The Inspection and Evaluation Model of the Future in Yemeni

by

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Abstract
Inspection is a significant process both in controlling the quality of instruction and administration that takes place in schools as well as in promoting the self-development of teachers and the administrators. The system of inspection in Yemen is entrenched in the legacy of inherited traditional practice and has not succeeded over the last 44 years to cope with the dramatic expanding and changing demands of education in the country.

The research carried out for this study seeks to investigate the function of the current inspection and evaluation system in Yemen and its impact on the improvement of teaching in the classroom with respect to raising standards. The purposes of the research are twofold: its prime purpose is to examine the existing inspection system in Yemen and analyse its functions through empirical data collection as well as documentary analysis. The second and subsidiary purpose of the study is to look at different models of inspection by analyzing relevant documents and through informal data collection.

The central research question is “What is the nature of the current inspection system in Yemen?” The intention here is to highlight the economic and educational situation to understand the conditions affecting educational quality and inspection. The functions of the current inspection process and its strengths and weaknesses are also considered.

A second and supplementary research question, “How can effective inspection be defined?” is examined with reference to the inspection practices in England and Jordan. The rest of the study attempts to answer the other second order or subsidiary research question, namely “What are the effects of inspection on teachers/teaching? These two questions are important to further understand the concept of inspection and its relevance to the future evaluation model proposed for the Yemen.

Two research methods were chosen to obtain information, namely face to face interview and focus group discussions. Thirty subjects from across the country at various levels within the education system were interviewed and ten participated in the focus group discussions.

The main research findings which suggest change is needed on a number of fronts, are used to propose a model of inspection for the Yemen in terms of its cultural context and aims and objectives.
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Chapter One:
Introduction

The researcher has been involved in education at a number of levels: as a student, parent, teacher, headteacher, inspector, course developer and Local Education Authority (LEA) and central administrator. Drawing on over 25 years’ of experience of education in Yemen, he realized that the subject of inspection, one of the most fundamental means for educational improvement, is a neglected issue at all levels of the Yemeni education system. The researcher’s views are also borne out by the official views of the Ministry of Education (MOE, 2003). In order to understand the issues facing the inspection system in the early 21st Century, it is necessary to examine both official and unofficial attitudes towards inspection.

The Ministry of Education, both at the central office and at the local level, looks to inspection as a legal part of the Educational Act 1995 (MLA, 1995). School inspectors were given by law the task of monitoring the educational process at all levels mainly through pinpointing problems and proposing solutions. Almost all working in the educational field in Yemen recognize its importance. This was clearly expressed when the question of abolishing or replacing the current inspection system arose in the official meetings of the general directors of the educational offices in 2005 and 2006. There was a belief that having only a partially effective system of inspection is better than having none. It is seen as helping to stop the deterioration of education in Yemen (Bader, 2002).

It could be argued that an inspection system in Yemen is a matter of necessity (GTZ, 2003). Education suffers from many problems and limitations. Teacher preparation programmes are characterized by traditionalism and are unsuitable for actual needs (MOE, 2003). There are no criteria for selection of applicants to fill the post of teachers. This often leads to the appointment of teachers who are below the desired standards or who do not possess any academic or educational qualifications (Bin-Habtoor, 2002) and others who have not received educational training although they possess academic qualifications.

A system of inspection coordinated with effective in-service training is essential in view of the fact that there is an inadequate supply of trained teachers (MOE, 2006). Large numbers of teachers are educationally unqualified. Many are secondary school graduates whose qualifications do not exceed the secondary school final examination. For example,
more than 58% of basic education teachers' qualifications do not exceed the general secondary certificate or the equivalent. This has created a real problem for the Ministry of Education and its related departments. The problem is compounded by the fact that the school population is increasing dramatically creating an enormous imbalance of what is required from education and of what is currently provided (World Bank, 2002).

Undoubtedly, the current situation in Yemen is dire (MOE, 2006). Perhaps a new inspection system can play a major role in improving the education system in general and teachers' and headteachers' performance in particular. The Inspector is often the only source of professional advice available to teachers and as such has the potential to affect teacher behaviour in the classroom to a significant degree. The inspection process can act as the 'eyes and ears' of the education system. By monitoring the perceptions of LAE officers, teachers and the community at large about significant policy issues and their implementation, and by feeding these perceptions back to the central administration, inspectors serve as a link between the various parties or stakeholders, bridging a crucial gap between policy formulation and policy implementation. Inspectors also can act through teachers rather than directly upon pupils.

The researcher believes that the educational system in Yemen needs a very strict and powerful body of inspection to play a role of both quality assurance and quality control. The experience of the researcher suggests that school administrators (or leaders and managers) as well as teachers often do not carry out their duties effectively unless they are followed up. According to the 2002 Ministry inspection report, the main reason for the poor performance of pupils in remote areas or even in the outskirts of the major cities is that the schools are not inspected regularly (MOE, 2002). Inspection is however culturally accepted. Parents expect inspectors to pay regular visits to schools and to be strict in taking action against schools/teachers who are not implementing the instructions of the Ministry of Education. The system of inspection is responsible for visiting, diagnosing, giving support to, reporting on and evaluating schools.

Headteachers are mostly responsible for administration and according to the Ministry evaluative seminar (2003) most of them are not able to evaluate their own school's performance. Traditionally, teachers and headteachers rely on inspectors to point out the areas of development as well as to suggest ways to improve their capacities. Inspectors are considered as a significant source of knowledge.
At present, inspectors cannot be expected to be highly motivated because in practice they have little autonomous power and simply report to higher authorities (Bader, 2002). The reports they write are not taken seriously by most of the authorities (MOE, 2002) and they have neither the ability nor the means to provide support in order to improve the situation in schools. This is partly due to the fact that in Yemen, education is seriously in need of more funding. Whatever funding is available must be spent on priority items and inspectors have a role to play in identifying where funds can be best spent. For these reasons and others, there is a strong need for a complete review of inspection as a whole in order to modernize and upgrade it. Historically speaking, Yemen has inherited much of its educational legacy from Egypt and, more recently, the British who ruled both Aden and Egypt in colonial times. It is important to ask some fundamental questions about the value of this legacy; but before doing this it is important to look briefly at the situation as it exists today.

Teacher training is also vital because over 70% of teachers in Yemen need further training (GTZ, 2003). There is no systematic provision of on-going professional development for teachers. Also, in-service training has no bearing on promotion. There is a shortage of teachers for science and English while there is an over-supply of teachers in the field of social studies and religion (MOE, 2001). New teachers do not undergo an induction programme while only teachers in certain favoured geographical areas benefit from donor-funded in-service training. Obviously, a more systematic approach is called for.

In the researcher’s view a developed, practical and measurable inspection system will offer Yemen an opportunity to re-direct work in support of systematic educational reforms that will benefit all public schools, while setting coherent and achievable goals in a transparent manner. A fresh look also must be taken at how schools are established and funded and what mechanisms will best evaluate schools’ performance.

The role of the Yemeni inspectorate was very much that of an information provider that informed the education authority about the state of education by means of circulating inspection reports and routine communication. The inspectorate was also an adviser to the state’s decision-making (MOE, 1997). This role was usually played in a limited way through the participation of inspectorate heads in the regular education authority’s board
meetings. To a similar extent as the role of adviser, the inspectorate was a supervisor of policy implementation (of both national and local policies).

A personal perspective

Inspection was a very attractive area to the researcher to study. Seeing inspection from the point of view of an inspector, he thought it could be one of the most important ways of improving Yemeni schools. The researcher found that inspection could lead to better results in schools’ and teachers’ development.

The researcher’s beliefs and values about inspection emerged from his interactions with inspectors, which generally were not positive. Inspectors in the Yemen often adopted a sense of superiority and acted in a high-handed and authoritarian manner. This practice was unfortunately common among many Yemeni inspectors. It was felt that common values should govern the professional relationship between inspectors and whole school staff including teachers. This situation is believed to be healthy for the capacity building of the school staff as well as the inspectors themselves. Teachers and inspectors should learn from each other. Inspectors should have a clear role to play and criteria to be applied on condition that both should be clearly stated and known to the teachers and other school staff. Teachers and headteachers should be informed and trained on the expected responsibilities from them before being blamed or punished because these will not bring about improvement.

On the other hand, the researcher thinks that schools in general and classrooms in particular are not hidden places. They should be open to the inspectors’ surprised or announced school visits which, he strongly believes, should lead to professional dialogue between the concerned parties including the inspectors. Improvement plans should be established and later on they should be followed strictly because the future of the students’ education is at stake. Here inspectors should play a major role. Good teachers and headteachers have nothing to hide. They usually welcome and invite people to observe and celebrate their success and they are ready to accept constructive comments.

As an inspector and administrator, working in an educational system where there is not any effective way of evaluating either the education imparted or the teachers’ work, and at the same time expecting a new system of educational inspection to be established,
strategies of inspection were at the centre of the researcher’s interest. When the researcher learned more about inspection and its purposes and methods, he realized how important it could be for school improvement and felt that it was worthwhile to study it in more detail.

This piece of research has been inspired by a number of factors: first and foremost, by personal experience of working over many years in the field of inspection, the researcher has perceived the real problems of inspection. Additionally many changing conditions in the Ministry of Education have put pressure on the inspection system to improve standards. Another concern is that much emphasis appears to be on performance and academic achievement with very little thought being given to the inspection process by the Ministry decision makers.

The researcher also chosen to explore inspection because he is convinced that inspection can prove to be a powerful and productive instrument. Inspection can lead to key interventions for school improvement. Inspection can give answers to problems concerning teachers’ professionalism, whole school evaluation reporting systems based on evidence, using performance criteria while judging and providing professional supports.

As previously mentioned, this interest in inspection developed as a result of working in this area for a long time and was greatly enhanced when the researcher was given a chance to work with the local inspectorate in Merton Local Education Authority in south London for three months as a part of a cultural exchange program between the British Council and the Ministry of Education in Yemen. This opportunity enabled the researcher to understand more about inspection in England at the national level (the Office for Standards in Education - Ofsted) and the local authority level (LEA). The researcher shadowed some of the inspectors who were working as local inspectors and also as Ofsted inspectors. The idea behind his interest in studying these systems was to be more familiar with the notions of inspection and to know how they function within their own national contexts.

Each of the national systems represents a form of inspection according to their own beliefs. Ofsted claims that it is an effective system of accountability and provides a detailed picture of how schools are functioning (Davies and West-Burnham, 1997).
The inspection in Jordan has a reputation as a good model in the Arab world because the educational system was adapted from the British system including inspection (Maieen, 2001). In addition, the inspection system in Jordan is constantly being reviewed and updated. The Jordanian inspection system is particularly relevant to the present research since the education system in Jordan is very similar to the education system in Yemen.

The other reasons behind the researcher interest in studying the two types or models of inspection are that they continually revise their systems. The English and Jordanian systems are providing rich information about the performance of their schools. It appears that the Yemeni education system could learn a lot from the inspection models mentioned above when planning and executing the inspection of their own schools.

Obviously, the volume of experience that the Yemeni inspectorate can gain from these two systems cannot be expressed in a simple quantitative way. On the whole, in spite of the agreement in terms of the overall objectives - to raise standards in education and to improve performance of school - the differences, both internal and external to the system, make a wholesale import or ‘borrowing’ of a policy impossible as well as undesirable. But one cannot deny that there are some experiences that could be very helpful in modifying and improving the Yemeni inspectorate as long as they are considered carefully being fully aware of cultural and contextual differences that may exist between systems. This research is not interested in wholesale policy borrowing.

This study is an examination of the current inspection system in Yemen as well as the other systems mentioned earlier. The research looks closely at the positive and negative aspects of inspection across the three systems. It also examines the conditions under which inspection processes are implemented. Whilst being sensitive to context and culture, the research aims to incorporate the most relevant and useful aspects of other systems when suggesting a new model of inspection in Yemen.

The researcher exploration of these questions uncovered a number of issues that require further investigation. The inspection framework is potentially a straitjacket as schools conform to the version of a good school implicit in it. There is a need for more clarity about the evaluation criteria and for the inspection framework to include a description of how data are collected, analyzed and used to make judgments.
Inspectors require further training in research data collection and analysis, and working in teams. They also need to be made aware of their own values and beliefs.

In particular, this study is trying to find answers to three specific research questions:

1. What is the nature of the current inspection system in Yemen?
2. How can effective inspection practice be defined?
3. What are the effects of inspection on teachers and teaching?

Qualitative research instruments have been used to uncover possible links and relationships between inspection and school improvement. Documentary analysis methods, face to face interviews and focus group discussions were the research instruments used to collect data. The two methods were selected for specific purposes. On the assumption that detailed information could be obtained from the selected subjects, the researcher selected interview methods. It is considered to be the most effective method of collecting data in Yemen as most of its people do not respond positively or do not give enough attention to questionnaires.
Outline of the thesis

As noted above, the intention of this research is to examine the functions and structure of the recently restored Yemen educational inspection and evaluation system. The study also examines briefly the inspection systems in England and Jordan. The intention of analyzing the operation of these inspection systems is to obtain a better understanding of the educational inspection in its context. The other advantage was to consider the most effective practice drawn from other countries’ systems when suggesting the possible Yemeni inspection model.

The introduction gives an overall picture of the whole thesis. Chapter 1 provides a general introduction and an overview of the organization of the thesis. Chapter 2 provides a general background to the study, looking briefly at the eco-social and educational situation of Yemen. It also deals with the current issues of inspection. The intention of this chapter is to highlight the economic and educational situation with a view to provide an understanding of these conditions that have had and continue to have an adverse effect on educational quality in general and on inspection in particular. It also concentrates on the current inspection process since its creation.

Chapters 3 focuses on the research design and methodology. It is divided into two parts: the first part deals with the methodology of research, whilst part two focuses on the processes involved in the analysis of qualitative data.

Chapters 4, 5, 6 and 7 consist of a review of the literature and they are largely devoted to addressing the formulated research questions: (“How can effective inspection be defined? “What are the effects of inspection on teaching/teachers”?) Chapter 4 outlines contours of the present inspection scenario in general, its principal focus and how it has been trying to fulfill the objectives, whilst Chapters 5 and 6 examine the English and Jordanian models and Chapter 7 considers the effects of inspection on teachers and school administrators.

The other chapters relate to the empirical part of the thesis. Chapter 8 and 9 concentrate on the analysis of the collected data through face to face interviews, focus group discussion.
Using data and other evidence collected by the researcher, Chapter 10 proposes a new model of inspection and evaluation most suitable for Yemen in terms of its roles and functions, methods and criteria and reporting systems. It does this keeping in mind its distinct educational and cultural context and the aims and objectives of the national educational system. Finally, Chapter 11, the concluding chapter of the thesis, concentrates on the major aspects of the Yemeni inspection and evaluation system and speculates on possible developments based on the suggestions proposed in the previous chapters.
Chapter Two
General Background of Yemen

This chapter is divided into two parts. Part One focuses on the geographical, social and economic aspects of life in Yemen, particularly reflecting the serious challenges that education is facing which result from economic and administrative weaknesses. Part Two outlines the history of the inspection and evaluation system in Yemen since its creation in 1962.

Part One: Yemen – an Overview

- Geographical location and culture of Yemen (see Appendix 1)
- Natural resources and economy (see Appendix 1)
- Background to the education system

Yemen places education in the forefront of its priorities. This is evident from the General Law on Education which says, both directly and indirectly, that education is a basic human right of all citizens. It emphasizes the state’s responsibility for providing education of good quality to all children of Yemen.

Before Yemen’s unification in 1990, the educational system in the North Yemen was different from that of the South Yemen. The northern part adopted the ladder of 6-3-3, i.e. six years of primary, three years of preparatory and three years of secondary education. The student had to choose either the scientific or the literary stream in the second year of the secondary stage.

The education system in South Yemen, after its independence from Britain in 1967, adopted the same ladder, 6-3-3. However, this system was changed in 1973 to adopt the educational ladder 8-4, or what was known as the Integrated School of eight years duration followed by secondary education. Academic secondary education of four years duration prepared students for university education. There were other types of secondary education such as technical and handicrafts. Pre-school education of three years was widespread in the major cities.
A religious education system existed as an alternative and was run parallel to the general educational ladder. These schools were known as scientific institutes. This system continued to exist until the beginning of the academic year 2001/2002 when the schools were integrated into the general education system.

After Unification in 1990, the two systems were merged into a single education system adopting the educational ladder 9-3: nine years of basic education and three years of secondary, with the student selecting the literary or scientific stream during the second year of secondary stage. As for technical and vocational education, an independent ministry was established, the Ministry of Labour and Training to cover this, and it was no longer under the supervision and control of the Ministry of Education.

Private education spread after 1992. However its contribution is still limited to the major cities. It represents less than one percent of the total students.

Funding of education

The Yemeni authorities and communities are conscious of the fact that spending on education is an investment. With about 240000 employees, the sector is the largest civilian employer in Yemen; expenditure accounts for 65 percent of public sector employment and 35 percent of the public sector wages bill. The budget allocation has risen from 16.4 percent of the state general budget in 1990 to 19.4 percent in 2005 and from 4.5 percent to 5.3 percent of Gross Domestic Product (GDP). 85 percent goes to expenditure on the salaries.

The contribution from foreign sources to expenditure on education fluctuates. On average, it represents about three percent of total educational expenditure. Foreign aids and credits concentrate on improvement of the opportunities provided by formal and informal education for girls, improvement of the quality of education through assistance to teacher training, curriculum development and strengthening the institutional capacity of the Ministry and its offices in governorates and districts.
**School buildings**

As far as school buildings are concerned, the total number of operating schools during the academic year 2000/2001 was 12,969. Out of these, only 249 are secondary schools. 11,047 (90.8 percent of schools) operate in school buildings, while 729 schools (5.6 percent) operate in houses or apartments and 560 (4.3 percent) operate in temporary buildings (hut, tent or thatched huts). 633 schools (4.9 percent) operate without a school building. These operate either at mosques, or caves, or in the open. The remaining schools (421) are closed for one reason or other.

**The teachers**

The number of teachers working in schools in the academic year 2005/2006 was 240,000. Female teachers represent 18 percent and they generally work in the urban areas and in particularly the major cities. Teachers with secondary school qualifications or less constitute a high percentage. Their number reaches to 92,645 of the total number of teachers (MOE, 2005). Competent teachers tend to give up their profession because of the low salary. In some places, teachers do not even get paid regularly.

**The curriculum**

The Education Research and Development Center developed the textbooks for grades 1-3 in 1993. In 1999, it developed the textbooks for grades 4-6 and in 2001/2002 the textbooks for grades 7-9 were completed. There are complaints from the schools that there was no appropriate training to teach the new curriculum, there is a lack of coherence within the content of the textbooks and also a lack of progression within the units of the individual textbooks (MOE, 2005).

**The enrolment**

The number of students who were enrolled in basic education rose from 25,000 in 1970 to 3,401,508 in the 2004/2005. Despite the steep rise in the number of students, a large portion of population of basic education (6-14 years) age group is still outside the schools. The enrolment rate is 62.2% (MOE, 2001). This rate does not agree with the
objectives of the government, which aim to provide education for all. The following table (Table 1.1) clarifies this:

<table>
<thead>
<tr>
<th>Age category 6-14 years Population</th>
<th>Number of students</th>
<th>Absorption rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</td>
<td>Girls</td>
<td>Total</td>
</tr>
<tr>
<td>2853000</td>
<td>2604000</td>
<td>5457000</td>
</tr>
</tbody>
</table>

Table 1.1 The Enrollment of pupils 6-14 years

The drop-out rate

By examining the school group accepted during the academic year 1990/1991 which graduated in the academic year 2003/2004, it was found that only 170 students out of 1000 passed the final exam. Only 30 students out of the 1000 repeated the exam and the rest dropped out during the academic year 1990/1991.

