

Citation: Krurm, G. and Cinkir, Ş. (2017) Country Background Report on Distributed Evaluation And Planning in Turkish Schools (Working Paper No.4). Retrieved from Erasmus+ Distributed Evaluation and Planning in Schools (DEAPS) website: <https://www.deaps.net/deapstr>

Introduction and Background

Table 1. General Information About Turkey

<i>Country</i>	Turkey
* <i>Population</i>	79,51 million (2016)
* <i>Language</i>	Turkish
* <i>Language of Education</i>	Turkish
* <i>The structure of Education System</i>	Centralized
<i>The budget from GNP for Education(%)</i>	3,46 (2016)
* <i>The number of Inspectors</i>	2485 (2016)

In Turkey, The National Education System is determined by National Education Basic Act No. 1739. The Turkish Education System is managed by Ministry of National Education (MoNE) in a centralized way. In 2011, the central structure of MoNE was restructured with the Decree Law No. 652. Within this framework, MoNE structural organization (MoNE, 2017a) is shown in Figure 1.

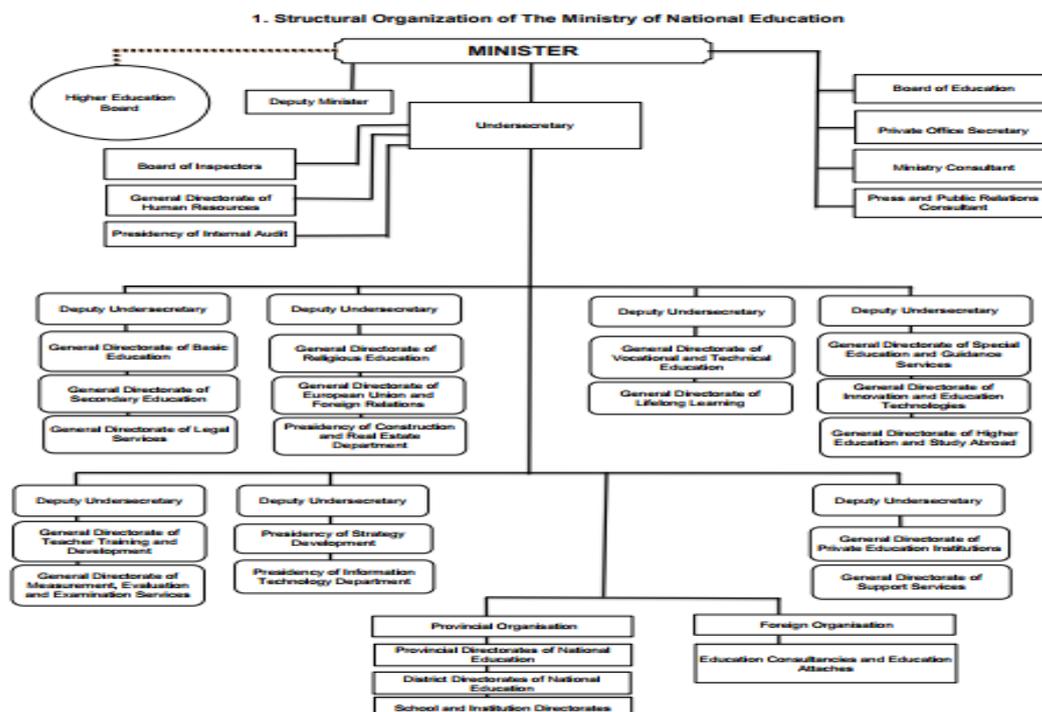


Figure 1. structural organization of Ministry of National Education

As shown Figure 1, structural organization of MoNE consists of three main parts (ministry, provincial organization and foreign organization). In the centre, there are minister, undersecretary, board of inspection, higher education council and seven deputy undersecretaries. In provincial organization, there are provincial directorates, district directorates and school directorates. In foreign organization, there are education consultancies and attaches.

