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AN OUTLOOK ON EDUCATIONAL INSPECTION IN THE WORLD AND TURKEY IN 21st CENTURY

abstract

It is accepted that inspection has been in existence as from the first government or society as a subsystem in evaluating and developing the works in all system as social, political, economic and cultural. This research that aimed to bring a point of view to educational inspection in Turkey was actualized by document analysis from qualitative research methods. Educational inspection has continued its existence by raising importance via change and transformation that affect from four main principal forces as the religious groups, professional associations, local governments, and the state

keywords

World, Turkey, Education, Educational Inspection.

21. Yüzyılda Dünya’da ve Türkiye’de Eğitim Denetimine Bakış

öz

Denetimin sosyal, ekonomik, politik ve kültürel bütün sistemlerde çalışmaların değerlendirilmesi ve geliştirilmesinde bir alt sistem olarak devlet veya ilk cemiyetten itibaren kuramsal olarak var olduğu kabul edilmektedir. Dünyada ve Türkiye’de eğitim denetimine bakış açısı sağlamayı amaçlayan bu çalışma nitel araştırma yöntemlerinden doküman analiziyle gerçekleştirilmiştir. Eğitim denetimini süreç içerisinde; dini gruplar, mesleki dernekler, mahalli yönetimler ve

devlet olmak üzere dört ana kuvvetten etkilenen deęişim ve dönüşümle önemini arttırarak günümüze kadar varlığını sürdürmüştür.

anahtar kelimeler

Dünya, Türkiye, Eğitim, Eğitim Denetimi.

Introduction

More clearly, now that the biggest organization and social institution which is established by humanity is the state and also now that the inbeing who conducts the duties of the state and fertilizes the state most properly is the humanity, inspection is theoretically accepted as being in existence as from the first state or the society. Namely, a need arose to control whether the rules that are established people who manage the society are applied in a correct way. Much as it was simple and primitive, the first surveillance service emerged to meet this need. Accordingly, the historical development of inspection is a changeable process by the establishment and development of each of the organization. Surveillance service has continued its existence by increasing its importance from that day on.

Inspection as an institute is old as the history of humanity in historical development. However, there is absolutely need for an evaluation and inspection for each kind of action of humanity. In this regard, inspection confronts us as a too large and general evaluation function (Erdem, 1998). Inspection is seen as a subsystem that enables works in all systems as social, political and cultural to be evaluated and developed. Namely, inspection is a factor of the management process by the evaluation function (Yıldırım and Derin, 2000).

The answer for the question called “When was the first time the inspection was started” is easy and not clear. However, it cannot be definitely determined that the time when the inspection started and also what the titles for the first assigned people were. In addition to all these, it can be said that the inspection started when the first public institutions were organized and also management processes were applied. In other words, every society has given place to inspection in their systems when they got organized. Social and economic developments of our era have obliged a continuous inspection effort by an efficient plan for every system.

Inspection Description

Productivity and effectiveness are based on the skill and efforts of organizations that are the complex structural systems. Educational institutions are the living

quarters where we live a big part of our lives. Qualification of these living quarters is directly proportional to the inspection process and supervisory efficiency of the structure that guide behaviors of the human who live related quarters. There has been barely provided a consensus on the meaning of inspection. Literature has several different descriptions about inspections (Bolin and Panaritis, 1992).

‘Inspect’ is defined In Turkish Dictionary of Turkish Language Society as “to look for understanding what will happen” “audit” “inspection” “control” “to review whether a work is regularly performed” (Turkish Language Association, 1971). ‘Inspect’ is defined in Şemsettin Sami’s *Kamus-u Türkî* in Arabic letters as “supervision, look, observe” “control, research” “analyzing everything to find what is the right form of a thing” (Köksal, 1974). ‘Inspect’ is defined in Hüseyin Kazım Kadri’s Turkish Dictionary as “supervision; keep under surveillance; observe; keep” (Köksal, 1974). ‘Inspect’ is defined in Ferit Develioğlu’s Ottoman Turkish-Turkish dictionary as “keep under surveillance; observe; keep” (it is mentioned that these words emerged in the 20th century). “Audit” is defined in the same dictionary as “to control everywhere to find the right form a thing; control” (Köksal, 1974). “Inspection” is defined in Turkish Legal Dictionary as “being exercised the supervision right on public affairs by the government”. This word in the related dictionary is generally defined as to control whether both organizations and public institutions are managed based on required and codes, rules for the good of public welfare” (Köksal, 1974).

Meaning of inspection in management science has been changed in terms of scope in time. Namely, in 1941, there were authors who thought that the word of inspection includes all the management factors. However, afterward, it has been accepted that inspection is one of the management factors (Marshall et al., 1959). Inspection is defined in several ways as well as it is used as the synonym of the concepts of authorization, prestige, and authority. In this broadest science, inspection is organizations that are established by a person, groups of persons to purposely affect the behaviors of other person and groups of persons (Tannenbaum, 1968). With reference to Marshall, inspection that is one of the basic components of management is a process for us to measure the data in each stage of production of goods and service and also understand to what extent we have closed to our goals (Marshall, 1959).

Management scientists define inspection as a tool that shows whether management activities are conducted based on the plan, directive, and principles (Tortop, 1974). Inspection is an understanding process whether rule and principles are conducted in line with the purposes of organizational activities (Aydin, 1993). Inspection is the process that observing the ways of civil servants to do their duties; revealing the errors and omissions; taking

precautions to correct the mistakes; solving the problems; introducing the innovations; providing methods to be developed; researching to what extent the organization reaches its goals (Demirtaş and Güneş, 2002). Sometimes while it is used "inspection" for the audit style that is also accepted within the control process, and sometimes "supervision" is used for the audit style which is accepted as a whole of the broader activities (Başar, 2002).

If we think one of different descriptions, inspection or supervision is a method to control the behavior on behalf of public welfare. The general purpose is determined so as to be turned to the characteristics of sector and organization inspected. Supervision is at least two-dimensional as technic and social. The technic dimension of supervision covers actions such as plan, program, coordination, counseling, and research. In the social dimension, there are behaviors like sensitivity, observation, communication, and innovation. Supervision is conducted based on purposes without noticing the factors in both two dimensions. However, being neglected evaluations of supervision bodies by management is to system's disadvantage.

