education administration were taken at the Nineteenth National Education Council. One of the remarkable expressions in the decisions taken by this council is the statement that "It is preferable for the administrators to have received the Educational Administration Competence Certificate from the National Educational Administration Qualification Program, which is structured at the national level" (MNE, 2014, p.9). This decision is a very important step for administrator candidates to gain this competence before being appointed as an education administrator. Introducing positive discrimination in favor of female managers in appointments to managerial positions is one of the remarkable decisions here (MNE, 2014, p.10). One of the decisions taken at this meeting regarding the training of education administrators is the decision to establish guidance (mentoring) mechanisms for the professional development of education administrators, which has never been implemented in Turkey before (MNE, 2014, p.11). When the Twentieth National Education Council is examined, it is seen that there is no agenda regarding the training, selection, and appointment of education administrators. At this point, it can be said that if the decisions taken in the Nineteenth National Education Council are put into practice, the process of training, selecting, and assigning education administrators can be more objective, more functional, and more permanent.

When the development plans for training, selecting, and assigning education administrators are examined, the importance of training administrators has been emphasized since the first five-

year development plan. However, the decisions taken and the savings applied are mostly expressed under the title of "general administration", not in terms of educational administration.

When the legal documents related to training, selection, and appointment of education administrators are examined, it is seen that the directives and regulations issued until the 2000s mostly focus on the duty responsibilities of education administrators. When the regulations are examined, it is seen that the most important development took place in 2009. With this regulation change, the authority to appoint school administrators was taken from the Ministry of National Education and given to the governorships. This is a positive development for the appointment of more qualified and competent school administrators. Because a staff member is expected to be better acquainted and evaluated by his/her supervisor, who is closer to him/her as a staff member. Appointments made directly by the Ministry are less likely to be appropriate for the regional conditions and environment. When the training manager appointment regulations are examined, it is stated that the duties and responsibilities of the training manager, what conditions they must meet, and how they will be appointed by whom are stated. How education administrators will be trained is only included in the 1998 education administrator regulation (Celikkol, 2010). The abandonment of the practice, which came into force in 1998, is surprising. In this regulation, it is stated that universities will help and cooperate in the execution of in-service training activities. In addition, it has been stipulated that the candidates who will participate in the training manager in-service training will be subjected to an exam in order to be considered successful and that only successful candidates can take the exam for management. Although this practice is an important step for the candidates who have proficiency in management to become education managers, it was not mentioned in the texts of the appointment regulations that came into force later. Instead, the requirement to get at least 60 points in the management exams in order to be appointed as an education manager was introduced, and the scope of education administration was reduced to the ability to get a certain number of points from the written exam. It can be said that the regulation, which came into force in 2021, has the most adequate school administrator selection system to date in terms of selecting qualified school administrators. Because, in this regulation, many characteristics of manager candidates have a counterpart in determining the points that are the basis for appointment. This situation has provided an advantage to education administrator candidates with high proficiency and paved the way for partially more competent candidates to become administrators of educational institutions.

Traditions and standards have not been established and maintained in Turkey regarding the appointment of education administrators (Sisman and Turan, 2002). It is seen that the focus is only on the selection of educational administrators. Educational administration should be seen as a professional profession and the issue of training education administrators should be handled under two headings: pre-service and after-service. In addition, the implementation phase in the training of educational administrators should not be ignored. Today, one of the most important stages of the training programs of developed countries in terms of training school administrators is practice (Karip and Koksall, 1999). Although there are council decisions on this issue, the fact that these decisions are never put into practice is another problem. The National Education Council meetings are the places where the education problems in our country are discussed most comprehensively. The opinions of the scientists participating in the meeting and the decisions taken at the end of the council should be taken into consideration more by the Ministry of National Education. Ultimately, even if the regulations and practices function very well in determining the

education administrators; The way to achieve high success in education depends on the creation of high successful educator training institutions.

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**RETRACTION**