There was also a worrying drop-out rate in the compulsory education age-group, caused by reasons such as parents wanting the child to earn money as early as possible, or because what the child was taught could not be applied to actual life. This phenomenon was more serious in rural areas, where farmers need their children to help them in farming. For example, one of the junior secondary schools lost 67% of its students after three years in school (MOE, 2002).

Educational expenditure is high, as was mentioned earlier, but the outcome and internal efficiency is low. The net enrolment rate for 6-14 age group is only 55 percent (68% male and 32% female) implying that about 2,1 million children in this age group are out of school. While there is a slight improvement in the three year secondary cycle (2000-2003) up to 29% from 27%, a lot still needs to be done especially for basic education with low enrolment rate, lower girls, and in rural areas, the high drop_out rate where 300,000 children per year are added to the statistical figures of illiteracy.
The decentralization axis

Decentralization of responsibilities to the governorates and districts is new to the country. The process was started in 1997 as a result of the country’s democratization. Some financial and technical authorities were transferred to the local levels. However, in practice, the educational cadres working in most governorates and districts have no training, leading to noticeable confusion in the field. There is overlapping of instructions and an absence of co-ordination and co-operation between education offices of governorates and districts. Also there is a lack of co-ordination between these offices and other ministries such as the Ministry of Finance and the Ministry of Civil Services.

Ministry of Education’s development plans

The Ministry of Education has defined the objectives of developing pre-school and basic education through the 1990-1995 plan as well as through the first five-year plan for development (1996-2000) to improve the quality of education, to increase adult literacy, to increase the percentage of female education and to widen the scope of education to include necessary skills for youth and for adults.

However, education suffers from a concentration on theoretical knowledge and the neglect of skills and applied aspects (Bader, 2002). This leads to lowering of the quality and appropriacy of education presented to students. This is vividly clear from the inability of students to read and write effectively and to solve arithmetic questions when they arrive at the higher classes of basic education (grade eight and nine). This also was clearly shown when the students sat for the General Basic Certificate test. It represents the first test at the national level and the rate of success is low (64%).
A review of the current condition of education points to a dangerously low standard of performance of the system in general (MOE, 2006). The weaknesses could be summarized as follows (MOE, 2006, MOE, 2005, MOE, 2002; World Bank, 2001; UNICEF, 2002; and Bader, 2002):

1. Weak programmes for the pre-preparation of teachers and their concentration more on theoretical aspects than applied knowledge.
2. Absence of co-ordination between the Ministry of Education and the teacher preparation institutions to accept applicants according to the need in the areas of subject, gender, and geographical region.
3. Absence of a clear policy and precise criteria for selection and distribution of teachers from among graduates of teacher training institutions.
4. Presence of large numbers of teachers without educational or academic qualification.
5. Low level of qualification of headteachers of schools. Most (88%) are not university graduates.
6. Shortcomings in the effectiveness of educational inspection for school administration and administrative control by the education department.

Conclusion

The Yemen government faces serious challenges to raise the standard of living of its people. They recognize that it is essential to raise education standards at all levels in order to achieve this goal. An attempt has been made in this chapter identifying the problems and the development plans evolved by Ministry of Education.
Part two: The inspection and evaluation system in Yemen

The second part of this introductory chapter offers a brief historical outline of the system of inspection. It is divided into four periods:

- The first period (1962-1967) was controlled completely by the Egyptian educationalists implementing the Egyptian education system.
- The second period (1968-1980) is known as the most difficult period for Yemen in general and the inspection system in particular, as Egyptian support was removed and responsibility was handed over to Yemeni staff who did not have the necessary qualifications or experience.
- The inspection process from 1981-1990 is characterised by more involvement of Yemeni inspector mainly at the local levels.
- The fourth part concentrates on the current situation of the inspection system. This period (1990-2005) is important. North and South Yemen were unified on 22 of May 1990 and the two different educational systems were integrated.

Part 2 also sets out the main reasons for changing the current inspection and evaluation system in Yemen.

The first period of inspection (1962 – 1967)

In the period 1962 –1967 after the revolution inspection was highly centralized. It was under the direct control of the Minister of Education and received instructions from and reported to him (Kreem, 1994). It was managed by a team of Egyptian school inspectors who implemented the Egyptian inspection rules and regulations (MOE, 1968). This system, which was managed by 30 chief inspectors for all subjects, was very effective mainly in terms of administration. During this period more than 95% of primary teachers and 99% of secondary teachers as well as headteachers were Egyptians. Even the textbooks were from Egypt (MOE, 1963). As the Yemeni official documents of 1963 show, the Ministry of Education in Egypt appointed the inspectors on a secondment basis for four years and their own government paid their salaries. Those inspectors were seen (MOE, 1964) as senior to head teachers and teachers in the educational hierarchy and they held a wide range of responsibilities. Their suggestions and decisions were fully implemented by the central as well as local authorities.
All the inspectors were based at the Ministry of Education and they were appointed to carry out the following tasks as stated in the Inspection Instructional Manual, 1963:

1. Following up performance of teachers and the head teachers.
2. Distributing textbooks and other materials and resources.
3. Allocating head teachers and teachers to the schools
4. Transferring teachers from one school to another or between provinces without referring back to any authority.
5. Constructing centralized tests (6, 9 and 12 grades).
6. Supervising the centralized tests.
7. Inspecting the quality of teaching, learning, administration, buildings, facilities, equipments, furniture and laboratories.
8. Distributing the syllabus for the whole academic year (breaking down the syllabus).
9. Issuing all related circulars and instructions and checking if they are fully obeyed.
10. Providing advice and consultation to the Minister on curriculum, inspection and evaluation, pre-service and in-service training and school management.
11. Reporting on the whole school activities.

Thus, during this period, the inspectorate was a powerful body who had a significant impact on school management, curriculum and school teaching. Their reports were taken seriously at the decision making level.
ii) The second period of inspection (1968-1980)

The period from 1968-1980 was a difficult period for the Ministry of Education in general and for the inspection in particular. The reasons for this were pointed out in the Educational Document, 1979 and in Hood (1982):

a. Egypt stopped providing free textbooks, inspectors and teachers.
b. The fast expansion of education resulted in 10,000 new schools, mostly provided by Gulf countries and Kuwait in particular. The community also made a great contribution at that time. Many schools were built and communities paid extra money and provided subsidised or free accommodation to encourage teachers to work in rural and remote areas.
c. Local teachers were inexperienced, especially in teaching secondary classes.
d. Newly graduated Yemeni inspectors were appointed without training.
e. All the previous school syllabuses were changed because they had been designed specifically for Egypt.
f. Many headteachers were appointed without adequate qualifications
The government as a whole realized the critical situation and took the following measures:

1. Set up a university in Sana’a in 1970 with a faculty of education.
3. Employed teachers and inspectors from different countries, such as Egypt, Sudan, Syria, Tunisia, Pakistan, Britain, and Iraq. The Gulf countries paid for most of these and a few of them were paid by their own countries. British English language inspectors funded through the ODA/British Council fell into the latter category.
4. Thousands of students were sent to study in different universities around the world. The Ministry documents show that 30,000 students were sent to study abroad in different fields, including education at the expense of other countries in the East and the West (MOE, 1977).

As a result of these swift and dramatic developments, the tasks of the inspection and evaluation system became very difficult to perform. The inspection methods varied because of the wide differences in background of the 150 inspectors employed by the Ministry of Education, from a number of Arab countries (MOE, 1970). Thirty-five of the Arab inspectors were based at the Ministry Inspection Department and the others were sent to the provinces, mainly to the most important ones.

According to inspection reports of this period, inspectors created a chaotic atmosphere, with an atmosphere of mistrust developing between teachers and inspectors. Teachers accused inspectors of being soft or lenient with teachers of their own nationalities and very critical of others. Also Yemeni inspectors were accused of inefficiency in their own subject areas. They were supposed to evaluate highly experienced expatriate teachers, yet had not enough teaching experience themselves. This situation also misled the decision makers who were relying on the inspectors’ reports to develop proper and well thought out plans. At that time the inspectors’ reports were one of the main sources of data for further developments (MOE, 1979).

During the early stages of this period, inspection was increasingly being centralized, with few regional inspectors except in the four major provinces of Sana’a City, Taiz, Hodeidah and Ibb. Usually, inspectors carried out team visits to the provinces but an analysis of the
inspection documents of the 1970s does not show any advance planning or the application of any framework or guidance.

The only guidelines that inspectors were given when writing the reports were on the number of classes and students, the qualification and nationalities of the teachers, any weakness in teaching, and the suitability of the buildings, furniture and equipment (MOE, 1985). It is notable that strength of teaching was not included within these areas.

The written inspection reports of this time presented overgeneralizations with vague and non-specific advice and recommendations. The reports were more descriptive than evaluative and most of the data collected was of limited value to the decision makers (MOE, 2004). This continues even today. For example, inspectors write about what they did during the visit. They explain in detail how they reached the school and what they said to the school staff. The recommendations made were not measurable and lacked evidence. Moreover, as the documents of the Planning Department (1979) point out, much inspection time was devoted to carrying out other duties and responsibilities, rather than inspection tasks based on monitoring and evaluating what was happening in the schools.

Inspectors were engaged in writing the Ministry school textbooks, and since there was no syllabus specification, inspectors adopted the syllabuses from their own countries (MOE, 1985). When the Ministry started to revise its policy at the beginning of the 1990s, it was clear that the inspectors had made use of syllabuses from their own countries.

The inspection annual reports of the 1970s did not mention the area of training, except that which was practised by the British English language advisors. Those advisors introduced a staff development model that played a major role in the development of the English language. They developed a teachers' manual, which focused on the most suitable methods of teaching English as a foreign language.

The British advisors also developed a classroom observation form concentrating on the main characteristics of the lesson. This form had to be signed by the teachers after the lesson. It included the weak points to be avoided and areas to be developed for the next visit as well as pointing out the good practices, which should be continued. In this way the inspectors developed the teacher training aspect of their work.
iii) The inspection process from 1981-1990

Teachers distrusted the inspectors because of what they perceived as their unfair judgments, which determined the future of their jobs (MOE, 1981).

Over this period local inspectors replaced nearly half of the expatriates. Many Yemeni teachers were appointed and the number of students and schools increased by nearly 30% (MOE, 1987). These radical changes resulted in increased demands to revise inspection practice in order to make it more effective and reliable (MOE, 1981). However, despite these dramatic changes the Ministry continued to be misled by the inspection reports, mainly in terms of curriculum design and identifying the future needs for improving the quality of teaching and learning.

In an attempt to ameliorate the situation, the foundation of the current inspection system was laid down in the 1980s. An analysis of the inspection documents of the period paints the following picture.

A number of rules and regulations regarding inspection were established and started to be implemented partially in schools. However, the problem with these rules and regulations, including what is called the inspection framework, was that they were borrowed from other inspection systems found in the Arab world without taking into account the Yemeni education context.

Inspection also played a major role especially in the late 1980s in pre-service teacher training. Inspectors carried out induction courses in all the provinces for nearly 10,000 newly appointed teachers who had just completed the Secondary Leaving Certificate. This initiative was to solve the shortage of teachers in the rural areas.

The inspection reports of this period indicated that there was better communication and instructions were fully taken into consideration by teachers as well as school headteachers. The annual reports were summaries of regional inspectors' reports as well as chief inspectors' reports, but again they were still mainly descriptive. New inspectors who were trained in Morocco, Britain, Jordan and the U.S.A were involved in the system mainly at the end of the decade. They tried to concentrate more on improving the
teaching and learning aspects and started to think about establishing criteria for evaluating teaching and learning.

When comparing this structure with the previous one (appendix 3) and the current structure (appendix 4), it is evident that inspection since 1990 has been one of the general departments with the Inspection and Evaluation Sector. It receives instructions from and reports to the Deputy Minister instead of the Minister. The inspection budget is smaller because it is just part of the sector of inspection and evaluation. People used to respect the inspection sector's instructions because it was under the direct control of the Minister. With a change in this structure the respect for inspection declined. The inspection reports that used to have more power and more authority because they were read by the Minister himself, lost their power and authority because of this structural change.

The nature of the current inspection situation in Yemen

Why inspection?

The Yemeni National Policy on Education Acts of 1990 and 1995 has emphasized the need for inspection and evaluation in very clear terms, making it a priority for further improvement and reform of the educational process as a whole. It is clearly stated that an effective inspection and evaluation system is needed to play a role in monitoring and safeguarding the quality of education. Its existence is crucial, mainly because there is a lack of adequately trained teachers and headteachers.

The area of inspection and evaluation in Yemen is very important for the following reasons. First, it is assumed (even hoped) that inspection and evaluation do assist improvement in the quality of performance of the students. Second, it provides an opportunity to schools to act on the information in their inspection reports and thus to bring about improvement. Inspection is seen as a necessary event to improve schools and to develop equality of opportunity for all pupils. By systematically monitoring the instructional process in schools, by guiding teachers to achieve higher standards of teaching and by evaluating the teaching/learning process "objectively", inspectors/supervisors help in maintaining as well as upgrading them (MOE, 2002). The
inspectors act as the 'eyes and ears' of the system (Educational Act, 1995). It is through the monitoring process that the local administrators, teachers and the community at large find out about significant policy issues and their implementation. By feeding their perceptions back to the central administration, inspectors serve as linkage in the policy formulation/policy implementation gap. Inspection provides the national evaluation of schools and provides information for the Annual Report of the Ministry of Education. It ensures that each individual school is accountable for the standards it achieves, the quality of education it provides and the expenditure of government funds. Inspection ensures that parents and the local community/councils have access to information about their local schools.

The third reason why it is important is that the area of school inspection in the Yemeni educational system is attracting a lot of interest (Educational Research Center Report, 2002). Inspection and evaluation can play a very important role in education through appropriate use of the archives and other documentation as well as the improvement of the nature and quantity of data collected. It is clearly stated by the Yemeni Ministry of Education's Job Specification for its departments that inspection/evaluation has an important role to play in raising educational standards. At present, the literature as reported by the Research Center regarding this area is very limited. Few studies have been carried out either at the official or academic levels and so much remains to be done in order to encourage research and to provide the related literature whether from Arab countries or from other nations.

Fourthly, inspection is also important because inspectors/supervisors are responsible for routine administrative tasks. On a regular basis they monitor the human and material resources of the Ministry of Education making sure that they are used effectively. Inspectors determine the supply and availability of teachers and help determine their career growth. In other words they not only monitor and act as quality controllers but also report on the supply and utilization of fiscal and material resources and determine the career progress of teachers.

The fifth reason for the importance of inspection in Yemen is that there has been a quantitative expansion in the expectation placed upon the education sector (World Bank Report, 2002) while the authority of inspectors is very limited. This has created enormous imbalances. For example, inspectors cannot be expected to be highly motivated when in
practice their main duty is mainly to report to higher authorities. They have neither the authority nor the means to come up with support to improve the situation in schools and assist in finding solutions to the problems identified (MOE, 2003).

Reasons for change

According to UNICEF the system of school inspection or supervision in Yemen which has been in place for over 30 years would benefit from review and development to meet changing educational needs (UNICIF, 2001). The Parliament Education Committee Reports (2002) mentioned that inspectors/supervisors are inconsistent when making judgments about the quality of education. The main reason for this is that the inspectors do not have agreed national criteria to use when making these judgments. It is important that criteria are set out and are jargon-free. Both inspectors and headteachers need to be trained in using the criteria to be confident in working with teachers in order to raise standards. In this way a common understanding about the standards expected for good practice will be developed.

These are the recommended instructions for the inspectors to follow when carrying out classroom observations, the main inspection method. In the Yemeni inspection context, these procedures cannot be fully implemented for a variety of reasons. The most recent study carried out by the inspection department in June 2000 showed that there was insufficient number of inspectors. It points out that the ratio of inspectors to teachers is 1:75. The study also highlights the grave shortage of transportation. There are a total of only ten cars available for both local and central inspection. The most significant limitation on the implementation of the inspection policy is the inefficiency of some of the workforce. The report shows that there are 350 inspectors who inspect all subjects in lower basic education stage (1-4) and 400 subject inspectors, who were all appointed without being interviewed according to inspection rules and regulations (out of 3000 inspectors) This needs to be re-evaluated because, as the study shows, their qualification and performance are below the standards required.

The observation guideline suggests three classroom visits in order to evaluate the performance of a teacher. In fact as the study shows, this does not happen due to the various obstacles that have already been mentioned. It creates a serious problem if any action needs to be taken against a teacher. She or he will usually complain of not being
visited the required number of times. During the orientation and the follow-up visits, teachers do not take the inspectors’ comments and advice seriously and at the same time inspectors themselves repeat what they have said already. This point will be tackled by this study when proposing the ‘The Inspection of the Future in Yemen’. The three visits system gives most of the teachers a chance not to carry out their duties professionally and honestly, as they are sure that inspectors will not be able to carry out the evaluation visit.

**Role of inspectors 1990**

Inspectors in Yemen are called upon to perform (in theory) three complementary duties which can be summarized as follows:

1. As academic inspectors/supervisors they are expected to carry out a fully functional review of on-going academic programmes by determining the quality of teaching across the curriculum and by monitoring classrooms; providing quality model lessons, instruction manuals, etc;
2. As quality controllers they are expected to adjudicate on the promotion, upgrading and career opportunities for teachers; and assess the maintenance of school resources.
3. As monitors of community awareness they are expected to develop school and community relations; and represent the Ministry of Education to centralized/decentralized sub-systems, such as district development councils, or to other types of formal development groups (e.g. the Regional Planning Commission) (MOE, 2003).

According to the duties and responsibilities mentioned earlier, the education system tried to cope with the radical changes in the social and political life of the 1990s (particularly those brought about by the Unification of the south and the north of Yemen). The inspection manual of 1992 and the Educational Basic Strategy (2002) emphasizes the humanistic side of school inspection. It defines the inspection process as a humanistic phenomenon and encourages inspectors to develop relationships with both teachers and headteachers based on the principles of listening and respecting the ideas of others. It tries to build up a dialogue between each one of them. It states that inspectors should sit and speak with teachers and headteachers to agree on the various activities expected from them. Inspectors at the end of their visits to school should give oral and written feedback to headteachers as well as to teachers. The manual is trying to focus on these
changes and to avoid the previous practice of inspection where teachers accepted passively the inspector's opinions without complaint, and the inspector decided which teaching methods the teachers should modify. It emphasizes the implementation of the new trends, which embody the belief that more effective roles of inspection could be better attained by persuasion and influence rather than by control and inquisition.
Staffing of the inspection system

The current inspection is having the required staff in terms of the number of the inspectors, but unfortunately it does not match the required standards in terms of quality to carry out the duties professionally (MOE, 2002). More than 600 out of 3000 inspectors (about 20 percent) are insufficiently qualified to carry out the job of inspection. Their qualifications are only at the level of high school. The inspection system is still suffering from considerable deficiencies. These deficiencies, which were presented by the Ministry of Education's Paper to the General Conference on the Future of Education in Yemen in 2000, and more recently in the Educational Basic Strategy November, 2002, resulted from the economic and administrative situation and lack of qualified personnel as well as from internal inefficiency within the educational management system.