I would also like to point out that the goal of inspection is to determine malfunctions in operation and also provide purpose, functionality to be guided to the correct way. In this regard, an inspection needs to be in constructive characteristics. The inspection should not be perceived as terrorizing or giving the order. Because improper practices have made inspection a nightmare in many institutions. The important thing is to be able to use inspection finely (Bursalioğlu, 1985).

Inspection is to get information from input, processing and output factors of the system and also organize these factors for use in the development of the enterprise. Enterprises and institutions who cannot learn from feedbacks get stuck in coincidences in correcting deficiencies, solving the problems and meeting the demands. Inspection makes all these systematic and planned rather than a coincidence (Çakıcı, 1985). It is not backbreaking for people out of this area to make the definition of 'inspection'. American Heritage Dictionary described inspection as observing, managing by watching over (Badiali, 2001).

We saw that the descriptions of the word of inspection do not definitely separate from each other. Type of inspection in management predicates to be inspected compatibility of activities to the regulations on. Inspection bears a meaning that includes activities which increase effectiveness, as well as the definition of inspection, differentiates based on regimes of countries in the international area. These differences can also be observed in state, regions and local government structures from country to country and also within the same

country. It was revealed in numerous studies that inspection has a positive impact on production and effectiveness of institutions and enterprises. In the modern day, a large number of state and governments are in a struggle for developing inspection bodies. Organizations such as management need to compare activities and founding purposes to fulfill the expectations; the inspection mechanism performs this function (Gözübüyük, 1999).

Inspection is essential for every organization without noticing being a private or public institution. Inspection is being determined conformity of activities of an organization to the plan and orders and also evaluated to avoid repetition of any insufficiency (Tortop, 1999). Moreover, the inspection should be relieved of the effect of political streams and people that may always change to provide continuity of government as a social institute; the objectivity of inspection needs to be provided as well (Onar, 1966). Inspection mechanism is a tool to provide this objectivity (Atak, 1999)

Types of Inspection

In modern governments of our era, a series of inspection mechanism has been developed for services to be operated regularly and productively; these mechanisms are also be utilized to keep the rights and freedoms of citizens. Gözübüyük and Tan divided types of inspection into four groups to evaluate the status of management and also specify faulting aspects. These groups are the administrative inspection that is conducted by managerial organizations; political inspection that is conducted by legislative power; judicial control that is conducted by judicial bodies; public opinion inspection that is conducted by people who constitute the public opinion (Gözübüyük and Tan, 1988).

Tortop, İsbir, and Aykaç evaluate inspection that is about the administrative organization as inspections within management and inspections without inspection. With reference to their expressions; the types of inspection without inspection are political inspection, judicial inspection, and public opinion inspection. There are two groups in an inspection within management (administrative inspection); managerial inspection and hierarchical inspection. Hierarchical Inspection: Inspection of superior who has executive power on a subordinate. Managerial Inspection: Inspection that is conducted by inspectors who have not executive power on behalf of the competent authority (Tortop et al., 1993).

Apart from these, KDK (Ombudsman Institution) that is a counterbalance to Ombudsman in European Union countries was established by 6328 numbered Ombudsman Institution Code that came into force by publishing 29,6,2012 dated and 28338 dated official gazettes. The chief goal of this institution is

to review and analyze each kind of activities of administration in terms of conformability to the law and fairness. Applications have been received as from 29,3,2013 (www.ombudsman.gov.tr). In addition, there also are inspection subsystems that are actualized by the international organization and people (United Nations, International Labor Organization, UNESCO, United Nations Food and Agriculture Organization, World Health Organization, International Monetary Fund, International Atomic Energy Agency, etc.) (Baykan, 1995). We see if we look in terms of institutions perform an inspection that inspection can also be conducted by institutions and organizations without the administration. Inspection is called by the organization that performs it. Accepted types are as follows;

Judicial Inspection: The inspection that is conducted by judicial bodies is called as “judicial inspection”. Inspection of government and other public legal entities via judicial references are provided by people who appeal to authorities (Oktay, 1978). In this type of inspection, individuals have a right to appeal to resort to the jurisdiction for management to obey the legal rules. The person who is damaged by being hard done by operation and actions of the management can demand from governing jurisdictions to cancel the related administrative act or claim damages if there is a loss (Coşkun, 1986). The difference of judicial inspection from other types of inspection is that the decision given is the final judgment order and also all the government bodies have got to obey these rules. Judicial inspection of management is the most effective sanction of loyalty of management to legal rules; the strongest precaution that provides loyalty of management to legal rules; irreplaceable objective method of the democratic state of the law.

It is expressed in the 2nd article of 1982 constitution act that the Republic of Turkey is a “state of law”. Judicial control that is a mandatory factor of being a democratic constitutional state is organized on 125th and 138th articles of the 1982 constitution act.

Political Inspection: The inspection that is generally conducted by legislative bodies (parliament) is called as “political inspection”. The duty of parliament is to legislate; however, parliament is executive to control and hold responsible the managing organ (management). The main issue of parliament inspection is the working style of the management. For this purpose, parliament inspects government by the way of supervision and debriefing. Therefore, being inspected the administration by parliament is an “indirect” inspection (Acar, 1992). Moreover, it is possible for individuals to transmit their wishes and claims to parliament by using right of petition; inspection is being conducted on this wise (Onar, 1966). 98th, 99th and 100th articles of the 4th part of 1982 constitution act called “The ways of inspection and knowledge acquisition

of TBMM” specify the ways of inspection of parliament. 98th article is that “Grand National Assembly of Turkey uses inspection power via the question, parliamentary investigation, general debate, interpellation and parliamentary inquiry” (Ergun and Polatoğlu, 1992).

Public Opinion Inspection: The inspection that is conducted by public opinion is called the public opinion inspection. Public opinion inspection is an audit in which the public prejudices the administration by an attitude arising from procedure and activities or also arising from disregard of administration against solving a problem. Public opinion is the expression of opinions of group or groups of people against a contradictive problem. This expression includes both the opinions of majority and minorities. In other words, public opinion is the impressure of the public against a problem (Ergün and Polatoğlu, 1992). It is generally accepted that the most effective factor in molding a public opinion is the media and mass communication. The key feature of these tools whose sphere of influence gradually enlarges by means of technological advancements is that having a chance to transmit event and comments to great masses and also dominate the opinions of the public. Furthermore, autonomous and free organizations (non-governmental organizations) that are effective in forming, conducting and resulting public opinion inspection provide public to be more sensitive by warning and directive activities (Cilaci, 1994).