1.1. The Stages of Education In Turkey

Turkish Education System consists of two main parts, namely “formal education” and “non-formal education”. The compulsory education lasts 12 years (4 years primary education+ 4 years lower secondary education+ 4 years upper secondary education) in Turkish Education System based on the Law No. 6287 (MoNE, 2012). The stages of formal and non-formal education in Turkish Education System have displayed in Figure 2 (MoNE, 2017a).

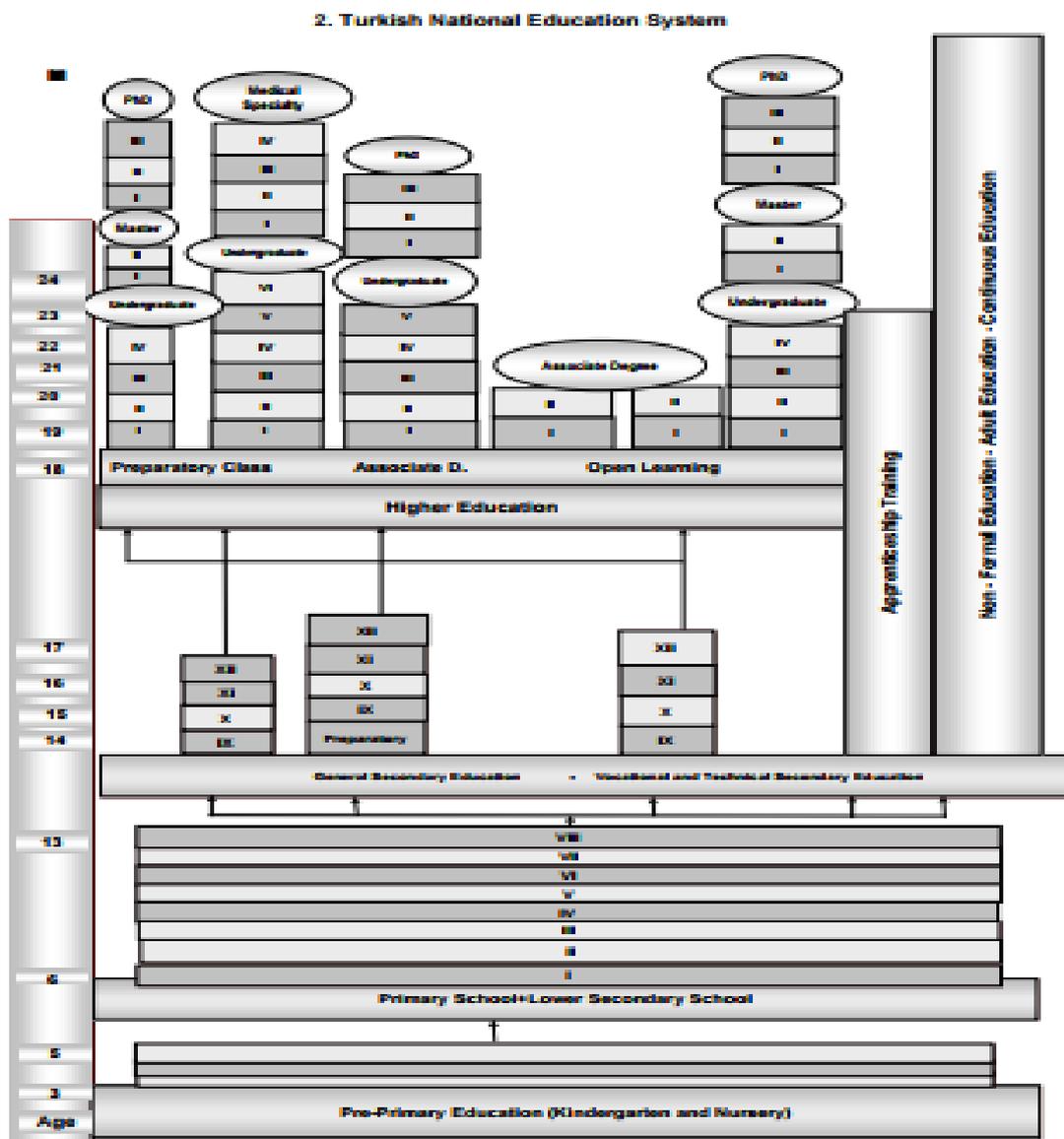


Figure 2. The Stages of Turkish National Education System

As seen in Figure 2, formal education consists of pre-school education, primary school education, lower secondary education, upper secondary education and higher education. It is carried out regularly in schools with the education programs prepared by MoNE.