Role of inspectors in improving management and training

The overall argument for inspection/supervision is the key role this activity plays in improving the quality of educational management. Improving the quality of education and its management is very complex and inspectors have a crucial role to play because they have an overall vision of what is happening in the classroom vision and a vision of the future. This is in addition to their role as mentors.

There seems to be a strong need for inspectors to work as teacher trainers because there is a great demand for more and better in-service training. Over 70 percent of the teachers need further training, either full time or through distance learning programmes. A number of teachers have no teacher training but have technical knowledge; they are engineers, medical doctors, etc (MOE, 2002). The qualifications of teachers are far less satisfactory, and levels have deteriorated since 1990 (Issa et al, 1999, p.21).

Despite the importance of training, the inspection manual (1997) does not suggest any proposals to help teachers and headteachers to carry out their duties more effectively. This area is very important and is the top priority of the inspection process. The chart below (Table 1.3) (MOE, 1999) shows that many teachers come to the system with very low qualifications and sometimes with no suitable qualification and they are not trained to be teachers. Some of them started teaching as soon as they left high school, with very little or no pre-service education.
This qualification gap (see Table 1.2) presents a huge challenge for the inspection system in Yemen. The role of inspection should be more effective by implementing intensive and systematic on-going training programmes.

<table>
<thead>
<tr>
<th>The qualification of the teachers</th>
<th>The number</th>
<th>The percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than high school certificate</td>
<td>2719</td>
<td>2%</td>
</tr>
<tr>
<td>Secondary Leaving Certificate</td>
<td>73814</td>
<td>56.4%</td>
</tr>
<tr>
<td>Diploma two years after high school</td>
<td>24788</td>
<td>19%</td>
</tr>
<tr>
<td>University graduates of education dept.</td>
<td>25617</td>
<td>19.6%</td>
</tr>
<tr>
<td>University graduates of non-education depts.</td>
<td>3831</td>
<td>3%</td>
</tr>
</tbody>
</table>

Table 2. Teachers’ qualifications

The reporting system of the inspection

Inspectors are instructed by the inspection manual 1997 to report on the teachers' performance, the school administration, the tests and the attendance, what has been achieved by the students, the school building and the resources in the schools. According to the current inspection, the reporting system needs to be revised as it has little value and very low reliability (MOE, 1998). It is highly descriptive and it does not come with measurable suggestions. It covers only limited aspects of the school activities such as attendance of teachers and students, the school resources and teachers’ preparation, while it should concentrate more on presenting areas such as the quality of the student learning and the quality of teaching and administration. The required report should also be based on evidence and it should propose suggestions of what needs to be done next. When looking at the root of the inspection process and the purpose of sending the inspection staff to the field, it is noticeable that clear objectives have not been set and, more importantly, are not measurable (MOE, 2000) so that neither the inspectors and even the teachers can assess how far objectives have been met.

Production of inspection framework and guidance

Another reason for change is that most of the inspection rules and regulations, including what is called the inspection manual or framework, were borrowed from other inspection
systems in the Arab world without taking into account the Yemeni educational context (Hamid, 2001).

The deep and pervasive problems of poor teaching in particular, and management and learning in general in Yemeni schools, are unlikely to be resolved simply by developing or changing the inspection/evaluation system. Nevertheless, the existence of a well-developed, practical and measurable inspection system offers an opportunity to re-direct work toward systematic education reforms in general and sound schools in particular. To do this, inspection/evaluation in Yemen needs to be re-conceptualized (Inspection Annual Report, 2000). According to the Ministry the prospective model should be based on multiple levels (at the Ministry headquarters, governorate centres, as well as in the districts, and in school in future). For these goals to be achieved they must be coherent and different mechanisms can be used at the various levels. Again, it should be pointed out that the more extensive the changes the more and longer the support required.

Summary

Having presented in part two a general history of the development of the inspection system developments since its creation in 1962 (to the present (2006), it should be apparent that it needs major revision in terms of its roles and functions. Firstly, it lacks a professional cadre of inspectors. The existing cadre is not evaluated. It is rarely given ongoing training. Secondly, the system does not have the means and the ability of identifying the strengths and weaknesses for the reasons mentioned earlier. The third limitation of the current inspection system is that it does not provide adequate on-going evaluation. The fourth weakness is that the outcome of the inspection practice is not fair or valid and it creates a threatening atmosphere in schools. Finally, the inspection system does not give enough time to feedback and it does not have pre-inspection information about the school to be visited.
Chapter Three:
Research Design and Methodology

This chapter focuses on how the research was designed and carried out. It is divided into two parts. Part one focuses on the methodology of the research; it outlines the research design and the methods of data collection. Part two is devoted to the analysis of the data – i.e. the manner in which the data were analysed.

Part one: Research design and methods

What is research?

Research literally means to find out or discover something that exists (Duwaydari, 2000). As a scientific process, it is a systematic effort made to either find out facts or information that support or test certain views about specific points in a subject, or to discover new rules that govern the different relationships between a number of variables within phenomena (Brown and Dowling, 1998; Coleman and Briggs, 2002; Duwaydari, 2000).

Such a definition implies the following three things:

1. Research is a systematic inquiry that is “both a distinctive way of thinking about educational phenomena, that is, an attitude, and of investigating them, that is, an action or activity” (Morrison, 2002, p.87). Others have dubbed this as “a mode of interrogation for education” (Brown and Dowling, 1998, 39). This systematic process requires certain planning and preparation of the steps to be followed.

2. Secondly, such a process is performed to achieve a certain end, which is called ‘product’. It aims at discovering facts or proving information that can be used to prove, test or support certain points of view, such as models and theories, or to discover rules.

3. The third implication of the above definition is that research undertaken is conducted on the assumption that there is a ‘problem’ that needs to be solved, and the research is conducted to solve this problem.
Some writers hold to what Nunan (1992) calls the 'minimal definition' of research. He defines research as a "systematic process of inquiry consisting of three elements or components: (1) a question, problem, or hypothesis, (2) data collection, (3) analysis and interpretation of data" (Nunan, 1992, p.3); or as a "systematic approach to finding answers to questions" (Hatch and Farhady, 1982, p.1). The three elements mentioned in the definition distinguish scientific research from newspaper articles, personal views, and other types of writing. However, the context in which the three elements operate, i.e. the method, is also important. Method acts as a guard that protects the research from any deviation from scientific principles. This also helps distinguish scientific research from other types of processes that involve a problem, data and analysis.

(ii) Research methods and design

There is no universal agreement upon the form a research proposal should take (Ruseston and Newton, 1998). A good proposal should contain a review of relevant literature, a statement of the problem and the associated hypotheses, and a clear definition of the proposed method and plans of data analysis.

It is possible to carry out a worthwhile investigation without having detailed knowledge of the various approaches to, or styles of, educational research. On the other hand, "a study of different approaches will give insight into different ways of planning an investigation, and incidentally, will also enhance understanding of the literature" (Bell, 1993, p.4). For example, a person may have a question that needs an answer through data collection and analysis. If this person collects irrelevant or insufficient data to answer the question, or collects data through invalid ways, can one still call this research? As Hatch and Farhady (1982) put it, the research method should be the most efficient way of answering the research questions.

Research designs are necessarily connected with methods, their application, the analysis of findings as well as the research problem itself. The idea and purpose of research and the nature of the research problem should precisely fit the design that is most appropriate for the investigation.

As mentioned in Chapter one, the research seeks to investigate the function of the current inspection and evaluation system in Yemen and its impact on the improvement of teaching in the classroom with respect to raising standards. The purposes of this research
Primary empirical data were collected as well as an analysis of documents in order to answer research question one, whereas questions two and three were addressed mainly through an analysis of relevant literature and documentation. In addition, the researcher attended relevant seminars in England and Jordan, shadowed some inspectors in England, and interviewed a small number of experienced people in both countries. Although such information was collected informally and unsystematically, it did help to provide further insights into the two national inspection systems.

The findings (product) of the investigation will help the researcher to propose the most desirable, effective and practicable model of inspection and evaluation that will be applicable to Yemen. The model will draw as relevant aspects of inspection practices in England and Jordan in particular and other countries in general.

This research study mainly uses qualitative methods of data collection taking the advantages of the argument raised by Becker (1998) that qualitative researchers think they know something about society worth telling to others, and they use a variety of forms, media and means to communicate their ideas and findings. Research in general is often classified into qualitative or quantitative perspectives. Although it is difficult to describe most research as fully qualitative or quantitative, this classification is widely accepted among scholars and researchers. Many researchers, including this one, use a combination of the two which is usually referred to as 'mixed methods'.

The qualitative approach usually investigates the quality of the phenomenon under investigation to describe and explain the different variables that compose it. The main interest of qualitative research is to interpret the phenomenon under investigation on the bases of understanding individuals' perception of the world. Moreover, Bell (1993) goes on to say that researchers who adopt the qualitative approach seek more insights than can be gained from statistical analysis about phenomena. In contrast, quantitative
research aims at finding objectively abstract, numerical facts about certain phenomenon. In his view quantitative research collects facts and studies the relationship of one set of facts to another.

Qualitative research tends to stress the socially constructed nature of reality, the intimate relationship between the researcher and what is studied, and the situational constraints that shape inquiry. Such researches emphasize the value-laden nature of inquiry. They seek answers to questions that stress how social experience is created and given meaning.

On the other hand, quantitative studies emphasize the measurement and analysis of causal relationships between variables rather than process or meaning. Inquiry is purported to be within a value-free framework (Denzin and Lincoln, 1998).

In conceptualising this research, issues associated with epistemology need consideration. According to Stanley (1993) epistemology, which is derived from the Greek words episteme (knowledge) and logos (reason), is a framework or theory for specifying the constitution and generation of knowledge about the social world; that is, it concerns how to understand the nature of reality. A given epistemological framework specifies not only what knowledge is, but also the means by which competing knowledge claims are adjudicated and some rejected in favour of others. Grix (2001) shares a similar opinion: drawing on the different branches of philosophy, epistemology seeks to analyse ‘the possible ways of gaining knowledge of social reality, whatever it is understood to be. It focuses on the knowledge-gathering process and is concerned with developing new models or theories that are better than competing models and theories. Knowledge and the ways of discovering it are not static but forever changing. When reflecting on theories, and concepts in general, one needs to think about the assumptions on which they are based and where they originated.

Concepts such as inspection or supervision may be problematic and open to contestation in different cultures and historical contexts. This researcher seeks to explore the most practical and effective inspection process that assures quality in teaching.
(iii) Techniques of data collection

The essential features of qualitative research are the correct choice of appropriate methods and theories; the recognition and analysis of different perspectives; the researchers' reflections on their research as part of the process of knowledge production; and the variety of approaches and methods

(Flick, 1998, p.4)

The researcher considered that this study could be carried out through three main qualitative data collection techniques, namely face-to-face interviews, focus group discussions and documentary analysis.

Interviews and focus group discussions were chosen by the researcher on the assumption that detailed information could be obtained from the selected subjects. It was considered the most effective method of collecting data in Yemen as most people do not give enough attention to questionnaires. They believe that information can be obtained better through personal interaction and they do not like reading (Bader, 2002). The other reason for not selecting the questionnaire as a form of data collection was that “if a respondent misunderstands a question even slightly, his reply is very likely to be of little value” (Kumar, 1999, p.110). If a number of respondents understand a question differently from each other, their answers will be difficult to compare. This is more likely to occur in Yemen than in England.

Concerning the choice of the documentary analysis, the researcher believed that rich data concerning inspection systems could be obtained from books, laws, official records, memoranda, official publications, newspapers and reports. The following techniques are considered in turn.

(A) Interview technique
(B) The focus group technique
(C) Documentary analysis
(A) Interview technique

A qualitative interviewing approach was chosen as the most appropriate method of inquiry because the aim of the research was to obtain a detailed description of the perception of a group of experienced people on the quality of inspection processes in Yemen. It was not, as expressed by Dey (1993), to test for theoretically derived hypotheses. The key principles of a qualitative approach to interviewing are:

To offer participants opportunities to express their individual ways of constructing particular experiences and thoughts, and to treat participants’ descriptive account of their own experience and thinking as data.

For the purpose of gaining detailed description of the quality of inspection in Yemen, 30 interviewees were selected for face to face interviewing and a group of experienced participants were chosen for a focus group discussion. The first, the face to face interview, is defined as:

A two person conversation initiated by the interviewer for the specific purpose of obtaining relevant research information, focused by him (sic) on content specified by the research objectives of systematic description, prediction or explanation


A sample of 30 participants representing different educational contexts was carefully selected and invited to be interviewed. All of them were recommended by their departments according to their experience, knowledge and willingness to be interviewed. This included five participants from five departments within the Ministry Head Office, namely (1) Statistics and Planning; (2) Testing, Training; (3) Curriculum; (4) the Educational Research Centre and (5) Inspection and Evaluation. It involved five central inspectors, five headteachers and deputy heads from both urban and rural areas, five Local Authority inspectors, and ten teachers representing rural and urban secondary and basic education schools. The main objective behind these face to face interviews was to obtain the opinions of a sample of subjects including officials from the Ministry, teachers, headteachers, researchers and other people concerned. The selection of the participants was based on the criteria that they should be professionals with at least ten years
experience of teaching, school administration, inspection, curriculum writing, and educational planning. They have knowledge of inspection as well as the readiness to participate and freely express their thoughts.

Other specific objectives of the interview were to obtain suggestions from the participants on improvement to inspection, and more effective means for inspection. The selection of the subjects for individual interview was based on the following criteria:

- Willingness of the respondent.
- Overall knowledge of the inspection and evaluation system.
- Not less than ten years of experience in their post.

The selected interviewees were from both rural and urban areas because the information obtained from them could reflect the real situation of the inspection.

This researcher telephoned the interviewees first and told them that certain officials had recommended them to participate in the study, or that he had heard about the reputation of their expertise or of their schools' reputation. If they agreed to be interviewed, the researcher sent a letter to introduce himself formally and to explain once again the purpose of the research. These processes ensure that the interviewees were aware of the purpose and the research plan including the interviewing procedures. The researcher had a further discussion with the line managers of the interviewees to clarify his position and to ask permission to interview the subjects. At the beginning of every interview, the researcher briefly explained the purpose of the interview and also sought permission to tape-record the conversation. The researcher usually talked in general terms about themes and topics to be covered before every interview.

The interview schedule

The interview schedule (appendix 6) was carefully phrased and was worded as open-ended and neutral. In response to open-ended questions, the interviewees were free to use words to represent their thoughts. Neutral questions avoided leading the interviewees to answer in a particular way. When designing the interview schedule, the researcher kept in mind the fact that questions should be purposeful, meaningful and manageable. In other words they should be answerable. The questions were piloted (three people were
selected) for the purpose of checking for any unclear phrasing of questions, level of difficulty, and repetitions, and at the same time to estimate the length of the interview itself.

The interview schedule covered the following areas:
- The main strengths of current inspection
- The main weaknesses of current inspection
- The effect of the present inspection on education in general and on teaching in particular
- The ability of the current system to identify the areas of improvement
- The effectiveness of inspection
- The validity and reliability of the information reported by inspectors
- The future of inspection in Yemen
(The schedule is found in appendix (6)).

Although the interview is a two-way process, as stressed by Oakley (1981), the researcher tried not to state any opinions unless he was asked. During the interview, the researcher was constantly asked different questions on various issues concerning the educational system in Britain and about the status of teaching or headships in that country. Some participants asked personal questions while others gave their advice on the research. In all cases, the researcher tried to receive more than give information. This was to make sure that the idea behind the interview was not to show any sort of expertise to challenge them but to seek views based on their professional experience and knowledge. In addition, efforts were taken to make the interviewees feel comfortable in expressing their thoughts without giving the impression of being judged.

To minimize difficulties, the researcher was careful about his dress code and about how he presented himself in the different settings. The researcher presented himself as an outsider doing M. Phil research at the Institute of Education of the University of London. This was followed by a discussion on the advantage of carrying out research in English and outside Yemen. The advantage that was clarified to the participants was to learn from other experiences in order to see and compare the similarities and differences of the systems and adopt the most suitable one to the country. The participants were assured that the findings will be based on Yemeni culture. Also, most importantly, they were
informed that the information gained was confidential and their anonymity guaranteed. They were assured that any publications would not refer to individuals in any circumstances (i.e. anonymity and confidentiality were assured.) All the interviewees were cooperative, ready to give sufficient time and unconcerned about the consequences of the publication of the thesis in that they were not at risk of being identified.

Another point in the researcher's favour was that most people with whom the researcher interviewed were pleased that the qualitative method was used. They felt that they could explain issues in greater detail and more carefully without any misunderstanding rather than by completing questionnaires.

Interviews are a good way of obtaining detailed and in-depth descriptions of the educationists' thoughts and views and to probing motivations underlying these thoughts. This method was viewed by most of the interviewees as a friendly and casual exchange in which they felt comfortable, and most described it as an enjoyable experience. They indicated that being interviewed was a good method because it was a one-on-one interaction which encouraged reflection. Further, interviewees appreciated the opportunity of being able to clarify or ask questions during the interview, or to qualify responses, as needed. In this manner, participants (and the researcher) were able to clear up any misinterpretations or confusion that occurred over the course of the interview.

In other words, the interview is an effective and powerful technique through which researchers can gather data. It has the advantage of "bringing the researcher closer to the source of data, which enables him to give or to ask for immediate clarification of ambiguous ideas" (Bell, 1993, p.91). However, limitations associated with the interview technique centred around the time of the interview if it was longer than expected. Although the duration of the interview was indicated to the interviewees, many of them were very much interested in detailed responses. The second limitation was that some of the participants felt unhappy about being recorded even though they were given a choice of being recorded or not.
Other issues were noted by the researcher, who was fully aware that qualitative data collection takes lots of time, concerning the time that was spent for the preparation of the interview. A lot of time was spent clarifying the reasons for the research and around 60 hours were spent conducting the interviews and even longer to reach the interviewee in about 30 different sites across the country. Moreover, the interviews needed translation from Arabic to English.

(B) The focus group technique

The second technique used to collect qualitative data was the focus group. This method “is designed to gather information primarily about beliefs, values and understanding concerning the issue of the research” (Khan and Manderson, 1992, p.56) or, as Denzin and Lincoln (1994) argue, to obtain perceptions in a defined area of interest in a permissive, non-threatening environment.

The focus group involved the researcher and ten specifically selected participants to explore their thoughts and beliefs in the area of inspection in Yemen. This type of discussion or group interview is structured; the same questions used in the one-to-one interviews, were introduced, but the role of the researcher was different. The researcher mostly acted as stated by Punch (2000) as a moderator or facilitator, and less of the researcher. The flow of the discussion was sparked between the group members guided by the supplied questions. The researcher was fully committed to the social norms and values governing the group interview. For example, “the interviewers listened, did not argue or deny the respondents’ views, was not shocked or pleased, and did not contradict the respondent” (Bechhofer and Paterson, 2000, p.69). This does mean that the researcher was a passive receiver of the information; he shared his experiences with the group (Finch 1993; Oakley, 1981; Smith, 1987; Reinharz, 1992). The researcher approached the respondents’ ideas with a completely open mind.