Administrative (Managerial) Inspection: Administrative inspection is the inspection that is conducted via administrative means, executive organ and methods. Administrative inspection is performed by the administration in person; this is one of the essential difference from other types of inspection. This type of inspection is a kind of self-regulation, self-assessment method that provides administration to work well and correctly. Administrative inspection is performed in various ways. A public enterprise can inspect itself as well as it can be inspected by another public enterprise. Internal auditing or hierarchical inspection means that a public institution inspects itself. It is the internal auditing of an administration that is conducted by inspectors and audit committees on behalf of authority has executive power (Tortop, 1996).

It is external auditing that being inspected a public institution by another public institution. External auditing is the inspection performed by private audit organizations. Harmony and integrity between general management and decentralization organizations are ensured by the external auditing (Coşkun, 1996). We can align the primary ones of these related organizations as the Council of State, Chamber of Accounts, Prime Ministry Supreme Auditing Board and the State Supervisory Council. Administrative inspection is utilized to reach four goals as regularity, convenience, productivity and efficiency (Tortop, 1996). While regularity is a matter of legal and financial affairs as well

as it fulfills the duties of administration. Regularity is to control whether there is obeyed administrative regulations such as circular, rules, imperative and prohibitive provisions.

Purposes of convenience, productivity and efficiency are discussed within the scope of conformability inspection. Conformability aims to improve the administration by researching existing obstacles and precautions for the administrative institute to reach its goal (Erdem, 1988). It is asked for managerial institution/services to be protected against the arbitrariness of people who use public power besides being provided a managerial institution to reach the anticipated results.

Historical Development of Educational Inspection Process in the World

Cramer and Browne (1974) emphasized four prime movers as the educational inspection by religious groups; educational inspection by professional associations; inspection of local society; educational inspection by the government (Oktay, 1999):

The question of who controls the education is not new. With reference to the expressions of Kandel (1933), education was under the control of the church in the middle ages. Local church priests inspected the primary schools; secondary education was controlled and inspected by a patriarch in each of dioceses (Oktay, 1999). Besides the efforts of the church to raise individuals who loyal to the church, chambers of craft and related trades workers developed a system to raise apprentices. Thus, they took place in the educational inspection. While local government units were well-developed in countries like Great Britain where the centralized management and local government are in cooperation, educational inspection is conducted by the centralized government just as other civil services in countries like France where centralization dominates (Cramer and Brown; 1974).

About the relationship between government and education in the 20th century, the government has a monopoly right so as to cover whole control of the system of education of both private and public schools. Indirect control of the education by the system of values, taxpayers and pressure groups became the main topic of conversation because of being accepted that development in social structure as a result of development and dissemination of democracy cannot be left to unilateral approach of the government (Kandel, 1933, p. 53) (Cramer and Browne, 1974).

Humanity has accepted education as the most effective tool of being human down the ages; thoughts and systems on education have been

produced. A human who has comprehended on the great effect of education in constituting of humanity as from the primeval era has continued to be in search of determining the educational goals. It is seen when the thoughts about education are analyzed that the biggest achievement of education in the West is being accepted education as the fundamental and irreplaceable right of humanity (Oktay, 2001).

Traditional Inspection Approaches

Significant movement of thoughts affected the development of educational inspection. These movements do not start and finish in a specific place and time; on the contrary, they slowly emerge and continue in many places. Therefore, previous approaches may continue their effects in this day and time as well (Lovell and Wilas, 1983). Selecting nonprofessionals for school controls (Hammock and Owings, 1955) that are conducted for deciding to what extent education is good as a result of the dissemination of schools and increasing the interest for teacher education at the end of 18th century and early 19th century is a significant step for the future. The method of those related inspectors was perceived as being visited a teacher in class and reported the situation instead of helping the teacher and educational process (Karagözoğlu, 1977).

Inspection started not only to assess teachers but also to deal with developing education method of the teacher to pass from an education approach that adopts different applications between public and nobles to an education ideal that predicates modernism and equality of opportunity. As inspection concentrates on the teacher and developing the education, control function decreases (Hammock and Owings, 1955).

This mentality has continued by gradually changing. The thought that the inspector needs to be a professional and should help teachers started to gain importance between the years of 1876 and 1900. Because new topics necessitated being raised, new inspectors. Thus, management of inspection passed from unprofessional to the individuals having a profession.

Scientific Inspection Approaches

Inspection process acquired a scientific qualification between the years of 1920 and 1930. This attempt occurred as the result of being applied organization principles to the inspection (Bursalioglu, 1991). Educational inspection became the point of interest of investigators during the 1920s and 1930s. Purpose of inspection was perceived as finding education subjects and asking to be applied them from the teacher (Alfonso et al., 1981). 10 numbered decision about

educational inspection was accepted by an unanimous vote after meetings in 6th International Education Conference in July 20, 1937. In related decision, it was adopted and accepted that peace between government and nations would be provided; children and youth would be raised perfectly.

Inspection Approaches Based on Human Relations

Inspection between the years of 1930 and 1940 was discussed in terms of the democratic human relations. It was understood that emotion and excitements of teachers need to be considered to prompt teachers (Bursalioğlu, 1993). As a result of this circumstance, all the attention was gathered on the ways of influence that organize the human relations and constitute a change in human. The concept of efficiency and beneficialness was discussed in that period. Elton Mayo tried something and obtained specific results. With reference to Mayo, efficiency is based on being socially satisfied every employee (Sağlam, 1975). It was foreseen in the period after the 1940s that professionals need to participate in research and assessments works in line with determining best-fit behaviors required for being specified goals of education activities in inspection and also determined required behaviors for actualizing related goals.

Modern (Democratic) Inspection Approaches

The modern approach that joins positive sides of supporters of human relations which consider the social needs of individuals and scientific administrators consider the purposes of organization and tries to balance between two of them. General Inspection in Education was argued as the first article of the agenda of 19th International Education Conference of United Nations Educational, Scientific and Cultural Organization (UNESCO) with representatives of 74 countries in Geneva between the dates of 9 and 17 July 1956. The scope of 10 numbered recommendation about inspection in education was enlarged in 6th International Education Conference. In addition, 42 numbered decision that includes far-reaching studies on purposes, organization, methods, the power of inspection in education was submitted to Ministries of Education of countries (Arslantürk, 1957).