1.1.1. Pre-school Education

Pre-school education covers the education of children at the age of 3, 4 and 5 years old (66 months old) and it is voluntary. Pre-school education aims (MoNE, 2017a):

- To get children to develop physically, mentally, emotionally and to gain good habits,
- To prepare them to primary education,
- To provide a common environment for children from poorly-conditioned environments,
- To get them to speak Turkish correctly.

1.1.2. Primary Education

The first eight years of compulsory education covers primary education. The primary education stage in Turkey can be explained as follows (MEB, 2017):

- Primary education (four years elementary + four years lower secondary education); covers the first eight years of 12 year compulsory education.
- It is for children at the age of five years (66 months) and 13 years old.

Primary education aims;

- To get each Turkish child to acquire the necessary basic knowledge, skills, attitudes and habits in order to be a good citizen,
- To educate children in accordance with the national morality and prepare them for an upper education in terms of their interests and abilities.

1.1.3. Upper Secondary Education

Upper secondary education covers general, vocational and technical education institutions with at least four years compulsory formal or non-formal education.

Upper secondary education aims (MEB, 2017):

- To give a common culture to all students,
- To prepare students for higher education or work life in accordance with their interests and abilities in various programs and schools.

1.1.4. Higher Education

In Turkey higher education includes all of the educational institutions providing higher education at least two years.

General purpose of higher education is (MEB, 2017)

- To educate students in accordance with their interests and abilities regarding the science policy of Turkey and the needs for human resources at various levels;
- To publish all kinds of scientific researches

- Higher education is carried out at universities faculties, institutes, high schools, conservatories, vocational high schools, application and research centres.

All told, Turkish National Education System consists of basically four stages from pre-school education to higher education. The general information about the numbers of students, school and teachers at each stage has been shown in Table 2.

Table 2

2016-2017 Academic Year the Number of School, Teacher and Student

<i>The stages in education</i>	<i>The number of school</i>	<i>The number of teachers</i>	<i>The number of students</i>
Preschool education	28,891	76,384	1,315,854
Primary	25,523	298,520	4,970,160
Lower Secondary	17,889	325,992	5,519,688
General Upper Secondary Education	5,152	147,868	2,912,093
Vocational and Technical Upper Secondary Education	5,444	195,666	2,601,638
Higher Education*	3,735	156,168	6,186,007

*2015-2016 statistics.

As shown in Table 2, totally, there are approximately 23 million students in Turkish education system. Out of about 18 million students are studying at the stage of compulsory education. Apart from formal education, people, who are beside or outside of formal education, can make use of non-formal education in Turkey.

1.1.5. Non-Formal Education

Non-formal education covers all of the educational activities beside or outside of formal education. The aim of non-formal education is (MEB, 2017);

- To educate citizens, who have never entered the formal education system or who have left the formal education at any stage;
- To teach them reading and writing,
- To provide them with continuing education opportunities for completing training or educational needs,
- To provide them with job opportunities in accordance with the employment policy,
- To provide them with knowledge and skills necessary for their development in various jobs.

1.2. School Types in Turkish Education System

The school types have changed based on the stages of education. This school types are shown as in Table 3.

Table 3.