During the group discussion, the researcher asked participants to introduce themselves to each other and to say something about themselves. Then the researcher introduced the topic and explained the objectives of the research and answered any questions raised by the group.
The researcher was well prepared. The place of the meeting was agreed upon. The interview questions were written in order on an overhead transparency. The group discussions were tape-recorded using a small portable tape recorder. None of the participants objected to this. Participants were assured of confidentiality and they felt that the discussion was held in a natural setting and in a relaxed non-threatening manner. None of the members of the group expressed any reservations about sharing their views. The discussions lasted about three hours with a half an hour break.

The focus group technique has several advantages in the gathering of qualitative data in this study. It appears to “reduce the chance of questions being misunderstood by respondents” (Folch et al, 1981). The informal atmosphere, or the natural situation where the discussion was held, encourages the participants to express views frankly and freely. Participants provide information through genuine discussion which is not printed or recorded elsewhere (Grix, 2000). Also, participants with extensive experience in their area provided the researcher with further contacts. This allowed the researcher to get in touch with important people using the participant’s name and without having to resort to ‘cold calling’. Valuable ideas and advice in this way were gained.

Focus group discussion needs a lot of preparation in order to answer all enquiries, and it is time consuming for both the participants and the moderator. Moreover, the chance of committing errors in focus group research is particularly high in cases, such as this, where the interview is conducted in the indigenous language and then translated.

While errors arising from translation are not unique to focus groups, the large quantity of data collection makes checking by translation and back-translation particularly time-consuming.

Focus groups in spite of the limitations and problems, mentioned above can be an effective means to collect qualitative data because they concentrate on words and observation to express reality and attempts to describe people in natural situations. The key element here is the involvement of people where their disclosures are encouraged in a nurturing environment. They tap into human tendencies where attitudes and perceptions are developed through interaction with other people. Beliefs can be clearly
expressed in focus group discussions, perhaps better than in an interview, because participants are freer to give responses and the discussion is open to the whole group.

(C) Documentary analysis

In addition to conducting interviews and conducting a focus group, documentary evidence about educational policies and practices was collected from the relevant departments of the Ministry of Education in Yemen, namely: the Departments of Inspection and Evaluation, Planning, Statistics, Testing, Research Centre and Training. Documents were gathered from the University of Sana’a, from individuals, libraries and other sources. Most of the documentary evidence came from the annual inspection reports at the Ministry for the past 15 years. The researcher was given permission by the Ministry to study the reports of the local inspections as well as the functions and regulations of the whole inspection process since its creation in Yemen.

The second kind of documentary evidence was collected from ten schools located in urban and rural areas. The researcher was given permission by the schools’ head teachers to look at the reports written by inspectors for the last two years, including the number of inspection visits as well as the nature of the visits. He also looked at some of the teachers’ plans, which had been discussed by inspectors already.

The third kind of documentary evidence used to inform the research was obtained through reading textbooks, inspectors’ journals, publications of inspection systems mainly in Yemen, England, and Jordan as well as in other countries available. Some of the documents were gathered from the Internet, CD-ROMs, archival records, newspaper articles, minutes of meetings, dissertation and theses. The researcher tried hard to be selective, choosing the most relevant and recent publications.
The data collected through documents contributed to the knowledge, familiarity and understanding of the researcher in the field of inspection.

It provided the researcher with genuine examples of topics, methods and procedures and helped to identify a ‘gap’ in the relevant literature, thereby adding to the study’s contribution to (new) knowledge generation. It also assisted the choice of approach and methods and helped to conceptualize the research within a wide-ranging existing knowledge base

(Grix, 2000, p.55).

It could be claimed that the data collected are reasonably reliable because they are derived from official organizations with creditable reputations e.g. UNICEF, World Bank or from professionals.

(vii) Ethical issues

Ethical issues impact on all social research (Punch, 2000). The researcher was committed to the ethical and moral principles that guided him in his choice of how to conduct himself with regard to such topics as confidentiality, anonymity, legality, professionalism and privacy when dealing with people in research (Blaxter et al, 1999, p.148). The researcher is fully aware of the ethical guidelines developed by UNESCO, (1994-2003) (appendix 6).

The researcher has a duty to respect his subjects and make sure to ask their explicit permission first, and then make very clear how he will collect, analyze, and disseminate the gathered data by talking to them. The researcher has to make sure that the subjects feel as if there is no position or any authority to force them or direct their thinking through the whole process of data collection. He assures them that this study is carried out by an independent researcher. It is not at all on the behalf of any official or non-official organization and the researcher has no power or an effective authority to drive the outcomes. His ultimate goal is to reflect the reality of the current situation. The honest and frank contributions from the respondents will help in producing practical and reliable findings. This will be appreciated by the MOE for further improvement and scholars and researchers to use in the future. The researcher was also aware and fully addressed the
following ethical concerns: harm, consent, deception (when the researcher deliberately gives false information to respondents in order to elicit a particular response), privacy and confidentiality (Punch, 2000).

Finally the researcher introduced himself as a researcher and his current job as coordinating between the donors and the Ministry of Education concerning the implementation of the Basic Education Strategy. This means that he did not have any official authority which could create what is called the ‘power’ differential between the researcher and his ‘subjects’.
Part Two: The analysis of qualitative data

The purpose of the second part of this chapter is to present the methods of analysing the qualitative data collected through the three techniques of documentary analysis, interviewing and focus groups. It highlights the issues that researchers need to be aware of when collecting and analysing qualitative data. Part two is divided into two main sections. The first reviews the literature on data analysis in general and the methods which were used by the researcher of this study in particular. Section two deals with how to analyse data collected through different methods.

(i) What is data analysis?

Data analysis in the qualitative approach is the process of examining the data collected (in words, not in numbers) or the content under investigation. This is achieved by dividing the data into their original components or classifying them according to certain criteria and relating these components to the purpose of the study. There has been a growing emphasis upon the importance of qualitative researchers revealing the processes by which they have analysed and validated their data (Silverman, 1998). Some researchers, like Miles and Huberman (1994), argue for rigorous techniques for qualitative data collection and analysis.

The nature of data may determine the type of the analysis. The primary data for this study were obtained from empirical fieldwork (namely one-to-one interviews with 30 subjects and a focus group discussion with ten specifically selected participants). This resulted in the collection of a huge amount of data. The researcher found the analysis of such an amount of data an overwhelming task. The literature in this area however provided a useful framework for the analysis of these data, mainly the three component flows of activities:

- data reduction
- data display, and
- conclusion drawing/verification (Miles and Huberman, 1984, p. 21).

Data reduction refers to the process of selecting, which includes focusing, simplifying, abstracting, and transforming the ‘raw’ data that appears in written-up field notes. Miles and Huberman (1984) argue that data reduction is not something separate from analysis
but it is part of the analysis. The researcher has the choice of what data ‘chunks’ to code and which to pull out.

The second flow of analysis is data display. This is the organized assembly of information that permits conclusions. In other words it means assembly organized information in an immediately accessible, compact form, so that the analyst can see what is happening and either draw justified conclusions or move on to the next step of analysis.

The third step of analysis is conclusion drawing and verification, when the researcher has followed the sequences of the previous activities and move to this step. It is understandable because the transformation of the data into ‘wisdom’ is often seen as something that can only be done in the later stages of a research project.

The above mentioned activities were used to analyse the data collected. “They were very helpful for getting know, understand and make sense of the collected data and to analyze and appreciate both its potential and its limitations” (Coleman and Briggs, 2002, p. 253).

(ii) Methods of analysis

This section will be devoted to looking at the different methods of data analysis in relation to the selected three methods: face to face interview, focus group discussion and documentary analysis.

After obtaining the data by these methods, the researcher transcribed the data derived from the first and second techniques in Arabic first and analyzed the content of the third (documentary analysis). During the transcriptions of the data obtained from the subjects much time was spent reading them through, and looking for significant themes and categories. The researcher started the analysis by translating the transcript into English. Terminologies were frequently changed in order to express the meaning better because the notion of translation is not only a linguistic one, but also concerns ‘modes of thought’. For example, many of the interviewees understood the meaning of the word ‘inspection’ as those people who are only responsible for checking the school resources and have nothing to do with evaluating teaching. They commonly used the word ‘supervisor’. These issues were clarified at the beginning of the interviews. The term ‘evaluation’ was
commonly used as ‘testing’ and the word ‘principal’ is used instead of ‘headteacher’ as commonly used in England.

Other ideas and thoughts were taken into consideration, which might mislead the reader. There was also much use of slang words and local expressions in the conversations. The researcher tried to find comparable expressions in English being aware of what is positive in one culture could have a negative meaning in another (Nunan, 1992). For example, when saying the school needs further assistance in school administration, it was understood in Yemeni context that the headteacher ‘could not’ carry out their responsibilities. The same problem existed when talking about weaknesses in any aspect. It was understood as an indication or a connotation of blaming. The researcher was fully aware that a perfect translation was impossible, but efforts were made to clarify issues.

1. Analysing interviews

According to this approach of data analysis, the researcher examined the interview transcripts question by question, and the comparison of the answers to specific questions given by different interviewees. The data were initially analysed without producing a transcript, doing a direct analysis from tape recordings and from the researcher’s notes, but this was difficult as there were 30 individual interviews. Most of the interviewees’ responses were not very precise or specific as they often gave very wide-ranging responses. They talked very fast. Hence the need for a good tape recorder or a scribe to take notes, was felt.

In conducting such analyses, the researcher made use of the guidelines on transcription offered by Hiyce (1985). The researcher weighed the value and worth of specific data and decided whether or not they were likely to ‘count’ in the research. For example, some of the interviewees gave information about their personal experiences while others gave a list of their achievements. A chronic problem of qualitative research is that it is done chiefly by words, not with numbers and words usually have multiple meaning (Miles and Huberman, 2002). This made the interviews harder to move around and work with. The researcher bracketed and reduced the data, seeking to have full understanding of what the interviewee said rather than what he expected that person to say. He listened to each interview to get a sense of the whole: this involved listening to the entire tape several times and reading the transcription a certain number of times in order to have better and
thorough understanding of the text. A long time was spent in analyzing the information given in this process because many subjects were not specific in their answers. The researcher realized that the particular culture which interviewees were operating in influenced the way they answered the questions, as indirect answers are very common among Yemeni people. This behaviour occurred not because they did not know how to answer questions directly, but because they assumed that detailed responses show that they (interviewees) had a deep knowledge and thus they sought to impress or surprise the interviewer with the details of their knowledge. It was felt essential to interpret the answers from a cultural perspective so that people from western backgrounds would understand them better.

For example, one of the interviewees - a headteacher - described the effectiveness of the inspection system as a political issue. He kept talking about it for nearly 20 minutes. The researcher tried to ask him politely to discuss the issue from an educational perspective, but the interviewee continued. He kept on giving examples of the ineffectiveness of other organizations with the country’s administrative system. The linguistic interpretation of such an example showed that the interviewee was trying to prove that inspection was not the only part of the system which was not effective. In his view inspection was part of the ineffective administrative system.

Another example was when a teacher was asked if he had ever changed his style of work as a result of inspection feedback, report, training, demonstration teaching or other activities. He started to talk about the promotion of the school cadre and promotion within the Ministry as a whole and tried to propose what he called a fair system of grading teachers. Those kinds of thoughts were interpreted through the use of the cohesive and coherence devices/ties.

This lack of clear-cut responses added to the difficulties of interpreting the data. Furthermore, the researcher considered in conducting the analysis, what is called formative analysis. “This reflects some aspects of qualitative research projects which seek to provide understanding and explanations, and actively shape the types of data collection that will be conducted” (Coleman and Briggs, 2002, p.272). The researcher categorized the responses according to what is raised by the subjects. Units of general meaning within each question were delineated. The units of meaning were then verified by following the previous techniques, namely: coding, displaying, classifying, comparing,
contrasting, examining, looking at the coherence and cohesion aspects and finding intervening variables. This step helped to eliminate redundancies. Before the final steps, a summary of each interview question was written up, incorporating the key themes that had been elicited from the data.

In the case of face to face interviews, the words spoken by the respondents and the ideas expressed formed the ‘data’ to be analyzed. The topics were introduced explicitly by the interview questions and they were elaborated through the various proposed descriptors of the ‘topic’. These descriptors were seen as ‘activities’ in terms of the notion of “category-bound” which imply membership in categories (Silverman, 1997).

The analysis, which typically followed the conversational perspective, sought “themes” in the content of what was said by the respondents. The interviewees were categorized into five groups. These groups were: the administrators from the five Ministry of Education Departments, the (central) chief inspectors, the local inspectors, the teachers and the head and deputy headteachers.

The first step was to return to the original interview questions one by one. The interviews having been recorded were transcribed. After listening to the tapes several times the principal or main points were also summarized. The transcriptions were thoroughly analyzed making inferences through systematically and objectively identified characteristics of messages. The researcher organized and categorized the responses so as they may help answer the interview questions. After that material was checked to see whether other issues emerged that the researcher had not anticipated. The responses were written in different colored charts and then tabled. For example, the responses to the interview question number one ‘What is the effect of the present inspection on education in Yemen?’ were analyzed carefully several times.

This analysis resulted in categorizing the responses into two categories. The first category looked on the inspection as an effective tool for assuring quality of education which has a positive impact on teachers, teaching, students and school administration and on curriculum. The second category of responses viewed the negative aspects of the inspection on teachers, teaching, students, school administration and the curriculum. Also there were sub-divisions within these items. For instance, the impacts of the inspection on the curriculum were broken down by the respondents into different areas.
such as, the impact of the inspection on the design, writing, evaluating, piloting, training and revising of the curriculum.

The next stage involved the process of making comparisons between each interview looking for similarities and differences, identifying the themes that emerged. The results of the analysis of each group were written in different colours. Then the similarities were gathered in one box and the differences were kept in another. These results were obtained through the previous procedures, involved comparing, contrasting and categorizing a corpus of data (the interview questions) to test the hypotheses. It was then appropriate to see whether the results were similar to other research data and hypotheses or not. In case of variation the researcher looked for reasons behind that.

2. The analysis of the focus group discussion

In analyzing the qualitative data collected through the focus group technique, the researcher listened to the tapes several times and then the responses were transcribed. The responses were categorized in accordance to the interview questions. Then the responses to each question were analyzed thoroughly and divided into different themes. For example, the responses to the interview question one were classified into two categories. The first category viewed inspection as having limited effect on education which was largely attributed to the deterioration in the quality of educational administration in Yemen. The second category pointed out some positive effects of inspection.

The whole process of the analysis of the rest of the interview/focus group questions were treated according to the responses or feedback received from the participants. They were transcribed, classified, verified, compared, and contrasted. Then the responses were categorized in terms of similarities and differences.
3. Analysing documents

The literature relating to inspection practice was analyzed with a particular focus on the English and Jordanian inspection systems (see chapters 3, 4, 5 and 6). Apart from academic contributions, government publications, various committee reports, official publications and many of the inspectors' reports (Ofsted in England and inspection in Jordan) were paid special attention. With regard to the Yemeni part, almost all the published materials related to the issue of inspection were diagnosed. The inspection annual reports, regulation of the inspection work, job descriptions of inspectors in several inspectorates, inspection reports' review of inspectorates' work, government circulation, lists of evaluation criteria used by different levels of inspectorates, and inspector training programmes were all thoroughly reviewed and analyzed.

The content of the documents mentioned above were analyzed in relation to the research questions proposed by the study. Firstly, the source of the content was critically assessed through the 14 questions suggested by Blaxter et al (1996, p.186). They ask:

- Who are the authors?
- What are their positions?
- What are their biases?
- Where and when was the document produced?
- Why was the document produced?
- How was it produced and for whom?
- In what context was the document produced?
- What are its underlying assumptions?
- What does the document say and not say?
- How is the argument presented?
- How well supported and convincing is its argument?
- How does this document relate to the previous ones?
- How does this document relate to later ones?
- What do other resources have to say about it?
The level at which this analysis was done “can range from the full-blown and technical discourse analysis to simply reading texts with the aim of gaining information of a person’s or organization’s view point or policy” (Grix, 2001, p.80). In this case more attention was paid to the origin and authors of the collected documents or texts, the purpose they were originally written for, and the audience they were intended to address.

Secondly, the content was studied thoroughly in term of its general suitability to the objectives of the study (research questions) because all documents have been written with a purpose in mind. They were based on particular assumptions and were presented in a certain way or style.

Thirdly, the data were thematically analyzed within the individual systems. The obvious themes were: (1) the policies; (2) the conduct of inspection; (3) the results of inspection; (4) the effects of inspection on teaching/teacher/learning and management; (5) strengths and weaknesses; (6) the progression of the system; and finally (7) general remarks. These themes were also broken down into sub-divisions. For instance, theme four on effects was divided into four sub-themes, which were teaching, learning, teachers and management.

The analyzed data were investigated thoroughly. Reduction and verification were applied throughout the whole process of the analysis. Common features were categorized in relation to the themes mentioned and they were used to test the main arguments of the research.
Summary

The first part of the chapter provided an overview of the methodology of the research and its design. It focused on defining the main elements such as: 1) question, problem, or hypothesis, 2) data collection, 3) analysis and interpretation of data. It also presented a brief description of the techniques used to collect qualitative data. Qualitative interviewing, focus group and documentary analysis were also discussed.

The second part of the chapter presented different approaches to analyzing the data obtained through the three techniques mentioned above. The data obtained from the literature were examined against certain criteria. The rest of the data collected through face to face interviews and the focus group discussion was investigated, classified and verified. The researcher used the three main activities suggested by Miles and Huberman (1984): data reduction, data display, and conclusion drawing.
Chapter Four:  
The Meaning of Inspection: Views from the Literature

This chapter addresses a question which is central to the research: whether the inspection systems which the researcher will be reviewing are effective in achieving their educational goals. In order to do this, it is necessary to review the literature on inspection and the factors that make it effective in achieving its objectives. This chapter outlines the contours of the present inspection scenario, its principal focus and how it has been trying to fulfill the objectives.

Introduction

School inspection/evaluation is a tool of government and management to evaluate and monitor the education system, its standards and trends. It provides education advice to the government of the day, and contributes to the maintenance and improvement of standards. It is a balance between accountability and support. It is to promote the highest possible standards of learning, teaching and school administration in schools.

School inspection is perhaps the oldest method of supervising teachers and schools (Wilcox, 2000). In his seminal book, entitled *The School Inspector*, Edmonds (1962) traces school inspection back to the 19th century. Since then, most of the world’s educational systems have believed that it is essential to have some type of system of school inspection to measure the quality of education in schools. The recent resurgence of interest in inspection has arisen because of the worldwide concern about accountability of schools and the need for their continued improvement (Wilcox, 2000). Accountability, as Wilcox has argued, has been of long standing interest, whereas school improvement has come centre stage more recently, reflecting the belief that education is crucial for developing a skilled and flexible workforce necessary for a country's survival in the wake of globalisation.