Within these decisions, it is a remarkable and modern approach that is recommended to conduct the inspection for pre-school institutions and educational establishment for children required special education by professional inspectors (Arslantürk, 1957). Educational inspection application that is based on participative research and assessment and specialized knowledge is emphasized in this approach that is described as a modern inspection approach. Descriptive surveys contributed to the development of inspection services. The 1950s and 1960s are the periods of creativity and

purgation. Participatory-democratic approaches were detailedly analyzed in that period and applied from time to time (Alfonso et al., 1981).

Multidimensional Supervisory Efficiency Approach

Answers for questions of how inspection can be defined; which functions inspection has; how inspectors perceive their own roles; what kind of studies are beneficial; how inspectors are selected could not be found in the 1960s (Leeper, 1996). Leeper (1969) conducted a study called "Leeper's Anthology" that characterizes inspection as the rising professions. This study opened issues such as goals, motivation, techniques, the definition of inspection, functions of inspection, perceiving styles of roles of inspectors up for discussion. This study was the pioneer for being conducted different studies on this field till 1989's (Leeper, 1969).

Leeper's this study that is based on opinions of professionals in the related area is significant; because it revealed by a descriptive study that difficulties in the inspection area still continue (Leeper, 1969). The efficiency of educational organizations represents required qualification and quality. Since schools are accepted as an organization, there have been theoretical and empirical studies that endeavor to define efficiency. However, this issue is a complex and difficult problem for both theoreticians and investigators. Because there is not a consensus on both the definition and content of this concept. In other words, since being effective does not mean a single thing, a unidimensional definition is not enough. A school or any organization can be evaluated as "effective" or "ineffective" based on criteria used. In this regard, being effective is evaluated as a structure that is based on the criteria rather than a concept (definition) (Quin and Rohnbaugh, 1983; Gun and Holdaway, 1986).

It is not possible to talk about efficiency without a systematic theoretical model developed in the inspectional application as well as it is not true to say that any dimension is not the single measure of efficiency (Hoy and Miskel, 1987). Two theoretical models were developed to increase effectiveness in education and education subsystems or decide on efficiency; "purpose (goal, way) method" and "system resources model" (Hoy and Miskel, 1987; Hendrix and McNichols, 1984).

1. Purpose (way) model is based on measuring the efficiency of the organization in reaching goals (Hendrix and McNichols, 1984). The efficiency of education institutions is measured by the level in reaching the goals (Hoy and Miskel, 1987).
2. System resources model centered upon the ability to obtain the required resources for the organization (Hendrix and McNichols, 1984).

This model measures efficiency as the success of obtaining and using limited and valuable sources around the organization (Hoy and Miskel, 1987).

According to Steers (1977), these two models are subsidiaries of each other. Efficiency concept emerges by joining these two models. Integration of these models includes below concepts about the concept of efficiency; goal attainment; adaptation; integration; success in constituting and continuing value system (Duncan, 1972; Hoy and Ferguson, 1985; Hoy and Miskel, 1987).

Inspection necessitates two types of assessing. One of them is about improving oneself of educators; another one pursues personal decision goal (Olivia, 1989, p. 528). Inspection is beneficial for achieving a goal; it is essential for the system to continue to develop. Supervision plays a significant role in terms of allowing for determining the content of education plan and content; coordinating the program; specifying the direction of school as an organization and developing the programs (Hall, 1992). The effectiveness of inspectional activities was improved based on integration of "purpose" and "system resources" models (Steers, 1977; Hendrix and McNichols; Hoy and Miskel, 1987; Can, 1992). It is seen in this model that each of supervisory dimensions is an indicator of efficiency. This general interest that has been occurred toward developing the education revealed the necessity to scrutinize inspectional applications in this field. A research project that was supported by ASCD (American Supervision and Curriculum Development) was actualized in the 1988-89 academic year (Badiali, 1995).

The research group that was formed by E. Pajak who was the head of American Supervision and Curriculum Development detailedly analyzed studies conducted between the dates of 1975 and 1989. This group that was composed of 14 doctoral students among faculty members, directors of schools, inspectors, teachers, and other training staff scanned books and investigations about the inspection by the help of Georgia University. More than 300 information, opinion and ability expression about professional growth and training development were revealed as a result of this situation. Each of opinions in this list was at least on two sources in the literature. Afterward, this list was classified by contents. 12 dimensions of inspection activities emerged as a result of this classification effort; communication, personal development, teaching services, program development, effective business performance, observation conference, research and program evaluation, relations with the environment, planning and change, problem solving and decision making, personal development, motivation and organization (Pajak, 1990).

Question forms were sent to professional inspectors to evaluate the importance of 12 dimensions of inspection by investigators in the second stage

of the research. personal and demographic information and also the significance level of 12 dimensions of effective inspection application in inspection activities were asked in those question forms. Respondents mentioned their ideas by marking the choice of "strongly agree" among the choices of "strongly agree" "agree" "disagree" "strongly disagree" (Pajak, 1990).

Research team prepared a second survey to test how more than 300 information, ability and opinion about professional growth and development of teaching are perceived with reference to 12 dimensions of effective inspection Question forms were sent to the addresses of 987 respondents who volunteer for answering. The degree of each expression with 12 dimensions was asked to respondents in the related survey. 88% of respondents answered the questions and 70% of them marked the choice of "strongly agree" (Pajak).

Research team actualized the telephone interview with 12 respondents to check on the information, behavior, and skills about supervisory effectiveness. Following questions were asked to participants; which information, behavior or skill is the most important for supervisory efficiency applications; which information, behavior or skill that you would like to insert in a program that aims to raise professional inspectors". Answers for the questions did not reveal any new information, behavior, and skill. The significance of 12 dimensions of effective inspection was approved one more time in those telephone interviews (Pajak, 1990).