The School Types Based on the Stages of Education

<i>Stage</i>	<i>School Type</i>	<i>Duration</i>
Pre-school Education	<ul style="list-style-type: none"> • Independent pre-school education institution • Kindergarden 	<ul style="list-style-type: none"> • 1-3 years • 1 year
Primary Education (Elementary + Lower Secondary)	<ul style="list-style-type: none"> • State or Private Primary Schools • General Lower Secondary Schools and Religious Vocational Lower Secondary School • Open Lower Secondary School 	<ul style="list-style-type: none"> • 4 years
General Upper Secondary Education	<ul style="list-style-type: none"> • Science High School, • Social Science High School • Anatolian High School • Fine Arts High School • Sports High School • Open Upper Secondary High School • 	<ul style="list-style-type: none"> • 4-5 (including preparatory class) years
Vocational and Technical Upper Secondary Education	<ul style="list-style-type: none"> • Anatolian Religious Vocational High School • Vocational and Technical Anatolian High School • Multi-Programmed/Comprehensive Anatolian High School • Vocational Training Centres • Vocational and Technical Training Centres • Thematic Vocational and Technical Anatolian High School 	<ul style="list-style-type: none"> • 4 years

As shown in Table 3, school types in Turkish Education System can change according to stages of education. Actually the first four years of compulsory education are studied at public or private elementary schools. The second four-year cycle can be studied at general lower secondary schools and religious vocational lower secondary school or open lower secondary school. For final four-year cycle, students have more choices based on their academic achievement, interests and abilities.

2. The Education Inspection System in Turkey

Turkish education inspection dates back to olden times. Although there is no definitive beginning date in the official records, with primary education made mandatory in 1824, the school functions were indirectly inspected by school hodjas, neighbourhood imams, and kadıs (Şahin, Elçiçek & Tösten, 2013). The “Memorandum on Neighbourhood Schools” issued in 1838 aimed to eliminate the educational shortcomings in these schools (Taymaz, 2013, 19). For this purpose, officers were appointed to determine the professional skills of teachers, improve education, and procure better education for students; it is believed they did this by inspecting the neighbourhood schools (Su, 1974). However, during the Reformation Period, the inspection was rendered to be more systematic in order to improve the education system (Buluç, 1997). During this period, schools were inspected and there were officers called *mektepe*

muini responsible for guiding the teachers (Bilir, 2014, 41). Again in this period, education of the public was recognized as an important duty of the state and government (Akyüz, 2015, 157). In the early 1900s, education inspectors were held responsible for appointing and dismissing teachers as well as for inspection, guidance, and investigation (Bilir, 1991). The source of changes in education during the Republican Period was the Law on the Unification of Education passed on March 3, 1924 (Akyüz, 2015, 329). After the foundations of the Turkish National Education were established in 1924, statutory regulations were made in the Ministry of Education (MoNE) focusing on education inspection (Memduhoğlu, Aydın, Yılmaz, Güngör and Oğuz, 2007).

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

However, the last amendment introduced by Law 6764 in 2016 created a skeleton crew at the central organization comprised of 751 people (750 inspectors and the Head). The law sets forth educational regions for this crew that would serve throughout Turkey. The aim is to enable the education inspectors to work free from local influence and guide the provincial administrations in the effective use of the public resources. With the new regulation, to facilitate guidance and inspect the services offered by or under the control of the Ministry, working centres are planned to be established in provinces as deemed necessary subject to the Minister's approval (MoNE, 2016a). In short, inspection in Turkey has been re-shaped according to the changing education policies.

3. Implementation of Mandatory School Evaluation in Turkey

Turkish Education System is managed by the Ministry of National Education (MoNE) at the top. This central system consists of some sub-systems. Education inspection is one of these sub-systems that evaluates the education at schools from primary to post primary and all the other educational institutions directly affiliated to MoNE. The National Education System is defined by the 1982 Constitution and the National Education Basic Act No. 1739. In this respect, according to article 42 of the Constitution, education and learning is conducted in line with Atatürk's principles and reforms under the supervision and control of the State. Likewise, article 56 of the National Education Act No. 1739 holds the MoNE responsible for the implementation, inspection and control of the education and learning service on behalf of the State. In respect of the types of duties, inspection in the Turkish education system includes school/institution inspection, personnel inspection, approval class inspection, exam inspection,

course and seminar inspection. Of these, school/institution and approval class inspection are directly intended for determining the level of achievement of the educational-learning goal (Demirkasımođlu, 2011). Therefore, education inspection can be grouped into two including school/institution inspection and approval class inspection. School/institution inspection is a combination of inspection activities conducted every three years to determine the regulatory compliance and the level of achievement of the educational goals and improve the orientation of the education employees with their duties. Approval class inspection, on the other hand, is teacher class inspections in case of a complaint depending on the approval by the Board or the office of educational inspectors. Education inspection services in Turkey subsume the central, field and overseas organization of the Ministry as well as the ministerial service units under the supervision of the Ministry (MoNE, 2016b). Inspection and evaluation of the educational-learning institutions and activities are conducted by “the ministerial educational inspectors” at the headquarters and “educational inspectors” at the field offices.