Over the last a few years a greater focus has been placed on inspection with governments setting up more rigorous national inspection systems. As noted by MacBeath and Mortimore (2001) that all countries of the world are concerned to make their schools more effective, to enhance quality and raise standards of achievement. A survey conducted in 13 European countries found that although three countries have local
inspectorates, the majority (10) have national inspectorates (EPPP, 1999). Beneath these general figures, the overall trends are clear, although there are individual differences. That is, as the survey shows, almost all countries have unequivocally prioritised inspection systems with a shift of focus from the individual teacher or pupil to the school and whole school improvement. Inspection and inspectorates are high on the political agenda and associated in many countries with radical reform (Wilcox, 2000).

A form of inspection exists in almost all educational systems but under different names, such as supervision, internal inspection, external inspection, and self-evaluation. Among all the systems, school self-evaluation and external evaluation are the two common approaches. External evaluation can be designed and/or conducted by the government or by an outside, independent agent such as a non-government affiliated accreditation commission. For many countries, external evaluation is traditionally conducted by inspection staff for an education department, particularly if the government is the dominant education provider. The inspection/evaluation purposes have been variously defined as the improvement of instruction, teacher development, as well as strengthening curriculum leadership and school administration. Its role is perceived to raise academic standards and its basic functions are monitoring the education system.

Different models of inspection currently in existence in the world underscore different priority areas contingent upon the respective socio-economic needs of the country. The English system of inspection, under the direction of the Office for Standards in Education (Ofsted) for example, when it was established in 1992, was trying to assess the quality of education in schools. It had been argued that the public was losing confidence in education and that a more rigorous system of quality control was needed. Ofsted was set up as a means of evaluative and diagnostic assessing of quality and competence providing a clear basis for school improvement (Ofsted, 2003). Such inspection was designed to provide ‘external evaluation’; whose task was to pass judgments on the quality of education provided by the school, based on explicit national criteria. Ofsted has recently published proposals for revised arrangements for inspecting childcare and early learning, as well as for schools. These new arrangements, legislation permitting, came into effect in 2005. They will involve substantial change, but will ensure that inspection remains a powerful tool, alongside self-evaluation, in promoting improvement (Ofsted 2004).
In this way, Ofsted is coming closer to systems such as that in Scotland which has devised a system of ‘quality assurance’, which combines some sort of external inspection with a programme of “self-evaluation” where responsibilities for quality assurance are shifted to local authorities and schools.

Another model of inspection consists almost entirely of ‘internal evaluation’ where the whole process of evaluation is the responsibility of schools. The schools have a range of internal processes for monitoring their own performance and evaluating the effectiveness of their work in raising achievement. If national inspection criteria are used as the basis for this evaluation it can be seen as ‘self-inspection’ (Ferguson et al, 2000). In Sweden, where a system of this nature exists, the ‘inspectorate’ is charged with verifying the results of school self-evaluation and investigating irregularities. However, self-evaluation and inspection are not the same.

In Germany, there is no formal inspection of individual schools. Rather, inspectors are employed to carry out a wide range of functions in their local area. They are attached to a group of between 20 and 40 schools which they visit repeatedly each year, consulting with staff over problems, aiding school development, analyzing school statistics, advising principals and appraising teachers (Hopes, 1997). Hopes points out that about 50% of the time inspectors spend in school is taken up with observing lessons. Their task is to evaluate teachers throughout their careers and to provide written reports to the principal about individual teachers. They also monitor the school’s compliance with statutory regulations and can become involved in resolving complaints. At no time do inspectors carry out whole school inspections or produce reports on schools. However, since they have contact with a small group of schools, they tend to know what is happening in each one and are able to act as a ‘critical friend’.

In Scotland, the inspectorate’s responsibility is to report frankly on the state of education as they find it. The main functions are to provide information, assessment of schools and advice to Ministers and to Government. They identify and report on the educational needs of the nation, having taken account of the perceived needs and wishes of parents and pupils. Also they give a lead in development work in the various sectors of education and work with others to bring about necessary changes in the system.
In Scotland the emphasis has been on the importance of school self-evaluation.

The considerable advantage of this approach is that the school gains ownership of the criteria against which they are being assessed and are instrumental in the process. This suggests they will be less likely to erect protective barriers against the recognition of potentially negative findings from self-evaluation than from external evaluation. (Riddell and Brown 1991, p. 72).

The idea of the self-evaluation approach came as a consequence of shifting the responsibility for quality assurance to local authorities and schools, accountability increased accordingly (Solomon, 1997). The next step in the development of this accountability may be for each school to produce its own report on quality and standards. Solomon argued that this is published for parents and others who could be interested. Schools need a framework on which to build their approaches to self-evaluation. This framework is provided by a set of performance indicators.

According to the approach of self-evaluation, schools themselves are responsible for monitoring and evaluating their performance as institutions and they are required to produce a development plan, setting out the results of an internal audit and their plans and targets for the immediate future. The Scottish Office Education and Industry Department (SOEID) has published aids to assist schools with self-evaluation, in using performance indicators, in understanding the role of the school development plan, and in making use of the examination results to evaluate progress. The SOEID has also published a training package entitled ('How well is our school?') which schools are encouraged to use to evaluate their own work. The package details the performance indicators. These indicators are concerned with staff involvement in school self-evaluation, monitoring and evaluation by promoted staff, use of assessment information in evaluating overall attainment and monitoring and evaluation of management. Staff are involved in the systematic evaluation and discussion of their work and the work of the school and the department, stage and section, including the use of assessment information for evaluating learning and teaching.
In the United States of America, there is no tradition of national school inspection. It relies on output data to assess the standards achieved by its education system (Wilson, 1996). The main performance indicator is the information provided by standardized tests. However, some districts and states have begun to set up inspection systems. In the case of districts, the inspection process is concerned with measuring outputs in relation to specific criteria. The states which have become involved in school review and/or inspection have tended to opt for a programme for school improvement comprising lengthy visits to the school to carry out interviews with the staff, parents and pupils, and classroom observation leading to feedback and extensive discussion about effective teaching and learning. The final report is confidential to school and contains information about its strengths and weaknesses, and questions to be considered. Wilson (1996) is strongly supportive of the process of inspection which he sees as being able to draw together ‘issues of quality’ assessment and support of schools.

Effective Inspection: An overview

The second part of this chapter presents an overview of what has been said in the literature about effective inspection. From this overview the key features of an effective inspection are outlined. These appear to be dependent on the accomplishment of three important aspects:

■ Achievement of objectives,
■ Efficient strategies and
■ Achieving desirable results to fulfill the targeted objectives for raising standards of educational practices.

Effective inspection is dependent upon an appropriate balance between the functions of accountability and support. As Wilson (1996) notes “Inspection is effective when strengths and weaknesses are identified and when clear guidance for improving the quality of education is provided” (p.192). For Davies and West-Burnham (1997, p.107).

It is to guarantee consistency in the process and procedures and to remove any obstacles to concentrate on real work. Without the need to waste time on administrative and organizational matters, it enables schools to give overriding priority to classroom practice.
The inspection of what is happening in the classroom is one of the most challenging aspects of teacher education and development. Inspectors in the field play vital and responsible roles in monitoring the raising of standards of teaching, which directly influence the quality of learning experience that students are provided with in their classes.

Effective inspection is a key to the successful implementation of the targeted educational policies of the State. (Jeffrey and Woods, 1998). As such, it is seen as a necessary event to improve schools and to develop equality of opportunity for all pupils. The systems of inspection generally feel that their role is a productive one in terms of objective judgment and the schools see their input as valuable. They accept that accountability is a necessary method of operational policy and point out that are they accountable.

(Jeffery and Woods, 1998, p. 10)

However, another important function is to raise standards of teacher performance in a supportive way. As Al-Sood (2002), writing in a Yemeni context, notes:

Inspection is to provide professional support to teachers for quality performance in education. Teachers in their schools are to be provided with professional inputs through constant supervision and guidance. In order to meet this requirement, every supervisor has to visit every school following a pre-specified schedule. When inspectors have to visit a school, they observe teaching as well as other aspects of classroom functioning. They sit with the teacher and discuss the problems that they face in carrying out classroom activities systematically (p. 113).

Generally speaking, inspection has a direct or indirect influence on the educational policy of the country, depending on its position at the central level. As Standaert comments:

In countries (in Europe) where attention is focused on the evaluation and promotion of teachers, the quality of teachers is obviously strengthened, although only a part of the teacher population can be visited, assessed or advised. In more recent times the influence of
the inspectorates has been increased by the publication of their reports concerning the overall situation of the education system. Perhaps more important, however, is the impact that inspection reports or inspections themselves have on individual schools regarding the change of practice in those schools. The effects of these individual school reports are much stronger when they are made public and, as a consequence, are easily accessible to the press, libraries, etc. Also, when the school reports are not published but copies are available to anyone who is interested, the pressure on schools is stronger

(Standaert, 2001, p.88-89).

Ultimately, effective inspection is geared to provide a picture of school quality and effectiveness as perceived by staff, pupils and parents; assist in selecting the area of further investigation by considering the available evidence. Further a culture of open and serious discussion among all stakeholders ensures creating a favourable climate for self-evaluation

(MacBeath et al, 2000, P.108).

Thus effective inspection provokes changes in school organization, teaching quality, management and strategic planning that would not have been achievable by other means.

Allied with effective inspection is the concept of self-evaluation which augments and facilitates accountability in the educational enterprise. Ofsted defines self-evaluation as an effective tool because it has the ability of monitoring and evaluating school progress and then taking action to bring about improvement (Ofsted, 2000). Ofsted has strong support for the view that it is valuable for schools to monitor and evaluate their own progress based on the results of their self-evaluation. It emphasizes that the school that knows and understands itself is well on the way to solving any problems it has. The school that is ignorant of its weaknesses or will not, or cannot, face up to them is not well managed. As Woodhead (1995) has said, quality cannot be fed into any organization from outside. The school must know what is right and wrong, must have the desire to act on
that knowledge and the determination to develop or acquire the expertise to make
necessary improvements.

Keeping in mind the above discussion, the following six aspects could be identified in an
effective inspection system:

• Quality people: Inspectors/supervisors should be highly competent
• Identify strengths and weaknesses
• On-going evaluation
• Time for feedback to heads of school and individual teachers
• Pre-inspection information
• Fair, valid and non-threatening inspection

1. Quality people:

Inspectors/supervisors should be highly competent. They should be monitored and
evaluated through different means such as an evaluation questionnaire routinely sent
to headteachers, teachers, monitoring the inspectors’ activities and to appraise critically
a sample of the reports.

Inspectors should keep themselves up-to-date. Since inspectors are highly experienced
and qualified, one of their tasks for improvement is to keep teachers up-to-date with the
latest development in education theory and practice. They should regularly study
educational journals and research articles and bring their contents to the teachers’
notice, issuing bulletins of suggestions and summaries whenever necessary. Inspectors
should encourage teachers to read original books or articles whenever they have time to
be up-to-date with latest thinking; putting new ideas into practice ensures teacher
growth and development.

2. Identify strengths and weaknesses:

Effective inspection processes should be based on providing objective professional
commentaries on the quality of education. The aim of inspection is to identify strengths
and weaknesses of the educational system so that schools may focus and prioritise
their efforts in their areas of weakness to improve upon the quality of education they
provide and raise the educational standards achieved by the pupil.
3. Ongoing evaluation:

Full school inspection provides the school with strengths and weaknesses. The school draws up improvement plan. The implementation of the plan needs to be monitored and evaluated on a regular basis. This gives the school valuable feedback and motivation to continually strive for improvement. Improvement could be consolidated by systematically monitoring the instructional process of the schools. The on-going evaluation could be monitored in a cycle way or whenever needed.

4. Time for feedback to heads of school and individual teachers.

The inspection feedback and reports give direction to the school’s strategy for planning for improvement by providing rigorous external evaluation and identifying key issues for action. Inspectors give enough time to discuss with the school’s staff all the results of the inspection in order to make the teachers aware of both the strengths and weaknesses. As such, the process of inspection is not just “hit and run” but it gives an opportunity to ask questions, to give explanations and even to motivate and praise efforts.

The function of an effective inspection does not end with just passing judgments away from the surrounding factors which are having a direct effect mainly on teaching/teacher to overcome their weaknesses and strengthen the “good” practice.

The required improvement or change takes place in common shared values and understanding between teachers and inspectors. Teachers should be given the chance to express their difficulties and professional needs. Improvement happens when all the parties share responsibilities. As expressed by Woodhead (1995): “quality cannot be forced into any organization and each school must decide what is right and act on its own findings and acquire the expertise to improve”.

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Professional support should be provided at all levels in addition to what Woodhead expressed because it is not obvious that external inspection provides a better basis for school improvement than teachers' professional judgment. The latter may have been formed as the result of a great deal of observation and a large number of discussions with colleagues, pupils, parents and governors (Ferguson et al, 2000, p. 134).

Inspection at any level gives a response to those who are being observed. UNICEF Project (2001) indicated that evaluation of teaching through classroom observation is an important method of working with teachers to raise standards. As the project noted, through classroom observation over a period of time, the supervisor (inspector) is more able to give feedback to the teachers about their strengths and weaknesses, and can work with them to counteract the weaknesses. The response differs from one system to another. Ofsted, as an example, gives oral feedback after the school visits and then it provides a detailed report.

One of the most important parts of the Ofsted report, is the identification of key issues which leads to the production of the school's action plan. Russell (1996) describes how some schools 'go back to the beginning' in their action plans, by starting with a review of the issues for action and identification of good practice. She explains this by suggesting that teachers need to be persuaded that the findings of the inspectors are true, they internalize the issues and then are able to accept collective responsibility for making changes. Without a feeling of ownership of the issues, there may be insufficient motivation to effect change. This suggests that self-review and monitoring would be a more effective agent for school improvement than external inspection. Russell does, however, give inspection a role as a catalyst for change, although she argues that the Ofsted model is probably not the most effective one since it places undue emphasis on the audit stage of the improvement cycle. The revised framework (2005) places more emphasis on self-evaluation and review which suggests that Ofsted has recognized the importance of internal pressure for change in school improvement.
5. Pre-inspection information.

The pre-inspection information is important because it helps to make sure that inspectors provide quality judgements. Inspectors gather relevant information about schools in order to get an overall profile concerning the background of the staff in terms of their qualification, training and teaching experience. Also inspectors get information related to previous exam results, the previous inspection report, the post-inspection plan, together with any revised or updated versions, reports to parents, the previous action plans and evidence of the school’s progress. It is essential that the inspectors are sensitive to individual school challenges so that evaluation criteria are applied in relation to the context of the school. In this way teachers will respect the outcomes of the report.

6. Fair, valid and non-threatening inspection.

The corner-stone of inspection schemes should be the belief that teachers and headteachers wish to improve their performance in order to enhance the education of their pupils (Street, 1999). Street observes that a non-threatening, valid, and comprehensive inspection system offers an invaluable opportunity to learn and to develop in a situation which benefits the individual and the school, and meets the prime aim of evaluation which is to improve the quality of teaching and learning. For example, the requirement by an inspector (supervisor) is that she/he must function in a way that makes it possible for individuals to accept assistance.

If a supervisor interprets his role as telling, the teacher can’t accept it. If he interprets his role as being superior, the other can’t accept it. If he exhibits obnoxious personal behaviour, the other can’t accept any assistance from him. If the supervisor does not encourage cooperation as a way of life, then accepting assistance is an indication of weakness, and his actions make it extremely difficult for anyone to accept his assistance.
If two people have some common goals, it is easier to provide and accept assistance. If two people see themselves as working on a common task, one can help the other without either being ashamed or resentful. The supervisor must be sure that his role is one of person requesting assistance, not to him. He must see himself making counsel available, not forcing advice on the teacher.

(Bhatt and Sharma, 1992, p.159).

Summary

The inspection framework is perceived as a very useful guide to staff development. The inspection regimes generate a good deal of information about schools that is in the public domain. The information base for decision making for Government and individual is greatly increased and the inspection report provides a helpful basis for identifying aspects of good practice in schools both individually and nationally. It is generally seen as an independent source of evidence. The work done by most schools in their preparation for inspection contributes to overall school development. Finally, inspection contributes to an increased attention on teaching and learning in school development.

Also the effectiveness of inspection relies to a great extent on creating a positive environment surrounding inspectors' work and their relations with teachers and administrative staff. Such a collaborative and development model of inspection reflects a general trend in school education, in which the schools' own ideas and experiences are valued and explored in an ongoing process of growth and development.
Chapter Five:
The Effectiveness of Inspection: The English Inspection Model

Keeping in view the earlier broad parameters of an effective inspection system coming from academic research, it is pertinent to evaluate to what extent the English (Ofsted), Yemeni and Jordanian inspection systems fulfill some of their prime objectives.

- The case of the English system of inspection
- The purpose and nature of Ofsted inspection
- The effectiveness of the system

It is worthwhile to mention that the Ofsted has been recognized by many educational experts in many countries as a comprehensive model in the west as well as in the Middle East region (Morocco and Jordan learnt a lot from Ofsted experience). It is an independent branch of the English Department for Education and Skills (DfES). This means that educational matters are inspected and reported impartially. In this model, almost all schools are inspected by independent inspectors who are accredited and enrolled by Ofsted. The training and assessment of inspectors is rigorous and all inspectors must spend five days each year on professional development. It is also worth mentioning that Ofsted is continually reviewing its practice. For example, school inspections from September 2005, are:

- More frequent; they will be about every three years, unless the school causes concern.
- Much shorter, they will last 1-2 days and will involve far fewer inspectors than before.
- At very little or no notice to the school.

School self-evaluation will play a strong part in the inspection and schools are expected to update their self-evaluation forms (SEFs) annually.

The Jordanian model of inspection is hailed as an effective framework which is closer to the ground realities obtaining in Yemen and therefore merits a detailed mention. It is also revising its programmes continually and learns from its success as well as from its failures. The Jordanian model is considered in detail in the next chapter.
The case of the English system of inspection

The discussion of the English model of school inspection concentrates on the following:

- A brief history of the process of Her Majesty of Inspectorate (HMI) development since its creation to 1992
- A brief description of what Ofsted is trying to achieve - its aims and objectives, how effective it is according to the criteria that emerged from the relevant literature review.

The English inspection currently conducted by Ofsted has come as a result of nearly 153 years of revision. Ofsted which was established in 1992, represents one of the most significant periods in the history of the English inspection process. It brought revolutionary changes and brought to an end the extremely complex position of HMI (Lawton and Gordon, 1987). It replaced the inspection function of the LEAs under the belief that they were unable to carry out the duties of inspection effectively. Their inspection process was too varied, too erratic and not linked to national benchmarks (Davis, 1996). Also Perry (1995) believes that the LEA inspectors were neither independent nor impartial because of their closeness to the schools they inspected. Ofsted is an independent, non-ministerial department. It is an improving system, according to the latest Annual Report of Her Majesty Inspector of Schools. It draws on evidence from inspections that took place during each academic year and also comments upon longer term trends within the education sector.

This system came as a result of a long history of inspection which goes back to 1839. The inspection system of the early days was created as a result of strong demands for an educational system under the state supervision of the feeling that public money should not be spent without public supervision (Ball, 1963). The instructions given to the first two inspectors for education, as Russell (1996) pointed out, foreshadow some of the problems of school inspection. They were told that their task was to collect facts and information and they were warned to be certain that the facts on which they based their reports were accurate. The initial practice was to report on schools at annual conference, but in 1859, this had to be abandoned (Boothroyd, 1923).