That study became a remarkable step in defining the educational inspection discipline. There were obtained overlapping results about 12 dimensions and information, behavior and skills on these 12 dimensions in many scientific studies (Ph.D.). Inspectors have benefited from those results while preparing education programs for educational establishments such as colleges and universities. Number and application of traditional approaches and descriptions decreased by this systematic model approach on multidimensional supervisory effectiveness. Sergiovanni and Starratt updated the name of their popular book as "Inspection: Redefinition, 1994" and published the second edition. Their definition that is based on supervisory effectiveness distinguishes inspection from traditional and hierarchical roles in school organization; it redefines inspection in terms of democratic professional applications. This redefined inspection included rationalism, program evaluation, redefining school mission and also brought an approach which accepted teachers as friends share experiences with each other. With reference to this approach, teachers and inspectors are the members of education society constituted around the common norms and values, not the decision makers that are individually responsible for benefit and losses of their activities (Badiali, 1998).

Moreover, inspectors, directors in the system of education continue to benefit from multidimensional supervisory efficiency in the light of doctorate study that was adapted to Turkey in M.U Department of Early Childhood Education of Institute of Education Sciences by Çakır in 2003. Purpose of inspectors and directors was to improve themselves by finding a chance to control whether supervisory efficiency takes place in their own education programs and policies.

Inspection in Education

Inspection in education is some more different from previous inspection activities in other disciplines. Related difference results from being commented the definition in different styles by everyone.

Definition of Educational Inspection

An audit is defined in education dictionary as the efforts of school officials to take the lead for teachers and other education employees in developing the teaching. An audit includes encouraging teachers to avocationally develop, evaluating the teaching and organizing education goals, materials, and teaching methods by reviewing (Harris, 1963). The audit is the work in which investigating whether education affairs is conducted based on law, code, regulation and circular letters (Demirel, 2001).

Educational inspection involves actions such as developing education process, encouraging to be developed the teaching tool and methods, organizing and redetermining education purposes, encouraging the vocational improvement of teachers (Bilgen, 1987). In this context, inspection can be thought of as preparing more effective conditions, teaching, and learning methods and also evaluating all the factors that affect learning and teaching (Bilir, 1999). Educational inspection is a factor of management processes and school management; it is utilized to find the degree of realization of foreordained education goals. Since the behavior of the inspector affects the productivity of the group, the realization degree of the goals are affected as well (Bursalioğlu, 1991).

Purpose of Educational Inspection

Başaran and Kaya pointed out that the purpose of inspection in the system of education is to provide and sustain the effectiveness of school that produces the education services. Counseling and developer side of inspection towards providing and sustaining effectiveness in educational organizations gain importance (Başaran, 1988; Kaya, 1991).

Significance of Inspection

Inspection as a subsystem of helps educational purposes to be realized by fulfilling the function and duties. In terms of system properties, inspection can be defined as getting information from input, process, and output of the system; evaluating the information; correcting and developing the goals of the organization based on evaluation results. It can be said that the efficiency, development, and problem-solving skills of organizations that do not feed by inspection results depends on chance. Inspection disentangles the organization process from the coincidence (Gökçe, 1994). In this respect, inspection has a remarkable share in achieving the goals of educational organizations and evaluating the outputs.

Steps of Educational Inspection

It is important to intensely and systematically use inspection system in determining whether education organizations achieve their goals. The first step of inspection is situation determination; the current situation is revealed and data are collected in this stage. Assessment that is the second stage is a work to pass judgment on the issue. The chief goal of assessment is to provide development. The third factor is the correction and development activities. Correcting the deficiencies that emerge at the end of the assessment; correcting the mistakes and obtaining more effective results are talked in this step.

Principles of Educational Inspection

The primary aim of inspection activities in education is to fulfill the objectives determined for educational establishments and actualize a more effective and quality education. In this respect, there is a need for adopting modern educational inspection principles. It is an organizational obligation to make such aid as planned (Başar, 1998).

Aydın aligns these principles as follows;

- Inspection is a purposeful attempt. The goal is to create a development hunger and increase productivity. Inspection is not a purpose; it is a tool that is used to reach a goal,
- It accepts learning and teaching environment as a full,
- The starting point is the urgent problem of the educational environment,
- It is based on collaboration,
- It necessitates a group approach,

- Responsibility is shared,
- There are order and continuity in its program,
- There is democratic leadership in the inspection. Being played the role of leadership by inspection is possible in an environment where there are mutual trust and respect,
- The starting point is the existing structure and conditions,
- It is a set of processes,
- There is given an opportunity for the teacher to know themselves; there is also provided them to find ways to develop their role performances,
- Individual differences are believed,
- Positive human relations approach is observed,
- Interaction is important,
- It is believed in the importance of consensus for the success in inspection,
- It is believed in a continuous research tradition (Aydın, 1993).

Başar aligns the principles of inspection as follows;

Purposefulness: It determines both the reason and purpose of the inspection; Plan: planning inspection based on purposes; Continuity: interaction of past and future dimensions; Objectivity: using measure, remaining neutral, digitizing judgements, validity, reliability and scientificness; Integrity: evaluating the system and around as a whole; Contingency: not wait to get same results from different conditions; Transparency: removing the uncertainty in method, process and results of actions of inspector; Democracy: providing participation. These principles are applied within interaction and cause-effect relationship (Başar, 1993).

Processes of Educational Inspection

According to scientists and investigators, there are different inspection processes. 10 core processes can be talked when synthesis and basic opinions are gathered. These processes are; Planning, Program Development, Organization, Development of Management Works, Establishing School-Environment Relations and Development, Increasing Personnel Efficiency, Investigation and Research, Control and Guidance, Guidance, Evaluation, Reporting (Cengiz, 1992).

Functions of Educational Inspection

Much as the concepts about the function of inspection in education were received from other institutions at times, it was abided by purposes of education and the dominating regime in the country (Sağlam, 1975). Functions of education are implicit in the definitions, purposes, and duties of objective educational law. There may be differences in method and techniques in achieving general and special purposes in fulfilling the functions. Several inspection functions can be developed by different concepts. The important thing is the content that is brought under denominations. Functions of inspection can be collected under six titles;

Leadership Function: Supporting the efforts of individuals; encouragement; exhortation; holding a meeting; finding solution offers; providing individual enterprises to arise.

Source Function: Participating in the decision process in educational policy; being a source by informatics way; giving references.

Coordinators Function: Providing interaction and coordination based on organizational structure characteristics in forming educational policies.