3.1. Central Organization

The educational inspection service is conducted by the Board of Inspectors and concerned units under the MoNE at the headquarters. The Board of Inspectors is comprised of six units including the head of the board of inspectors and administrative and financial affairs, review and investigation, monitoring and evaluation, quality standards and projects, educational inspectors’ education and coordination, guidance and inspection department. There are also ministerial educational chief inspectors, educational inspectors and assistant educational inspectors working at the headquarters (MoNE, 2017b). Accordingly, the Board of Inspectors ensures the execution of guidance, on-the-job training, inspection, evaluation, review, research and investigation services of the formal and informal educational institutions at every level and of every type as well as provincial and district national education directorates through the Ministerial Educational Inspectors (MoNE, 2016b). Thereunder, the ministerial educational inspectors conduct inspections, guidance, reviews, investigations and submit the reports required as a result of such services to the Board of Inspectors. In addition, they report the measures necessary to eliminate the errors and oversights detected in the practice as a result of inspections and reviews regarding educational-learning activities to the Board with a report (MoNE, 2016a).

3.2. Field Offices

Education inspection is conducted by educational inspectors and assistant educational inspectors at the provincial national education directorates at the field reporting to the office of educational inspectors. In the educational inspection at the field offices, the Head of the Board is responsible to the Provincial Education Director for the management and conduct of the Board pursuant to applicable laws. Educational inspectors at field offices are generally responsible for performing the inspection, guidance, on-the-job training and evaluation services of the provincial/district national education directorates and the educational institutions (MoNE, 2015a).

3.3. School/Institution Level

Educational inspection at school and institution level is conducted differently at pre-school education and primary education institutions and secondary education institutions. Guidance and inspection of pre-school education and primary education institutions is performed according to the provisions of the Regulation for the Board of Inspectors and Offices of Educational Inspectors of the Ministry of Education (MoNE, 2014). In secondary education institutions, on the other hand, monitoring, inspection and evaluation duties are performed by the school administrations (MoNE, 2016b). Thereunder, class inspections are seen to be conducted by the school administration. On the other hand, there is a self-evaluation under the scope of the primary education institutional standards (PEIS) at the pre-school education and primary education institutions.

PEIS development process began in 2007 under the General Directorate of Basic Education. During this process, school administrators, teachers, educational inspectors, educational experts, ministerial directors worked with students and parents. The PEIS system was added in parallel to the e-school system to determine the level of achievement of the institutional standards (MoNE, 2015b). In this respect, with the determination of the PEIS, it may be suggested that an important step was taken in the process of transitioning to self-evaluation in Turkey. The place of the PEIS in the current educational inspection structure is presented in Figure 4.