Throughout the history of inspection, different roles were implemented. The role of the HMI during the first two decades of its creation was not different from that of an income
tax inspectorate or sanitary inspectorate. Their sole function was to ensure that the rules and regulations framed by the education department were observed by the schools. This was to help schools' efforts for improvement; but inspector was not to press upon them any suggestion, which they may be disinclined to receive. The inspectors acted as the coordinator or liaison between the central education department and grant-aided schools.

The period of 1890-1902 was characterised by the rapid development of instruction in practical subjects. The most important change during this period was the gradual abandonment of examination and payment by results. The centre of interest was transferred from the examination of the scholars to the teacher. It became possible to concentrate upon methods of teaching, and it was the duty of the inspector to help the teacher with regard to the presentation of her/his subject.

The inspection of a school consists mainly of the observation of methods pursued by the teacher, and any questioning that may employed was to be confined to the purpose of ascertaining how far these methods had been successful. HM Inspector "would never again judge the performance of individual teachers, but would confine his judgement to the quality of teaching and learning practised in the school" (Wilson, 1996, p.150). The annual Inspection, with formal notice to the managers at least ten days in advance, was replaced by the surprise visit, i.e. unannounced visits to a school by HMI for a day or half a day which was considered as a replacement of the annual examination in elementary schools (Dunford, 1998).

HMI, at the national level, played some part in education policy development, retaining considerable influence over the elementary school curriculum (Wilson, 1996). At the local level, as Wilson (1996) noted, inspectors increased the amount of their advisory work.

The programme of the Full Inspection was carried out with great speed and on a large scale. Boothroyd (1923) noted that by 1912, nearly all the secondary schools had been visited at least once and most of them twice. HMI confined themselves to selected activities which required special attention. This move as expressed by Lawton and Gordon (1987) was welcomed by headteachers, who no longer had to prepare elaborate statistics before the visit, but schools were requested, prior to the inspection, to send details of their teaching staff, curricula, syllabuses, timetables and other information. The team of inspectors was instructed to write detailed reports on the activities in connection with the
school and they were instructed to present the headteacher with a verbal report and subsequently discussed her/his findings with the governing body. Also they were instructed that teachers were not to be named and that the object was to inspect subjects and not teachers.

On the other hand, this system, as Dunford (1998) states was unable to carry its responsibilities of frequency of full inspections due to various problems such as the management of schools, the organisation of teaching and staffing, the provision of equipment and facilities. There consequently was a need for more inspectors to evaluate the educational process and to report the findings to the local authorities as well as the central ones to take the suitable actions.

The inspectorate during the period of 1944-1988, as stated by Gordon and Lawton (1999), Edmonds (1962), Dunford, (1998) and Lawton and Gordon (1987), played different functions. It took part in the public debate on education and established contacts, to acquire and to share information, not only with teachers, but also with many other parties to the educational process. It was increasingly called on to advise those who are working on the social, industrial and technological problems, which impinge on education.

The inspection function covered a wide range of institutions and was carried out in a number of different ways. Inspections ranged from a one-day visit to a small primary school to the taking of a nationwide sample or the inspection of a whole Local Education Authority, evidence for which may have been gathered over more than a year. Besides maintaining schools and colleges, HMIs inspected independent schools, further education, teacher training, the public sector of higher education, adult, and community education and the youth service.

HM Inspectorate offered advice to Government departments, national committees and statutory bodies, local authorities, educational institutions and individual teachers. Civil servant and ministers relied heavily on HMI for professional advice and it was essential for HMI to be able to identify possible future trends in Government policy so that sufficient inspection could be carried out to enable them to underpin the advice with solid evidence. Throughout the post-war period the Short Course programme enabled HMI to promote curriculum development and to influence the work of teachers because they were very
close to the school, and they were even asked up to the mid-1980s to provide advice on the suitability of probationary teachers. The advisory function was also carried out through involvement with large committees and statutory bodies.

Since 1988 the introduction of a National Curriculum and the creation of new types of school has forced a debate about the nature of inspection. Measures of quality such as performance indicators, league tables of attendance rates, examination results and National Curriculum assessments, as well as the role of HMI and local authority inspectors, were discussed in the national and educational press. ‘The only general criticism received was that HMI were now more concerned with national issues than local educational problems’ (Lawton and Gordon, 1987, p. 143). The work of the inspectorate during this period was: firstly, it assessed standards and trends and advised the Secretary of the State on the performance of the system nationally; secondly, it identified and made known more widely good practice and promising developments and drew attention to weakness requiring attention; thirdly, it provided advice and assistance to those with responsibility for the institutions in the system through its day-to-day contact, its contributions and training and its publications. It is worth mentioning, as stated by Lawton and Gordon (1987) that the work of HMI in the 1970s and 1980s was that the inspectorate had been fluctuating between the role of control and the role of advice.

In this period, the role of the inspectorate has not changed very much so far. So the main characteristics of inspection, which were a continuation of the recent past, are that inspectors try to maximise the time spent observing the work of pupils in the classroom but also talked to as many staff and pupils as possible.

It is important to note that in the late eighties there was no handbook of inspection. HMI publications provided examples of the criteria they used, but the system relied on the independence and professional experience of the HMI. It did not have nationwide fixed specific criteria or national standards against which it could check. HMIs judged the effectiveness of educational provision very much on their rich professional knowledge and their experience throughout the country. HMIs exerted influence on schools by persuasion rather than by enforcement. This feature was also partly due to the fact that effectiveness and quality of education were not clear-cut matters, which could easily be judged and unanimously agreed upon. It is also important to mention that the role of LEA was crucial (DES, 1988) in the evaluation of school, and the government was generally supportive of
a ‘policy of inspection in all its forms’. This was evident in a concrete way when extra
funding was allocated to LEAs to develop coherent inspection policies and to appoint
additional inspectors. However, their role, as described in the Audit Commission report
issued in 1989, was uneven, small and unsystematic. They recommended that
monitoring should be improved and increased and staffing should be appropriately
allocated in the LEAs.

Generally speaking, the structure of the inspection system remained almost the same
during the period 1944 to 1991. External pressures produced some changes in
organization, mostly in responses to the demand for data on the national education
system as a whole: The divisional organisation of HMI was weakened and more emphasis
was placed on work at the central level. Her Majesty’s Inspectors were civil servants
appointed to jobs for life. They carried out inspection with ‘secret criteria’. There were no
criteria and guidelines for inspectors to follow. They simply judged schools' performance
based on their experience and personal wisdom. Their roles, as noted by Lawton and
Gordon (1987) were mainly to afford assistance and encouragement, not as a means of
control. Their reports were never published. They just reported their findings to the
Minister of Education. Schools did not receive official feedback. The inspection
programme was not systematic. Some schools used not to be visited for about ten years
and this was due to the small number of inspectors. Moreover, there were no
predetermined plans.

In contract, the current purpose of inspection as clarified by the Ofsted Handbook (2003)
is to identify the school's strengths and weaknesses in order to raise educational
standards. The objective is to provide rigorous external evaluation and to identify key
areas for action. A full inspection lasts up to a week for any particular school. It is obvious,
as expressed by Dunford (1998), that one of the most characteristic features of the
present inspection regime is the attempt to match what is observed against clear and
externally agreed criteria. The stress on ‘targets' is comparatively new; it arises from a
growing concern with the measurement of performance and 'competencies'.
The purpose and nature of Ofsted inspection

The purpose of Ofsted inspection as clarified by the Ofsted Handbook (2004) is to identify strengths and weaknesses, so that the school may improve the quality and standard of the education it provides, to raise the educational standards achieved by its pupils, to undertake a review of schools’ strategy for planning and improvement by providing a rigorous external evaluation and to identify key issues for action. It also had an important role to play in making education more accountable to its 'stakeholders'. Ofsted inspection is designed to inspect almost all aspects of school activities, unlike previous LEA inspections, the purpose of which was to give advice and support to schools.

The main characteristics or features of the present inspection regime, as noted earlier, are the attempt to match what is observed against clear externally agreed criteria. There should be no subjective judgement in seeing if these criteria are met.

The inspection system involves almost all the school staff and other people concerned, in order to create a clear picture of the whole educational process of the school. For example, it talks to the students and analyses their work. This provides an essential source of evidence in terms of their attainment and progress. It also offers an insight into the curriculum, teaching and pupils' attitudes to work. Also, talking to the pupils is a source of evidence about what they know, can do and understand. On the other hand, it enables pupils to discover more about the approach for inspection and through the representative group other pupils in the school can anticipate the work of the inspectors and their own role in the inspection week.

Meeting with teachers usually takes place during and at the end of inspection for the purpose of offering oral feedback to teachers on their work. Inspectors are currently required to offer feedback to teachers, at the end of inspection or as soon as practicable after the inspection (NAHT, 1998). This feedback focuses on explaining the inspectors' judgments.

Contact with parents is also part of the inspection process. Parents are invited to fill in a questionnaire, then there is a meeting between the registered inspector and parents to
hear their views about the schools and the context in which they work and to explain the inspection procedures.

The meeting with the senior staff, which includes the headteacher and deputies, with possibly the chair person of the governing body, is to check on all preparation so far and to plan further preparation for the inspection week and for action planning.

Meeting the governors plays an extremely important role in the inspection of schools. The regional inspector set some dates during the inspection week for discussions between members of the inspection team and particular governors and to discuss the nature of the post-inspection debriefing meeting with the governing body. Governors have the responsibility to ensure that the school is well managed and part of that responsibility is that basic procedures are in place. It is the governors who are ultimately responsible for the effectiveness of the school’s management (Walsh, 1997, p. 228).

Finally, Ofsted is committed to improving the educational system, not only by improvement through inspection but also by the improvement of the inspection process. The framework for inspection is usually revised partly as a response to schools’ comments, concerns and complaints about the process, and partly in order to deal with the weaknesses noticed during monitoring process. The framework contains the criteria against which a school is assessed based on judgments made in terms of the effectiveness of the process concerned.

The effectiveness of the system

The English inspection system has been given wide responsibilities. It is to “assure that individual schools are accountable for the standards they achieve, the quality of education they provide and the proper expenditure of taxpayers’ money” (Dunford, 1998, p.200).

The stated intentions of the inspection are to promote school improvement by identifying priorities for action and to provide information to the local community about the school's strengths and weaknesses (Earley, 1996). The inspection also has “the broad statutory duty to keep the Secretary of State informed about standards of achievement, quality of education, efficiency of management of resources and the development of values in schools in England” (DFE, 1993, p. 2).
An analysis of the effectiveness of English inspection system is attempted, taking into account the six factors which have already been identified. Each of the following is discussed in turn.

1. Effective inspection should rely on a highly professional cadre
2. Effective inspection should have the ability to identify strengths and weaknesses
3. Effective inspection should provide ongoing evaluation
4. Effective inspection should give time for feedback
5. Effective inspection should obtain pre-inspection information about the school to be visited
6. Effective inspection should be fair, valid and non-threatening.
1. Effective inspection should rely on a highly professional cadre

School inspection has been contracted out since 1993 under the Educational Act of 1992 to privatised teams of independent inspectors. This required a radical overhaul of the previous inspection system which was a mixture of national inspections carried out by Her Majesty's Inspectorate (HMI) and by the LEA. HMI was no longer responsible for carrying out whole school inspection, but for monitoring the system. The new inspections were to be carried out by highly qualified independent inspection teams. Therefore the more qualified team will gain more contracts. They compete by bidding against each other for contracts under the auspices of Ofsted. These teams consist of a mix of education professionals (often from LEAs and universities) and at least one “lay person” who has not been professionally involved in education. Both lead and team inspectors should pass the examination and the other different tasks. This ensures their sensitization to the principles and parameters of good inspection practices which leads to high standards of professionalism.

The performance of the selected inspection teams is regularly evaluated. Ofsted, as stated by Ferguson et al (2000), uses a variety of means to monitor and evaluate the work of inspection teams. Through its Inspection Quality Division it has developed quality standards for contractors and inspectors and an evaluation questionnaire is routinely sent to headteachers whenever an inspection has been completed. It also uses a system in which HMI “drop in” at very short notice to monitor the inspectors’ activities and to appraise critically a sample of the reports. The number of such monitoring visits has increased to the extent that registered inspectors can expect to have their work examined at some point.

In addition, the school inspection framework sets out the requirements for the inspection of schools in England. This framework demonstrates Ofsted’s strong commitment, not only in promoting improvement through inspection, but also to the improvement of inspection (Ofsted, 2000). The latter is supported by new inspection handbooks, by a wide-ranging programme of further training for inspectors, and by increased HMI monitoring of inspections and reports based on established criteria for quality.
Ofsted believes that the real benefit of an inspection relies on three factors: the professional ability of the inspectors to identify the strengths and weaknesses in schools, the ability to communicate with the teachers and the willingness of teachers to take suggestions to heart and implement recommendations.

2. Effective inspection should have the ability to identify strengths and weaknesses

Ofsted inspection is believed to be effective because it is “assured that individual schools are accountable for the standards they achieve the quality of education they provide and the proper expenditure of taxpayers’ money” (Dunford, 1998, p.200). Inspection reassures parents in that they are provided with information about their local schools' strengths and weaknesses. It provides an opportunity for schools to identify and correct weaknesses. It gives, as Dunford (1998) added, an impressively wide contribution to the work of the educational system at all levels. It evaluates curriculum, teaching effectiveness and learning, educational standards achieved, efficiency of the management of resources, the social and cultural development of pupils. Ofsted has the mechanism to evaluate and to get specific information about the school's successes and weaknesses linked to its stated aims, gathered and presented in such a way that those who make the improvement happen - teachers working with children - are enabled and encouraged to understand the next steps they need to take (Sutton, 1998).

Bell (2005) considers Ofsted an effective model of inspection because it has played a vital role in the improvement process by identifying schools that are a cause of concern. The clear identification of failure, followed by vigorous improvement measures demonstrates that the English education system is not prepared to stand idly by and let schools wallow for years in failure, depriving pupils of a decent education. Almost two thirds of the schools that were once in special measures have gone on to be good schools and seven are identified as particularly successful school.

What is of particular interest in the recent experience of Ofsted is the use of inspection as a public and official method to expose schools that do not perform well using methods that can be 'objectively' observed (Cullingford, 1999). There is a schedule that specifies what inspectors must consider when judging and explaining how well the school is doing and why.
The schedule sets out:

- Specific requirements for evaluating and reporting on the work of the school and the standards achieved by its pupils.
- Criteria that inspectors should use in arriving at their judgments, which include the areas related to the educational standards achieved in the school; the quality of education provided by the school; whether the financial resources made available to the school are managed efficiently and whether the spiritual, moral, social and cultural development of pupils is taking place.
- Guidance on self-evaluation.

The purpose of such a schedule as clarified by the Ofsted Handbook (2003) is to identify strengths and weaknesses in order to raise educational standards. The regulations on inspection, as pointed out by Davis (1996) do not require inspectors to give advice or justify their judgements to schools. It is for the school to decide how it might best act upon inspection findings, drawing on the experience of others where appropriate. The objective is to provide rigorous external evaluation and to identify key areas for action. The stress on ‘targets’ is comparatively new; it arises from a growing concern with the measurement of ‘competencies’. This measurement is spelled out in the framework and “all inspections will follow a similar, but not identical, procedure” (Cleggy and Billington, 1994, p.6).

The second round of Ofsted inspection, which started in 1997, was seen as generally more competently undertaken because the framework had been reviewed and refined, the inspectors were more experienced and the weakest had dropped out (Ouston et al, 1998). The latter’s final report to the Nuffield Foundation shows that over 68% of interviewees (headteachers) said that the second inspection had value. It also shows that there were teachers and headteachers who criticised the quality and competence of the inspectors, but these reports were fewer than the previous years. Schools, as the report indicates, are familiar with the general principles of Ofsted and its requirements have been widely absorbed into school management practices.

Ofsted, as mentioned earlier, is committed to improving the education system, not only by improvement through inspection but also by the improvement of the inspection
process itself. Official handbooks give detailed guidance. The need for change is identified in four main areas (Passmore, 1999). The first of these emphasizes the need to make inspection more manageable. The second area is concerned with the acceptability of inspection and the need to make sure that the process suits schools in different phases. The third relates to clarity and the need to produce clearer written judgments. The fourth is concerned with checking whether schools are taking steps to identify and respond to issues in advance of an inspection.

3. Effective inspection should provide ongoing evaluation

The effectiveness of the system is not only based on providing on-going evaluation at the school level, but also on continual review of procedures. As a response to the need for revision and change, the inspection arrangements "have changed over the years as Ofsted seeks to improve its procedures and learn from the experience of schools and inspectors" (Passmore, 1999, p. 141). As a part of the new requirements for the re-inspection of schools, registered inspectors evaluate and report not only on current standards but also on improvement in the school's performance since the last inspection and whether this has been enough, or whether high standards have been maintained. Inspectors are also required to comment on how changes have been brought about, including how the school responded to its previous inspection. There is often an assessment of whether the school has the capacity to secure improvement or maintain high standards.

As a second response to review and change, Ofsted introduced the short inspection in 2000 which provides an educational check of the school. The inspection samples the school's work rather than inspecting and reporting fully in each subject. In all but the smallest schools, fewer inspectors will spend fewer days in the school than in a full inspection. A short inspection usually lasts for two or three days, whereas a typical full inspection lasts up to a week. The team normally consists of between 2 and 5 inspectors rather than involving the 15 or 16 who are required in the full inspection of large secondary schools. Although a short inspection will normally endorse the quality and standards of an effective school, it may sometimes find that a school is underachieving, has serious weaknesses or even requires special measures. This will mean that it is likely to be subject to HMI monitoring and/or an early full re-inspection. The report from a short inspection focuses selectively on the school's strengths and
areas where improvements are needed. Short inspection causes less pressure on the school because the number of lessons observed is considerably smaller than in a full inspection.

Concerning the on-going evaluation of the schools, it comes as described by Russell (1996) through a series of activities and actions that are interconnected and relate to a specific purpose. Ofsted used to visit schools every 4 years, and from September 2005 every 3 years. Currently inspection is required to offer feedback to schools which should focus on explaining the inspectors' judgment, and to ensure that schools are aware of strengths and weaknesses observed. Regularity of inspection, as described by Perry (1995), is an inescapable ingredient of using inspection as a real tool to raise performance.

As a result of the Ofsted inspection and the report of the findings of the inspection team, schools are obliged to produce an action plan that will demonstrate how the school intends to remedy any deficiencies and further improve upon existing practices. The intention is to ensure that schools follow up on the inspection.

It is stated by the Ofsted framework that following the inspection, the registered inspector must produce a report and summary of findings within 25 working days (five weeks) of the last inspection. After receiving the registered inspector's report, the governors of an inspected school are charged with drawing up an action plan based on the key issues identified in the report within 40 working days (eight weeks). The governing body must send the action plan within five days of completion to Ofsted.

All of the visited schools are required to produce action plans based on the key issues for action highlighted in the school's inspection report. These action plans are the main tool for development after the inspection and at the same time they are the main source of evaluation of the schools at the inspectors' next visit (Pathak and Maychell, 1997).
They are effective working documents in guiding school development because they are based on simple questions such as the following:

Where are we trying to go?
Where are we now?
How can we go from where we are now to where we want to be?
What are the key priorities?
Do we have the resources to do it?
Who is responsible for doing what and when should it be done?
How will we know if we have achieved our goals?