Counseling Function: Providing assistance within the scientific and legal frame to understand the educational policy and goals.

Guidance Function: Providing assistance for individually and vocational improving during the learning-teaching process in line with educational policies.

Assessment Function: Bringing feedback about the current situation of function and its operation in the system (Cengiz, 1992).

Types of Educational Inspection

Educational inspection is a subsystem of the system of education as well as it is counseling for increasing productivity and ensuring educational services to be conducted based on law and regulations. General types of inspection are as follows;

Institution inspection; It is being observed, inspected and evaluated human and material resources based on criteria in achieving the goals of an educational establishment (Taymaz, 1997).

Course inspection; It is being observed, analyzed and evaluated the works of teachers in educational activities (Taymaz, 1997).

Individual inspection; It is an inspection that is performed by an inspector. Inspector observes, analyzes and researches on an issue or more than one issue based on his own inspection plan (Taymaz, 1997).

Inspection with the group; It is an inspection that is conducted by two or more than two inspectors. Inspectors observe, analyze and research on services in their profession (Taymaz, 1997).

Close inspection; It is an inspection that is conducted when inspectors are responsible in an institution (Lane, 1996; Taymaz, 1997).

Remote inspection; It is an inspection that is conducted by obtaining data from sources without observation when the inspector and supervised are in different locations (Bursalioğlu, 1976; Taymaz, 1997).

Continuous inspection; It is being continuously inspected specific institution or individuals by an inspector or authority (Taymaz, 1997).

Technical inspection; It is conducted by professional inspections; it also necessitates expertness (Taymaz, 1997).

Classical inspection; It is an inspection that is bounded by situation determination based on supervision and reporting (Karagözoğlu, 1977; Bursalioğlu, 1982; Başar, 2000).

Modern inspection; It is constructive and inventor inspection. It is composed of three stages; identification, supervision, and assessment (Başar, 2000).

Clinical inspection; It is a set of activities toward observation and behavior modification. Clinical inspection is to develop the process and teacher. Inspector in clinical inspection plays change inspector role; evaluates performance in a real environment; interacts intensely (Williams, 1972; Iwanicla, 1981; Aydın, 1984; Başar, 2000).

Historical Development of Educational Inspection in Turkey

It is seen when looking at the historical process of educational inspection in Turkey that all the duties collected in centralized government. Primary schools and madrasahs were managed by religious institutions in the Ottoman Empire. Clergymen trained in those institutions under religious effects; there was no pedagogical formation (Türkoğlu, 1977). Cramer and Browne (1974) talked about 4 prime movers in an educational inspection from a historical perspective;

- Educational inspection by religious groups,
- Educational inspection by professional associations,
- Inspection of the local community,
- Educational inspection by the government.

It is not a new question that who will control education. Education was under the control of the church in the middle age. There were published

decisions necessitated being inspected primary schools by church priest. Secondary education was controlled and inspected by the patriarch in every diocese (Kandel, 1933).

While medieval schools endeavored to raise leaders who would be loyal children of the church, chambers of craft and related trades workers developed a system to raise apprentices. Thus, they took place in the educational inspection. While local government units were well-developed in countries like Great Britain where the centralized management and local government are in cooperation, educational inspection is conducted by the centralized government just as other civil services in countries like France where centralization dominates. Inspection of government in the education area is much newer than the participation of the above groups (Cramer and Brown; 1974).

There were developed two main principles that emphasize the relationship between government and education. The first of the principles have a real monopoly right so as to cover control of the system of education including both public and private schools. The second of the principles is the “laissez-faire” doctrine that accepts state intervention to overcome the deficiencies. Moreover, there occurred some changes after the war. Dissemination and development of democracy slid the emphasize from authority and control to the culture of entrepreneurship and sense of obligation. This circumstance caused to being accepted that the development of society could not be left to the uniform approach of the state; there was a need for different experiences and colorfulness (Kandel, 1933). About another development, inspection of education by a single ruler party became the main topic of conversation after the First World War. Moreover, there were also talked about the indirect inspection by a system of values, taxpayers, pressure groups and exams (Cramer and Browne, 1974). The issue of who should manage and inspect education cannot be evaluated differently from history and philosophy of public. A training program that can raise rising generations so as to satisfy the needs of the country is thought as the best program. Such a program causes significant changes in organization and inspection (Cramer and Browne, 1974).

It is seen that almost all duties have collected around the centralized government in the historical process of educational inspection in Turkey. Inspection service was first at the top of the agenda on the purpose of determining vocational aptitudes of teachers in neighborhood schools (Su, 1974). With reference to expression of 1838 dated Meclis-i Umur-u Nafia, “there is a need for giving importance to science and system of education. Existing schools should be organized for giving importance to science and system of education. Namely, teachers are inspected by inspectors to test

whether they teach anything. First of all, mood and degree of knowledge of teachers are inspected by officials. Capacity and skills of teachers are revealed by these inspectors. The ones who lend themselves to bringing up continue to teachership" (Koçer, 1987).

Primary schools sustain their functions based on Evkaf Nezareti (Ministry of Foundations); the schools that were established as a result of military requirements sustain their functions based on Maarif Nezareti (Ministry of Education) (Türkoğlu, 1977). Board of General Education was established in line with the decisions of Temporary Education Council for innovation and regulations in 1846. Mekatib-i Umumiye Nezaret (Ministry of Schools) was constituted for the administration of existing schools (Unat, 1964). "Mekatib-i Sıbyaniye Muinliği" and "Mekatib-i Rüşdiye Muinliği" were established and assistance were assigned to inspect in 1847 (Taymaz, 1993).

There was expressed in instruction form for teachers of primary schools that "There are inspectors to inspect schools and teachers; they are "school assistants" (Koçer, 1987). As is seen above, the word of "muin" means assistance; the related word is thought as an official duty that helps and leads. Edict of Reform allowed for opening private schools and enterprises; however, all the observation and inspection of schools were inspected by an education commission under the control of the Sultan (Bilir, 1991, p. 40). The word of "muin" was used as the synonym of the word of inspector; people who provide inspection service have been called as an inspector (Su, 1974: 3-66).