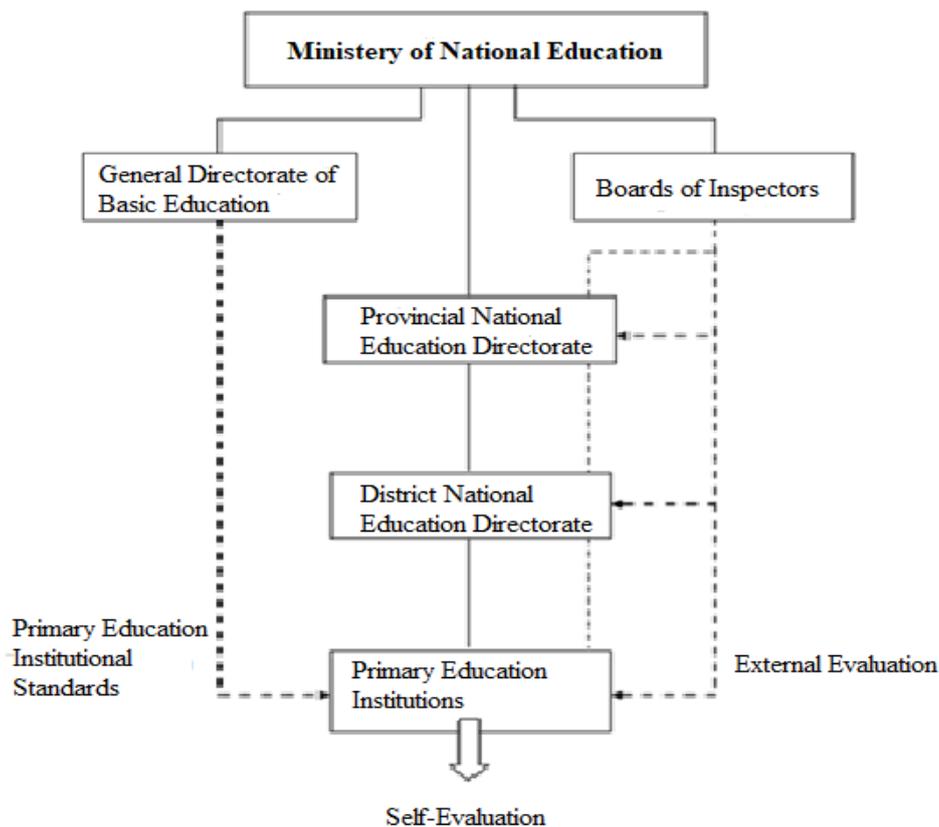


Figure 4. Evaluation Structure in the Context of PEIS in Turkey (Zıngıl, 2012).

As seen in Figure 4, it is the MoNE that is at the helm of the internal and external evaluation in Turkey. Self-evaluation is carried out in direct connection with the provincial-

district National Education Inspectors under the control of the Board of Directors and the General Directorate of Basic Education. For the self-evaluation process at schools, there are three domains, nine standards and 39 sub-standards created under the PEIS. PEIS details are presented Figure 5.