As a part of ongoing process a self-evaluation process has developed about the work of the schools, (Ofsted, 2002):

The inspector poses the question that schools should be asking themselves: How good is our school? What are our strengths and weaknesses? What must we do to improve? Have we got what it takes? Ofsted inspection looks for evidence from school self-evaluation for two reasons: Firstly in order to get a more complete picture of the school as it is, and secondly, to discover the extent to which the school is employing the rational planning procedures of target setting, implementation of action and review that are believed to bring about improvement

(Russell, 1996, p.70).

Ofsted defined effective self-evaluation inspection as an effective tool because it has the ability of monitoring and evaluating the schools progress and then to allow them to take action to bring about improvement (Ofsted, 2004). The school that knows and understands itself is likely to be well on the way to solving any problem it has. The school that is ignorant of its weaknesses will not or cannot face up to them and is obviously not well managed. "Schools can only improve if they have accurate information" (Walsh, 1997, p.228). They can have this if they are capable of reviewing and evaluating their own success and identifying their own weaknesses. Pulling
together the wealth of performance related to information that a school has in its possession means that the information can be used effectively in raising standards.

Good management and leadership, curricula, instruction, human relations, staff development and community point of view are the necessary concomitants of any educational system, which needs such tools to ensure quality and maintain the standards of learning. Inspection in its general terms is thereafter concerned with giving teachers and the school administration the assistance and support they need to develop greater competence in raising their standard.

4. Effective inspection should be fair, valid and non-threatening

The present English inspection regime emphasizes the aspect that there is no subjective judgement. What counts is what is observable. The stress on 'targets' is comparatively new; it arises from a growing concern with the measurement of 'competencies.' The setting of targets and the measurement of competencies are usually the direct result of external controls. The inspection framework as described by Russell (1996) contains the criteria against which a school is assessed and it is also described by Mathews and Smith (1995) as fair but rigorous basis for inspection. These criteria are based on those developed over a long period by HMI and have been subject to wide consultation as they have been revised. The criteria, moreover, do not presume any particular methodology in teaching or style of leadership; judgments are made in terms of the effectiveness of the process concerned.

Cleggy and Billington (1998) argued that cumulative judgments are based largely on observation. In order to reduce the anxiety in some schools, many schools produce what is called a "lesson context" sheet for each lesson to inform the visiting inspector fully about the particular characteristics of the individual class that is to be observed.

There is no mystery about what inspectors will be looking for. They use clear and open criteria in judging the effectiveness of a school. Governors and staff can use these criteria themselves to reflect on how well the school is doing and what it needs to do next. This kind of review can be done at any point and need not relate specially to an inspection. But it can be a very positive way of preparing for inspection.
The pre-inspection meetings and collection of evidence indicates that Ofsted is essentially a non-threatening system.

Many schools value the meeting with the inspection team and consider such meetings as useful in that they allay fears, and details of the inspection are explained. In these meetings, inspectors provide a timetable for the inspection and once inspection begins inspectors keep the headteachers informed of their plans on a day-to-day basis as to which lessons are to be observed. Teachers are notified prior to an inspector arriving in their classrooms.

(Pathak and Mychell, 1999, p.15.)

Earley (1998) noted that Ofsted inspections can be seen very much in terms of preparation leading up to the inspection and of getting everything right. Also In this respect, Ouston (1998-99) pointed out that the major advantage of pre-inspections is that schools are seen as they operate normally. As the system works, there is less stress, particularly in primary schools. Also the schools perceive local inspections as a good preparation for future inspections under Ofsted guidelines.

In addition to the pre-inspection information listed in the inspection Handbooks, inspectors are expected to request copies of Inspection and Re-inspection of Schools (September 1997) which cover the following:

- The previous inspection report;
- The post-inspection plan, together with any revised or updated versions;
- Annual reports to parents for the period since the previous inspection. The annual report is required to include a statement about the school's progress in implementing the action plan;
- Any documentation relating to the external monitoring of the school's performance since its previous inspection; and
- Details of targets set by the governors of the school and evidence of progress towards them.

Generally speaking, there are some steps to be followed. Schools are to fill forms in order to provide basic information about the nature and composition of the school,
calling a parents' meeting and communicating with governors. Inspectors must be thoroughly prepared. The information from different sources should be put together and the inspectors should be able to estimate how the school is performing. They must know what its priorities now are, see whether these have changed since the last visit, and consider how the school views its own quality and standards. Inspectors must have an initial impression of the school, which will form the basis for discussion when they meet the headteachers.

When looking, for example, at the classroom observation which is one of the most important stages of the inspection process where inspectors form many of their judgments about the school through watching what is happening inside the classroom, "Observation of teaching in classrooms accounts for almost 60% of the inspectors' time when the school in session" (Russell, 1996, p. 45). All teachers (including supply teachers and trainee teachers) should be visited at least once. Most can expect two or three visits during the week with more than this for primary school teachers. Some of the inspection teams will give an indication of which classes they expect to visit on which days. This is a mixed blessing because the knowledge will make some teachers more anxious and possibly over prepared. It is also possible that the inspectors will have to change their plans and ironically teachers experience a sense of disappointment if a planned visit does not take place.

In this situation, inspectors must gather an adequate sample of evidence from observation of lessons and from resources to make the necessary judgements. Detailed guidance on how best to sample the work of the school during short and full inspections is included in the Inspection Handbook.

Inspectors have been required since September 1997 to assess whether a school required special measures because it is failing or is likely to fail to give its pupils an acceptable standard of education. They must then consider whether a school that is giving its pupils an acceptable standard of education nevertheless has serious weaknesses. Consideration is given to low standards of attainment and/or unsatisfactory progress, particularly in the core subjects, unsatisfactory teaching and ineffective leadership and/or management. Since 1994, Her Majesty's Inspectorate have checked reports and giving this designation to schools which they have then visited to check on progress. Too often schools claimed not to know of their weaknesses
or they did not recognize their shortcomings. Therefore, the formal designation of serious weaknesses is now given in the published report to ensure that there are no misunderstandings.

In brief, English inspection is fair because the framework is applied and the inspectors are trained in using it. Schools and teachers get enough time to prepare for the inspection. The language of the framework on which inspectors base their work is a technical one steeped in the concepts of functionality and the use of the measurement of components to evaluate effectiveness.

The procedure is largely defined in the Handbook which is designed to cover all types of schools. The Handbook contains a variety of information, all of which could be useful to a school. However, the Handbook is written specifically for inspectors rather than for schools and is not especially helpful in providing advice and support to schools about managing the process. The Framework defines the standards inspectors have to meet. It gives details about the range of evidence to be collected and the criteria against which judgments will be made. It also indicates the format of the report.

5. Effective inspection should give time for feedback

The inspection process, feedback and inspectors reports give direction to the school strategy for planning, review and improvement, by providing rigorous external evaluation.

The oral feedback sessions during and at the end of the inspection are important aspects of the Ofsted inspection process. This kind of feedback as endorsed by Pathak and Mychell (1999) is a chance for everyone involved to ensure that the written report is as accurate and meaningful as possible. Recipients of oral feedback get a chance to question anything they do not understand. Also, where they feel that inspectors have misunderstood something, they have a scope to explain and illustrate these aspects as best as they can.

The inspection process, feedback and inspectors reports give direction to the school strategy for planning, review and improvement by providing rigorous external evaluation and all parents receive at least a summary of Ofsted findings. This key change has been
founded on the principle of ‘marketization’ which has given more information and power to parents and governors (Jeffery and Woods, 1998).

In terms of reporting, the Ofsted document School Inspection from January 2000 notes that most schools emerge with credit from inspections. Their reports usually identify many strengths, together with some areas for improvement, which the appropriate authorities can consider and incorporate in the action planning. But as the document has mentioned, there are some exceptions which the registered inspector needs to consider whether or not the school is failing, or likely to fail, to give its pupils an acceptable standard of education and thus requires special measures. There are cases of schools, although providing an acceptable standard of education, nevertheless has serious weaknesses, and is judged to be underachieving.

Generally speaking, “the inspection report not only provides governors and staff with key issues for inclusion in the school’s post-inspection action plan but also informs parents about their children’s school” (Ferguson et al, 2000, p. 14). When the main findings of reports are collated country-wide, they provide HMCI with data about trends in national standards and the effects of government initiatives such as the introduction of new curricula and teaching methods. As for key issues, many heads see the key issues in their report as a set of instructions that they must follow (Woodhead, 1999). They believe, furthermore, that other priorities that the school thinks important must be abandoned in order to focus on what the report is telling them to do. This is an erroneous and damaging misconception according to Woodhead who adds that the inspection report is an external critique of the school’s performance. It is not a mandatory programme of action. A school may well decide that a particular key issue is not the issue that it wishes to pursue at that moment. Other, internally identified, priorities may be judged more important. It has been stated very clearly in the Ofsted guidance to inspectors that it is within the rights of schools not to follow up a key issue. When a school decides not to follow up a key issue it should have a clear rationale for this decision.
6. The pre-inspection meetings and collection of evidence

Ofsted inspections can be seen very much in terms of preparation leading up to the inspection and of getting everything right. It is not only the cost and hassle of bringing in a consultant or an adviser to work with the school, to get the adviser into the classrooms, to get teachers used to having another person in the room and so on that is of concern (Earley, 1998, p. 5).

One of the important steps of the preparation of inspection is the collection of school documentation for analysis prior to inspection. It was identified as an improvement on what had been done previously (Wilcox and Gray, 1995) Also the collection of evidence from parents and governors through formal meetings and postal questionnaires were novel additions to the armory of methods employed.

Many schools value the meeting with the inspection team and consider such meetings as useful in that they allay fears and details of the inspection are explained (Pathak and Mychell, 1999). In these meetings, inspectors provide a timetable for the inspection and once inspection begins inspectors keep the head informed of their plans on a day-to-day basis as to which lessons are to be observed. Teachers are notified prior to an inspector arriving in their classrooms.

As pointed out by Ousten (1998-99) the major advantage of pre-inspections is that schools are seen as they operate normally. As the system works, there is less stress, particularly in primary schools. Also the schools perceive local inspections as a good preparation for future inspections under Ofsted guidelines. Headteachers and teachers believe that the local experience has reduced the feeling of threat and instilled some confidence (Dean (1994).

There are several helpful factors included. There is the time factor: receiving notice two terms in advance before inspection in order to give opportunity to schedule and organize preparatory work in a sensible and measured way including further training for staff (teaching and non-teaching) as well as governors; informing parents and pupils of the forthcoming inspection in a progressively detailed way; and completing the necessary documentation. This keeps the event in perspective.
Conclusion

The effective inspection according to Ofsted is based on the achievement of its prime purpose of raising of standards and the inspection findings inform a school's plans to improve. Also it is effective because it provides information for parents and for the State. It sets out publicly the strength and weaknesses of a school.

An inspection system is valuable where it provides a detailed picture of how a school is functioning as well as the system as a whole (i.e. all schools) (Wilson, 1996). It is helpful to have observations and judgements of respected outsiders. Inspection is also valuable because it asks a school person, 'Why do you do what you do in that way'. Inspection spots what the teachers or the head teachers should be doing in a school and gives them the chance to compare it with what is going on elsewhere. When an inspector asks a teacher, 'Are you aware that you are doing better than others across the country?'. The teacher is profoundly moved in a constructive way. It focuses the mind. Although schools like positive judgements, they also sometimes react well to the negative ones. If the action is straightforward, the school will know what to do and will have the means to do it. The school is frustrated when complex problems are identified as being simple, when it is not given details that will help it to understand the problem or its course of action.

Finally, there are some other aspects which make Ofsted an effective inspection system such as the collection of school documentation for analysis prior to inspection which was "identified as an improvement on what had been done previously" (Wilcox and Gray, 1995, p. 66). Also the collection of evidence from parents and governors through formal meetings and postal questionnaires were novel additions to the armory of methods employed. The oral feedback sessions during and at the end of the inspection are important aspects of the Ofsted inspection process.
Chapter Six: The Effectiveness of Inspection: The Jordanian Inspection Model

After gaining a perspective on the inspection framework prevalent in England, it is necessary to gain an insight into the inspection system in Jordan system, which is a progressive system in the contemporary Arab World. As already stated, the Jordanian inspection system is more relevant for Yemen because, both are countries of the Arab World and share identical socio-cultural values. Their educational needs are similar. Yemen can gain valuable insights from the inspection system prevalent in Jordan, perhaps more so than from the western system of Ofsted. In this chapter a brief overview of the system and how it has developed in Jordan is followed by an application of the six key issues that were applied to Ofsted and which have been defined as constituting 'effective' inspection practice.

- The case of the Jordanian system of inspection
- The purpose and nature of Jordanian inspection
- The effectiveness of the system

The case of the Jordanian system of inspection

The discussion of the Jordanian model of school inspection (supervision) concentrates on the following issues:

- a brief history of the process of the supervision in Jordan development since its creation to 1994.
- a brief description of what the current supervision (established in 1995) is trying to achieve - its aims and objectives, how effective it is according to the criteria that emerged from the relevant literature review.
Historical concept

The educational inspection (supervision) started with the foundation of Jordan Emirate in 1921. It was set up by the government with significant influence from the British colonial inspection system (Aulson, 1988). This concept of supervision was continually developed throughout the next few decades which have witnessed changes on all levels in Jordan.

With the establishment of schools, the first inspection stage (up to 1986) came into existence. In this stage there were central inspectors at the level of the Ministry visiting the teachers in their schools for the purpose of assessment. This process focused on the extent of students' memorization as evidence of the teachers' success in their work. This was done through the inspector testing the students.

In the early 1950s the Ministry of Education appointed assistant inspectors in different districts for inspection, organization and procedures of transfer among teachers. In this stage the inspectors focused on 'class visits' as a method, aiming at a follow-up to the teacher's work with the students and an evaluation to notice the extent of the teachers' adherence to education rules. (AL-Afandi, 1986).

In the period 1986-1995, the role of educational supervisors was limited in terms of offering specialized help to teachers according to their technical needs (Abu Naser, 1995). It was realized that the supervisor/inspector should play a humane role built upon sharing and cooperation. In the light of this concept, the Education Training Centre put into effect its new training programme and development plans which aimed at modernizing the attitudes and skills of supervisors in order to increase their effectiveness. In spite of all the efforts which were exerted, educational supervision hardly changed, and ingrained views and practices continued unabated (Naeem, 2002).

The current stage (1995 to 2006) supposes that educational supervision is a technical process accompanying the educational process in the school (Hassonat, 2000). It aims at improving its productivity. Thus it is a joint responsibility between the principal of the school and the supervisor. On the other hand, the supervisor is regarded as an educational expert and a specialized consultant in the dynamics of an educational system that is reinventing itself (Hassonat, 2000).
The common goal of supervision in Jordan is to establish and ensure high standards of teaching, learning and school administration through monitoring, motivating and supporting. The name of the system was changed from ‘inspection’ to ‘supervision’. The word ‘supervision’ in Arabic language indicates giving more help/ support/advice than just inspecting for passing judgement.

The purpose and nature of the current Jordanian Supervision

The previous education supervision in Jordan was not an ideal one for there were some lapses, shortcomings and negative aspects in the whole process (Nora, 2003). Accordingly, the supervisors in Jordan, irrespectively of the level at which they work, functioned more as an authority figure, directing, telling and even bossing the personnel immediately responsible for doing assigned work (Taiseer, 2004). He added that this long-existing superior-inferior, higher-lower relationship used in education supervision is failing to achieve the real goals of education.

The vagueness of the concept of the previous supervision and the sole dependence on classroom visits has minimised the role of supervision in the Ministry of Education and community. Also placing supervisors at the lowest positions of the administrative rank, and the lack of qualifications of heads of supervision departments frustrated the supervisors’ work and creativity and led to their negligence in carrying out their duties (Naeem, 2002). Educational supervision was by and large negative in its emotional impact on the teachers, detracting from the supposed pedagogical aims. ‘Correct’ supervision should be on the contrary, highly interactive, based on a positive personal relationship with the teachers (Omri, 1977). This means that the supervisors’ role is to work with teachers but not direct them. The supervisor actively participates with the teachers in any decisions that are made and attempts to establish a sharing relationship. Cogan (1973) advocates such a model, which he calls ‘clinical supervision’. Cogan believes that teaching is mostly a problem-solving process which requires a sharing of ideas between the teacher and the supervisor. The teacher and the supervisor work together in addressing a problem in the teacher’s classroom teaching. They pose a hypothesis, experiment, and implement strategies that appear to offer a reasonable solution to the problem under consideration.
It is worth mentioning that although the ideals of equality and the sharing of ideas in a problem-solving process can be appealing, the ideal and the real are sometimes far apart. "Not all teachers are willing to share equally in a symmetrical, collaborative decision-making process "(Hassonat, 2000 p. 23).

The literature on supervision in the last periods indicated that the education supervisors exaggerated their role by giving the teacher a lot of comments, extra information and suggestions following class visits (Ameen, 2004). Ameen stated that,

in addition to criticizing the teacher, inspectors stressed negative points making the teacher nervous and behave in a defensive manner. They were more likely to use direct criticism than to make indirect comments which would be less likely to offend the teacher concerned. This meant that educational supervisors spent most of their time in giving information, personal views and direct suggestions to the teachers. In other words direct criticism rather than making constructive suggestions in a less personal manner (Ameen, 2004,p. 159).

Education supervisors paid less attention to establishing an open, friendly atmosphere with teachers. Research study conclusions stated that supervisors took a negative attitude towards teachers 64% of the time (Jaradat, 2002). Such negative assessments were detrimental and teachers formed negative views which impacted on classroom performance.

The supervisors of the previous stage viewed their role as one of dominance over the individual teachers and they directed the teachers according to their own viewpoints (Hassonat, 2000). This meant that supervisors were spending most of their time giving information and making suggestions didactically. They were not enthusiastic about asking teachers for their suggestions and opinions and ignored most of the teachers’ opinions. The teachers allowed the supervisors to guide and dominate the discussion while demonstrating defensive behavior. The supervisors played the dominant role and were unresponsive to the observations of the teachers concerned.
To counter this, the current educational supervision system two major goals. Educational supervisors were to be subjected to specific training programmes aiming at changing old beliefs and embracing positive views concerning supervision. Secondly, to check on the benefits of supervision, regardless of areas of specialization. In other words, it was deemed necessary to survey the benefits accruing from supervision in terms of improvement in classroom performance.

The stated objectives of current supervision are to provide professional assistance to the whole school in order to develop its own performance and to be able to carry out effectively the process of self-evaluation. To achieve these objectives, supervisors use different methods. They visit classes, hold workshops, meet teachers individually or in groups, follow up the lesson planning of teachers, train teachers in how to construct achievement tests and how to carry out the analysis of the results, and plan for exchange visits among the teachers within the school or outside (Naeem, 2002).

Supervisors also look at the schools’ equipment and facilities such as the availability and use of the laboratories, use of the library, relationships between the school and the community, follow up of the school activities, maintenance of the school buildings, competence of the headteacher in running the school and the effectiveness of the school’s administrative staff.