Education Board was divided into two as administrative and scientific in 1870; inspection affairs were conducted by the administrative department. It was introduced that inspectors help teachers and have a record in which observations and suggestions on teachers are written (Su, 1974; Taymaz, 1997). There were three primary school inspectors who were responsible for İstanbul, Ankara and Rumeli regions in 1879; Libraries Inspector joined them in 1882. Minority and Foreign Schools were established in 1886. While inspectors were working based on related teaching offices, they were collected under the Department of Inspector Officers (Memurin-i Deneltimiyye) in 1889. This rapid change in organizational structure proved that the system was on a quest (Su, 1974; Aydın, 1993).

Innovation moves accelerated in the Second Constitutional Era. Dissemination of education services, enlightening teachers and making investigations for solving the educational problems were at the government's agenda. Responsibility and powers of primary school inspectors were brought into force by "Regulation on Duties of Primary Education Inspectors" in 1910. There was also brought a regulation that inspection of educational

establishments, libraries, museums, and similar cultural organizations are under the control of the central organization; inspectors of these related institutions are assigned from teachers who worked in secondary schools and academies (Su, 1974; Aydın, 1993; Taymaz, 1997; Aslan, 1997).

Department of General Inspection was established in the central organization after the change in 1912. This related department was responsible for providing schools and other institutions to be managed based on law and regulations. It is seen that inspection was continuously conducted by general inspectors or the inspectors that were attached to the general inspectors (Aydın, 1993). The most significant development about primary schools and inspection of primary schools was Temporary Primary Education Law in 1913. With reference to the code, primary education inspectors were responsible for inspecting all private and public schools. Inspection duty of general education inspectors was performed by primary school inspectors in case of there was no general education inspector at present (Su, 1974; Koçer, 1987; Aydın, 1993; Taymaz, 1997).

Grand National Assembly of Turkey was established on 1 May 1920; conducting education services was assigned to the Ministry of Education. While there were three inspectors on behalf of the minister in inspection staff of ministry in that date, Board of Inspection was constituted after 1922; staff was increased. In 1923, one director and 10 inspectors were charged to inspect issues relating to general knowledge and education by Regulation on Education Auditors. It was pointed out that the purpose of education is to examine and guide educational establishments to improve (Su, 1974). Regulation on Duties of Primary School Inspectors that came into force after the proclamation of the republic was not quite a change than previous regulations in terms of content. The Law on Unification of Education that attached all schools to the Ministry of Education and accepted coeducation was the breakthrough change in the related period (İnan, 1983; Aydın, 1993).

Regulation that was prepared in Education Inspectors Congress in May 1925 in Konya came into force in June 1925. Board of Inspection that was composed of a chairman, inspector, and inspector assistant was responsible for the inspection and control of related laws about education. Education Directorates were constituted by 789 numbered National Education Organization Law on 22 March 1926. Regulation relating to the right, power, and duties of MNE inspectors was put into effect in October 1926. The concept of Ministry Inspector was used substituted for the concept of General Inspector by means of this regulation. Inspector assistantship was removed; ministry inspectors were divided into two groups as the center and region inspectors. Center inspectors also divided into groups like education, management library, arts,

and museums inspectors. Region inspectors controlled the civil servants and teachers in their regions. Ministry Supervisory Board was canceled in 1926 and attached to Ministry Inspectors Training and Education Department. Duties of primary education inspectors were specified by Regulation on Primary Education Inspectors in 1927; those duties were restructured under five main groups; inspection, counseling, investigation-examination, and responsibilities. A primary education inspector was assigned to each of the districts. In the same year, Minister of Education, Mustafa Necati asked for inspectors to receive special training. Department of Pedagogics was opened in Ankara Teaching School in the related year (Su, 1974; İnan, 1983; Aydın, 1993; Taymaz, 1997; Bilir, 1999). Ministry Central Organization was enlarged by June 22, 1933, dated and 2287 numbered Law on Central Organization of the Ministry of Education and its Duties for better education services in the country. Ministry Supervisory Board was re-established; the number of inspectors increased to 26; primary education inspectors were inserted in general budget by 3407 numbered law in 1938. It was conditioned that people who want to be an inspector must graduate from the Training Institute of Gazi University or the schools in foreign countries that have accreditation.

Ministry Educators were distributed to inspection regions in 1946 as a new application; however, this application was canceled after a little while. Ministry inspectors collected in the centers of Ankara-İstanbul-İzmir in 1950 (Aydın, 1993; Taymaz, 1997). There were determined provisions on the assignment of inspectors of students by 6389 numbered law in 1954. The competent ones among primary school teachers were subjected to training to meet the need in primary education in 1958; those competent teachers were raised to be inspectors (this application continued till 1966 (Taymaz, 1997, p. 16; Bilir, 1999, p. 52-54). Regulation on Primary School Inspectors that was composed of 38 articles came into force in 1962 in compliance with the 23rd article of 222 numbered Primary Education and Education Act. The related regulation mentioned the duties of primary education inspectors, the ways to do the works, records, and files of primary education inspectors. According to the same regulation, the most significant duties of inspectors were to raise teacher, educator, and directors on the job and also help them to adapt to the profession (Su, 1974; Aydın, 1993).

A new regulation relating to Primary Education Supervisorship was prepared one year after the publication of this 1962 dated regulation. Chapter headings of new Regulation on Primary Education Supervisorship that was composed of 41 articles were the same with previous headings. A new regulation with 28 articles about Primary Education Supervisorship was prepared in 1964. This regulation was composed of five parts as inspectors' record and files and

undesirable issues. Regulation on Supervisory Board of Ministry of Education that was composed of 71 articles came into force in 1967. With reference to the regulation, duties of supervisory board and inspectors are to make examination and investigations for precautions; inspect institutions and organizations that are attached to the Ministry; there were made arrangements on regulation in 1968 (Su, 1974; Aydın, 1993; Taymaz, 1997).

It was decided to be raised primary education inspectors by being subjected teachers to training in 1958 because of inadequacies in meeting the needs by existing inspectors. This application continued to 1966 (Bilir, 1991). Primary Education Inspectors Regulation was put into force in 1969. This related regulation included previous issues and some innovations as well. This regulation emphasized board tasks instead of inspector tasks by constituting Board of Primary Education Inspectors; "Subjects to be Avoided" was reorganized. Regulation mentioned duties of inspectors under four groups; Inspection and supervision; professional assistance and on-the-job; examination; investigation (Aydın, 1993).