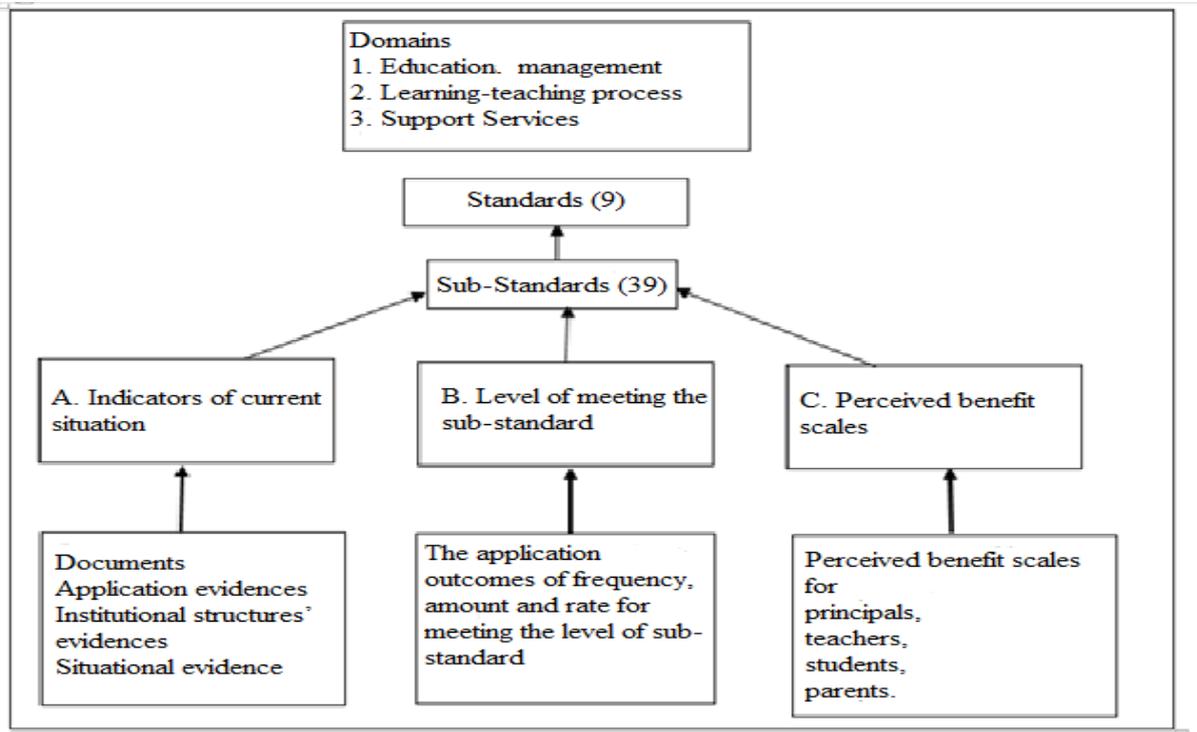


Figure 5. Domains of Primary Education Institution Standards (MEB, 2015b)

As seen in Figure 5, PEIS is comprised of three domains including education management, learning-teaching processes and support services. Under the PEIS, evidence included in the school self-evaluation process are the current situation indicators (documents such as strategic plan, school development report, application evidence such as number of meetings, institutional structures' evidence such as school-family association, situational evidence such as student records...), level of meeting the sub-standard (frequency, amount and rate e.g. frequency of school service vehicle controls, number of activities in a year etc.), and perceived benefit scales (identifying the perceptions of school administrators, teachers, students and parents regarding the 39 standards). PEIS application consists of the general stages provided in the Application Directive of the Ministry of Education for Pre-School Education and Primary Education Institutions' Standards No. 6928377 of 25/12/2014 as in Figure 6.

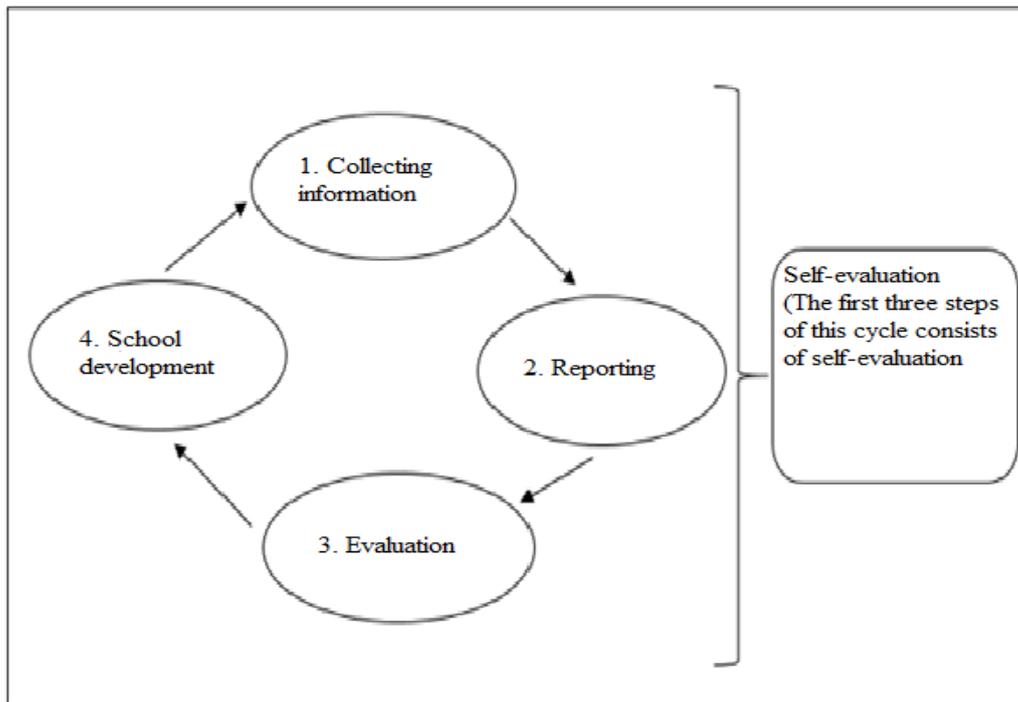


Figure 6. The Generic Stages of PEIS Application (MEB, 2015b)

As shown in Figure 6, PEIS consists of four key stages including collecting information, reporting, evaluation and school development. The first three thereof are characterized as self-evaluation. School self-evaluation in Turkey appears to be a mandatory process executed centrally. During this process, the school principals are tasked with providing information to teachers, students and parents on the matter, having them fill out the perception scales, integrating PEIS-related activities into the annual work program, collaborating with the provincial-district National Educational Inspectors during the collecting information process, identifying school needs, preparing the school development plan etc. Teachers, on the other hand, are tasked with assisting students with the data entry into the PEIS system and discussing this matter at the board meetings.

Apart from these, there is a team managing and executing the development at schools that is comprised of the school principal and assistant principal, teacher, school counselor, support personnel, parent, student, head of the school-family association or a member of the executive board and a representative from non-governmental organizations. The school development management team (SDMT) is tasked with evaluating the analysis of the data gathered during this process (MoNE, 2015b). In short, school self-evaluations in Turkey are conducted centrally on design, planning, application, reporting, monitoring and evaluation stages. However, this practice makes the self-evaluation look like a process conducted only by filling out the forms and entering the current data. Evidence included in this process is limited to the current data and the perception level scales. Therefore, Turkey needs a school self-evaluation model that must be supported by different evidence fitting Turkey's context such as observations and interviews.

In addition to PEIS, an institutional performance evaluation is performed centrally by the MoNE. Institutions here include provincial-district National Education Directorates and

schools. In this process, the performance of educational institutions, their standards and performance indicators defining these standards are evaluated based on multi-data resources to ensure their continuous development based on the evaluation results. Institutional performance evaluation is comprised of both perceptive and numeric criteria. While an institution's numeric criteria are filled out by the institution's administrator (school principal and assistant principal), stakeholders' views are obtained for perceptive criteria. These stakeholders include students, parents, teachers and inspectors (MoNE,?).

Conclusion

The education system in Turkey is centrally organized. This organization has a 12-year compulsory education. The Turkish education system is divided into two including formal and informal education. In the process of formal education approximately 1 million teachers provide services to about 18 million students. Education inspections are conducted to determine the level of achievement of the educational goals by this crowded school community.

The Turkish educational inspection system is conducted centrally, at field offices and at school/institution level. While educational inspection practices at the central tier are carried out by the ministerial educational inspectors of the Board of Inspectors at the MoNE, it is performed by the educational inspectors reporting to the Office of Educational Inspectors under the Provincial National Education Directorate at the field offices. Inspection at school/institution level, on the other hand, is carried out in cooperation with the education stakeholders under the responsibility of the school administrators.

Education inspection at the central tier is carried out by the ministerial educational inspectors working under the Board of Inspectors of the MoNE. Thereunder, the ministerial educational inspectors generally perform guidance, inspection evaluation, training, review, research and investigation services. On the other hand, the educational inspection service is carried out by the educational inspectors at the field office level. Educational inspectors at the field offices generally perform the inspection, guidance, on-the-job training and evaluation services of the provincial/district national education directorates and the educational institutions.

Apart from the central and field offices, there is also educational inspection at the institutional level. At this level, the inspection is conducted under the responsibility of the school principal with the participation of stakeholders such as teachers, students and parents. However, participation of the stakeholders in the inspection in Turkey is limited to responding the perception scales. For example, in PEIS, teachers, parents and students are expected to respond the perception scales via the MEBBIS system. Under the performance management system, data received from the education stakeholders is included in the evaluation at 30% for school principals, 10% for assistant principals, 10% for teachers, 25% for students, 5% for parents and 10% for inspectors. The remaining 10% is from the school's self-evaluation process (MoNE, ?). In short, while the participation of the stakeholders in the education inspection is not seen at all at the central and field office level, they are seen but at limited level in inspections carried out at the school/institution level.

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