Primary Education Inspectors Regulation came into force by being reorganized so as to include innovation and changes in 1969. Related regulation specified the duties of primary education inspectors as "to inspect the works and employees of public and private elementary schools, pre-school institutions, educational establishments for adults, children's libraries, each kind of private teaching institution; help them to raise on-the-job. Moreover "Board of Primary Education Inspectors" was established as a new organ. Duties of inspectors were collected under four groups as "Supervision, Professional Assistance and On-the-Job, Examination and Investigation" (Su, 1974; Aydın, 1993; Taymaz, 1997).

Chairman of the Supervisory Board of the Ministry became the ordinary member of National Education Council after a change made by 1261 numbered code in 1970; new applications were brought forward on the purpose of improving inspection service of Ministry Supervisory Board as from early 1972-73 academic year. Inspectors were charged in return because of thought that being performed investigation and examination works by the same inspector can negatively affect assessment. It was started to raise inspectors by on-the-job training based on Ministry Inspectors Regulation in 1979 (MEB, 1995; Taymaz, 1997). Meanwhile, ministry inspectors were charged in specific regions country-wide again in 1982 just as in the years of 1949 and 1950. Adana, Diyarbakır, and Erzurum were accepted as inspection centers; however, competent authorities canceled this related application again (Aydın, 1993; MNE, 1995; Taymaz, 1997).

A new structuring started in primary and secondary education by 739 numbered National Education basic Law and also the changes in 222 numbered Law in 1983. Secondary schools were integrated with primary schools under the name of primary education. Thus, a part of these schools constitutes the primary education stage of the system of education. Duty areas of primary education inspectors were determined again. 222 numbered 6th and 23rd article of Primary Education and Educational Act expressed that "Primary education inspectors are assigned to conduct the services of counseling, inspection, and investigation in primary education institutions. The regulation specifies the qualification, raising style, duties, and authorities, procedures and principles of assignment".

Overseas organization of Board of Supervisors was canceled by removing overseas student supervisorships after being organized Ministry Supervisory Board as an institution attached to the ministry by 179, 208 and 385 numbered delegated legislation in the years of 1983 and 1984 (MEB, 1995; Taymaz, 1997). Memorandum, publication and in-service training programs were started to improve inspectors' knowledge about principles to be followed in the report publication about general provisions and school audits. Points to take into consideration in the inspection of MNE Public and Private Schools were specified in 1990 (MNE, 1995; Taymaz, 1997).

Formal assignment, entering upon a career, transfer, powers, and responsibilities of primary education inspectors were reorganized by MNE Primary Education Inspectors Regulation published in 27/10/1990 dated and 20678 numbered Official Gazette. Moreover, a new application called "primary education assistantship" came into our lives; primary education inspectors have taken place in the inspection of independent secondary schools as from 1991-92 academic year. With reference to the regulation, inspectors who have at least 5 years of experience would participate in in-service training and visit foreign countries and National Education Academy, MNE Foreign Languages Education Center, TODAİE, Public Administration Graduate Programs. Furthermore, it was decided that provisions of "Group Inspection Guide" would be obeyed in the inspection of primary education institutions. Afterward, Primary Education Institutions Counselling and Inspection Guide that was prepared based on the provisional 2nd article of the regulation came into force in 1991. A standard was brought in the inspection of teachers work at the same status but different secondary schools (MNE, 1993).

According to (a) sub-article of the 26th article of Duties of Ministry of National Education Law on April 30, 1992, Ministry Supervisory Board took place in the central organization as counseling and inspection unit. Based on the 27th article of the same code, the presidency of inspection board inspects

and investigates each kind of activity and processes of ministry organization and its institutions on behalf of the minister. Other duties of the presidency are as follows; preparing offers for providing ministry to work in keeping with legislation, plan and programme to achieve the goals (MNE, 1992).

There are several provisions in 13,02,1993 dated and 21501 numbered MNE Supervisory Board Regulation. Some of related provisions are as follows; scope, establishment, powers, and responsibilities of supervised, assignment, career conditions, etc. MNE Supervisory Board Regulation came into force by publishing 21717 numbered official gazette. Regulation comprehensively expressed obligations and liabilities, determination principles, personal rights, basis and procedures, and finally powers and responsibilities of inspectors, inspector assistants and authority and responsibilities of the branch office of the supervisory board.

11st and 13th articles of regulation were arranged by the 4th article of January 28, 1997, dated and 97/9192 numbered cabinet decision. A proposal that organizes MNE Supervisory Board Review Evaluation Unit was prepared; Ministry Supervisory Board and Inspectors continued their tasks based on related regulation and instruction (MNE TGHK, 1992, p. 6-7; MNE-C.1, 2000, p. 367-368; MNExC.2, 2000, p. 1242-1260; MNE-C.3, 2000, p. 1912-1920).

18.08.1997 dated and 4306 numbered law amended on several code and regulations including Primary Education Law; time of compulsory primary education was increased to 8 years. MNE Primary Education Inspectors Regulation went into operation by publishing in 13.08.1997 dated and 23785 numbered official gazette.

There was brought a more attentive approach about establishing the head of primary education, determining qualifications, powers, and responsibilities, working principles, service area, assignment conditions, basis and procedures for inspectors and inspector assistants. Duties of inspectors were collected under four main groups as counseling and on-the-job, inspection and assessment, research and investigation. Service areas were restructured; a more attentive approach was brought in inspector selection and training.

MNE Primary Education Institutions and Inspection Regulation was started to be applied in February 2001 based on a 35th article of regulation. Inspection activities continued till 2014. There were revealed significant opinions on inspection problem in the first years of the republic as well as that opinion could not be applied because of economic insufficiencies and traditional mentalities. Since inspection applications in the system of education in Turkey have a characteristic that protects the existing structure and approach and does not provide freedom for inspectors and inspected, it cannot be said that

supervisory effectiveness and benefit actualized by existing structure and conventional inspections.

MNE Board of Inspectors Regulation aims to guide education inspectors; provide a consensus in practice. Legal arrangements are considered in inspections. Systems of education have strategical importance for governments to continue their existence. The inspection that is one of the subsystems of education has a remarkable share in achieving the goals of government agencies and evaluating the outputs.

Notes

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