These activities are to provide detailed information about the teaching as well as the school administration. The activities are based on a set of clear criteria set by the central supervision. Supervisors are trained how to use the criteria and how to carry out the professional process bearing in mind that the outcome of the supervision is for quality assurance. At the same time they have an authority against any violation of the rules and regulations of the Ministry (Jaradat, 2002). Supervisors are asked to write reports to the educational authorities. They act as a bridge between administrators in the Ministry or department of education or even local government and schools in order to ensure that means are available for them to perform their tasks efficiently by enhancing the motivation of teachers. It provides direct advice and help in their regular visits to schools and at the same time it provides the government and community with the actual situations of the quality of education provided for further planning.
The effectiveness of the system

The effectiveness of the Jordanian system of supervision can be judged against the following six measures which earlier been identified and used to appraise Ofsted inspection in England (chapter 5):

1. Effective inspection should rely on a highly professional cadre
2. Effective inspection should have the ability to identify strengths and weaknesses
3. Effective inspection should provide on-going evaluation
4. Effective inspection should give time for feedback
5. Effective inspection should get pre-inspection information about the school to be visited
6. Effective inspection should be fair, valid and non-threatening.

In order to gain an insight into the comparative merit or otherwise of the Jordanian system vis-à-vis the English system, it is useful to discuss these points at some length.

1. Effective inspection should rely on a highly professional cadre

The growing effectiveness of the Jordanian system of supervision came as a result of the continual assessment of its practice over the last 83 years. This included an assessment of the cadre of professional inspectors or supervisors. It started to concentrate on the professional ability of the selected supervisors in both administrative and teaching and learning aspects of the school (Al-Massad, 2000). The school was viewed as the primary unit for educational development. Successful education meant that each school had to be a completely integrated unit with all its subsystems working together in harmony (Al-Shick 2001). In order to reach this aim, integrated developmental work was needed requiring professional planning encompassing all the various parameters involved. This required not only expertise but also a vision of the future of public school education in Jordan. The bases of selection and deputization of supervision is that the education supervisor should hold an education qualification with an experience not less than five years in the field of education or school administration and should hold a masters degree (Educational law No.3, 1994). In this framework, experienced and well-trained supervisors could play a constructive role.
A system of supervision is established in each educational district. The number of supervisors is related directly to the size of the district and the scope of the activities to be carried out. Each general supervisor is held responsible for coordinating with a number of schools through headteachers.

Having stated that, it does not mean that everything is perfect. In practice, there are some gaps between the new trends of supervision and the previous ones and because the old concept of supervision is still dominating (Taiseer, 2004). In some cases:

The supervisors are not competent enough to guide teachers in improving teaching, curriculum and evaluation. Being mostly busy in administrative work they hardly find time for reading with the result that they lag much behind the up-to-date developments in the field of knowledge and technology. So they have neither the motivation nor the time for reading and keeping themselves abreast of latest knowledge and developments in the field of education (Taiseer, 2004, p. 69).

There are also some other missing qualities among the supervision cadre in Jordan. Al-Haj (2001) noted that a supervisor should also have leadership qualities. He argued that modern supervision is regarded a function of supervisor’s leadership qualities such as ability to identify and meet the group needs, responsiveness to individual needs in acceptable ways, to be supportive and to be able to facilitate both group work and individual tasks. These ideas are supported by Jaradat (2002) who emphasised that modern supervision centres attention on achievement of goals through positive human relationships and effective communication resulting from supervisor’s better interaction skills. These skills as he pointed out include planning skills, organizational skills, coordination skills, communication skills, power delegating skills and evaluation skills.

2. Effective inspection should have the ability to identify strengths and weaknesses

The supervision framework focuses activities on the teaching process in a developmental way with an emphasis on revising, reviewing and discovering needs and organizing plans for the future. It creates an academic atmosphere for organized cooperative work between the supervisor and the teachers, especially on the level of
academic supervision and classroom visits which are carried out as planned for and in accordance with the needs of the individual teacher. Advice is given upon request from the classroom teacher and on the basis of strict confidentiality in order to ensure maximum cooperation between both parties. Written reports take into consideration the views of the teacher and their self-assessments following a democratic dialogue with the supervisor, thus establishing a policy of bilateral responsibility.

School general supervisors or academic supervisors or research area supervisors use the framework, which includes criteria to evaluate the different aspects of teaching/learning performance, in order to identify the strengths and weaknesses of the school. The main objective of the evaluation is perceived as being to provide support to the teachers (Jaradat, 2002). The responsibility for assessing teachers is assigned to the headteacher.

The issues of negative judgements, giving unnecessary suggestions, instructions and criticism to teachers are reviewed. Inspectors use the inspection framework to give more professional support to the teachers. They play the role of securing improvement by monitoring the instructional process of the school by teachers to achieve higher goals of teaching, and by objectively evaluating the teaching and learning.

Supervisors help in maintaining as well as upgrading performance standards. They also have a role in educational administration including routine administrative tasks. For example, they routinely monitor the supply of the resources and their effective use, and determine the supply and availability of teachers as well as their career growth.

The system has established what is called an Integrative Supervision Programme (ISP) that views supervision as a process of improving the school educational process through integrating the work of the supervisors with the work of school principals. Thus, the ISP assigns two roles to supervisors: a generalist role and a specialized role. Supervisors in their generalist role are expected to work with all teachers and other school employees and in close collaboration with the school principals to improve learning and teaching processes. Supervisors in their specialized role are expected to continue supervising teachers within the areas of their academic specialization. The generalist role is new to supervisors and implementation requires new competencies, skills and attitude.
According to Al-waher (2003), in practice, some duties and responsibilities of the supervisors are still not well-defined, with the result that no one can be held responsible for his lapses. He further added that there is no clear legal basis of their responsibilities except this that they are responsible to their immediate director. For these reasons, in some cases, the supervisors, themselves, do not have a clear idea of what they are required to do. Such unclarity as viewed by Dean (1992) creates many problems for supervisors (inspectors) mainly in terms of their relations with headteachers who might not trust their authorities. Supervisors are also facing other difficulties which make their abilities of identifying strengths and weaknesses less effect. They have to perform many extra duties which are totally non-academic, such as personnel management, conducting inquiries, collecting statistics, etc. With this heavy load of work they can hardly be expected to do justice to their professional responsibility.

To ensure the effectiveness of supervision in identifying the strengths and weakness more properly, it is suggested by Bhatnagar and Agrawal (1997) that it is necessary to allocate work for individuals so that there is no overlapping, duplication, or confusion. Each individual is clear about his duties and functions and knows what the others are doing.

3. Effective inspection should provide on-going evaluation

Inspectors play roles in planning, teaching efficiency, classrooms activities, measurement and school examinations. These roles are based on providing continual support and help for teachers and laying down remedy plans and solutions for them.

The previous practice, which operated till 1995, was composed mainly of surprise visits (an estimated 91% of all visits) which was considered the most practical way to discover what was actually going on in the classroom. This was devastating for teachers' morale (Musleh, 1976). The current Jordanian supervision system uses different methods. The methods include visits, workshops, seminars, model lessons and cooperative field research. Schools are notified at least two weeks before the supervision visit.

The use of the variety of methods as noted by Al-Shick (2001) is effective and helps constantly monitor the performance of the teachers in order to maintain high standards of learning. It stimulates teachers to improve their practices and performances and it
provides the basis for on-going training of teachers. The value of supervision lies in the development and improvement of the teaching-learning situation (Abidat, 1998). It focuses on the efforts better to meet the needs of learners. The needs include personal, social, intellectual and career requirements that the educational system see as essential to their life styles and goals.

4. Effective inspection should be fair, valid and non-threatening

The current education supervisors avoided the previous role of supervision which involved giving the teachers a lot of comments, extra information and suggestions following unannounced class visits. It stressed negative points that made the teacher nervous, making them behave in a defensive manner.

The central premise of the current system is that the school is the essential unit for development (Salem, 2001). It focuses activities on the teaching process in a developmental way with an emphasis on revising, reviewing and discovering needs and organizing plans for future. It also creates an academic atmosphere for organized cooperative work between the supervisor and the teachers, especially at the level of academic supervision and classroom visits. The latter are carried out as planned and in accordance with the needs of the individual teachers and on the basis of strict confidentiality in order to ensure maximum co-operation between both parties. The purpose of the current supervision as clarified by Al-Shick (2001) is not to evaluate the teacher but to study and improve the teaching-learning situation. He also pointed out that the supervisor's observation should not degrade into the old and traditional type of inspection which was characterized by fear and insecurity on the part of the teacher and dominating and dictatorial practice by the supervisors for the purpose of judging and evaluating the teacher. Written reports are evidence-based and take into consideration the view of the teachers and their self-assessment following a democratic dialogue with the supervisor thus establishing a policy of bilateral responsibility. This system is putting an end to the negative supervision and placing an emphasis on quality (Al-Massad and Qwasma, 2002).
5. Effective inspection should obtain pre-inspection information about the school to be visited

Reviewing the literature of supervision in Jordan, one can see that little interest is given to collecting pre-inspection information. It shows that, unlike Ofsted, there are no fixed procedures such as reviewing documents, or studying previous reports, the results of examinations, etc. Supervisors in Jordan do not go through the same process during the supervision. They merely collect the information required about the teachers, the number of students, the number of administrative staff, attendance and keep that as a record because schools are visited more than once during the academic year.

The effectiveness of such system can be seen in that the supervisor keeps cumulative detailed information about the school. They know about the teachers, the learners, the school administration and other activities. So, whenever a supervisor visits a school, they know what to look for.

6. Effective inspection should give time for feedback

The supervisors should give enough time for feedback to heads and to teachers. It is essential that a supervisor meets a teacher at the end of the visit and put that they together their thinking about the strengths and weaknesses observed. Feedback is one way of planning. It is important to list first of all the good points. This sets the scene positively and makes it easier to discuss those things which need attention.

The objective of the establishment of supervision in each educational district is to provide support to teachers when needed. The supervisors have the time to give feedback to the teachers. The number of supervisors is related directly to the size of the district and the scope of the activities to be carried out.

Each general supervisor is responsible for coordinating with a number of schools through headteachers. This system focuses activities on the teaching process in a developmental way with an emphasis on revising, reviewing and discovering needs and organizing plans for future.
The feedback provided is valued by the schools because it helps improving the quality of teaching and learning (Alhayam, 2000).

In brief, the current Jordanian practice of supervision breaks down the former distance between supervisors and teachers, while teachers themselves are allowed to decide what aspects of their teaching are to be observed and improved (Alhayam, 2000). The system shows the ability to identify the strengths and weaknesses of education in schools and provide the required support. On the other hand, the supervision system is criticized as a system, which concentrates more on the administrative rather than the professional side (Omar, 2001). Omer (2001) added that there should be more balance between accountability and support. Supervisors need to spend a little of their time giving suggestions, instructions and criticism to teachers. They need to assume that teachers' opinions have great value. The system needs to give more incentives for the supervisors because this issue is one of the main weaknesses of the supervision (Al-Shick, 2001). The most qualified and experienced cadre moves to other jobs where they get higher salary and less work.

Conclusion

An overview of the three inspection systems currently in operation in Yemen (chapter 2), in England (chapter 5) and in Jordan (this chapter 6) is presented in appendix 5. This shows the main similarities and differences in inspection practices in the three education systems. The three systems are trying to achieve their objectives in their own ways and methods. Their effectiveness could be realized through evaluating the systems against the six aspects of effective inspection drawn from the review of the relevant literature first discussed in Chapter 4, 5 and 6)

The present inspection system in Yemen cannot be expected to be highly motivational to educationists because in practice inspectors simply report to higher authorities. They have neither the ability nor the means to identify the strengths and weakness or to come up with support to improve the quality of education provided by schools. Once inspectors in Yemen are properly trained, they should be responsible for reviewing the curriculum in the light of how it is taught in the classroom, providing quality model lessons and manuals, systematically upgrading teachers through regular workshops and identifying weaknesses and proposing solutions concerning school organization and management.
For these reasons, there is a need for a complete review of the inspection as a whole in order to modernize and upgrade the whole inspection process.

The school is viewed by the Ministry of Education in Yemen as an essential unit for development. It focuses activities on the teaching process in a developmental way with an emphasis on revising, reviewing and discovering needs and organizing plans for future. Other innovations include the widening of scope to include more development with students’ performance, the curriculum, the textbooks used, the methodology of teaching, school activities, educational aids, school examinations, school libraries and buildings as well as the relationship of the school with the local community.

The English inspection system has always focused on the systematic use of its framework criteria for evaluating the quality of education in schools. For example, the most recent framework of inspecting schools being used in England since September 2005 places greater emphasis on self-evaluation and leadership at all levels in the school, gives more importance to the views of pupils, as well as parents and staff, and focuses on the effectiveness of performance management linked with continuing professional development.

The system of inspection is trying to check quality through using Ofsted as a means of ‘quality control’. Such inspection provides ‘external evaluation’ whose task is to pass judgments by outsiders on the quality of education provided by the school based on certain criteria. It has the ability of identifying strengths and weaknesses so that schools may improve the quality of education and raise the educational standards achieved by their pupils. The inspection process, feedback and reports give direction to the school strategy for planning, review and improvement by providing rigorous external evaluation and identifying key issues for action.

Finally, both the English and Jordanian systems of inspection/supervision claim that their effectiveness comes as a result of their ability of identifying the strengths and weakness of the schools properly. Both systems are effective because of their help in promoting the standards of learning and teaching throughout the education system and in providing information to the department of education and others about the quality of education being offered. The two systems are also effective because they continually improve the
process of inspection and improve the selection of the inspection cadre. In addition, the analysis of the two systems indicates that both of the systems are fair in their judgements which are based on agreed criteria and in making efforts to reduce tensions and conflicts in schools. Teachers and the other schools staff are helped to maintain their mental and emotional health by keeping their disturbance and tensions to the minimum.

On the other hand, the analysis of the effectiveness of the two systems indicated that both systems are still being criticized for bringing tension and pressure on schools. Also the two systems are also being criticized for not being fair in their judgement due to the very short time spent in observing classes and in giving mainly oral feedback. For more details of the similarities and differences of the English and Jordanian inspections systems see appendix (4).
Chapter seven:
The Effects of Inspection on Teaching, Teachers and School Administration

This chapter draws upon relevant literature to address the research question:

What are the effects of inspection on teaching, teachers and school administration?

The focus is on both the positive and negative effects of inspection on teaching/teachers as well as on school administrators in both the targeted models of inspection systems (England and Jordan). The practices of inspection in any context, whether it is external or internal (the whole process of evaluation is the responsibility of the schools), reflect the predominant views about the nature of teaching, the role of teachers and how they learn to teach. Inspection systems are not merely concerned with a system of auditing with a view to providing feedback on the educational system. They aim to ensure the proper functioning of each of its components on the whole of school activities including administration. Commonly, inspection examines the effectiveness of teachers and teaching as well as that of school leadership and management. These functions are inspected sometimes according to externally prescribed criteria in accordance with the guidelines provided by the Ministry or the Directorates and sometimes according to internal principles set by the schools or by local authorities.

Inspection in England – The Impact on Teachers/ Teaching

Introduction

Effective teaching which promotes learning by implementing different learning and teaching strategies is a key to raising standards (DES, 2001). Teaching is one of the areas most affected by the inspection process, whether negatively or positively. For all of these aspects, the judgment of teaching which results from inspectors' visits must be well thought out and based on clear criteria; otherwise it has a potential to mislead and distress teachers and consequently, could be a cause of great damage to them morally and professionally. This would inevitably undermine the quality of inspection and the confidence that teachers have in the inspection process.
The judgment should ideally come by “people who are independent, highly competent, and knowledgeable about the classroom, who take a comprehensive and objective look at considerable evidence about the performance of the teacher” (McCormick and James, 1989, p. 88).

**Impact of inspection on teaching/teachers**

Before discussing the effect of Ofsted on teacher/teaching in the coming pages, it is better to note that the researcher of this study is not just presenting what inspectors do while practising inspection in classrooms in particular and schools in general. It is believed that the effects of inspection come as a result of identifying the most important tasks to be carried out by teachers in order to achieve the prime purpose of raising standards. The inspectors are judging the quality of education provided by teachers against the agreed national criteria. The effect of inspection is to be seen when teaching and learning is taking place in the classroom according to the expected standards. Ofsted inspection is believed, as mentioned in chapter (5), to be effective because it is “assured that individual schools are accountable for the standards they achieve, the quality of education they provide and the proper expenditure of the taxpayers' money” (Dunford, 1998).

It is clear from the literature that practice in the classroom is a major contributor to school improvement (Sammons et al 1997, Randall and Thornton, 2001). Ofsted concentrates on classroom observation as an important opportunity to generate change in the quality of education provided in the classroom and therefore to impact on school development. "Good supervision (inspection) is always concerned with the development of the teacher, the growth of the pupil and the improvement of the teaching-learning process" (Bartky, 1955). This kind of judgement is a crucial element of inspection. Wilcox (1992) supports the idea of the necessity for judgements to be made and makes a plea for how to make them credible.

> It recognizes that judgement is necessarily involved at every stage of an evaluation and thus cannot be eliminated by the use of either more sophisticated methods of data collection or more refined methods of analysis. Rather the task is to make explicit the basis on which judgements are made and to develop the capacity to make increasingly discriminating and trustworthy judgments.

(Wilcox, 1992, P. 206).
As a result of the school visit including classroom observation, Ofsted inspectors gather evidence for providing key issues for an action plan which is supposed to be prepared by the school aimed at improving teaching and learning and other aspects of school. The action plan as stated by Early (1998) is the key element of Ofsted's approach to improvement. So, the formulation of the action plan can help a school to focus on priorities for development in a structured and coherent way. Some schools may rely upon the LEA to support the school in binding together the targets for action arising from the key issues identified by in the Ofsted inspection report.

**Aspects of teachers’ performance to be judged against the inspection criteria**

The inspectors in England judge teachers’ subject knowledge by observing their competencies of teaching the content; the depth of understanding of the diversification of the subjects, their skills in asking subject specific questions which help pupils to understand and extend their thinking; their strategies in explaining new ideas in a way that make sense to pupils. Also inspectors judge teachers’ competencies by how well they draw on their knowledge of how pupils learn when presenting them with new experiences or information; how well they use equipment, artifacts and resources to interest and challenge the pupils and their abilities to focus their thinking in the subject as well as motivate them to explore new horizons (Ofsted, 2004).

During the classroom observation, inspectors examine learner motivation. They see if the lesson plan takes into account the differing needs of pupils, especially of children with learning difficulties. Inspectors assess what teachers intend and to what extent the targeted objectives are met. They ask and discuss with the pupils relevant issues for the sake of making accurate judgements about the success or otherwise of the lesson.

Inspectors carefully observe the ability of teachers in providing challenges for advanced learners and their ability in eliciting unexpected responses from pupils as a result of lateral thinking. The challenge lies in the intellectual and imaginative effort needed and the inspiration to explore new directions.

Inspectors are expected to observe if there is a match between the methods of teaching and the purpose of the lesson. They evaluate if the explanation by the teacher is lively, informative and well structured; if the teacher’s use and style of questions probes pupils’
knowledge and understanding and their thinking. An inspector also evaluates if the activities are purposeful and not stereotyped in that pupils are encouraged to think about what they are doing, what they have learned from it and how to improve their work.

Inspectors also observe and consider the quality of relationships in the classroom and the extent to which teachers can create purposeful working atmosphere so as to hold pupils’ attention and involve them in the class activities.

Inspectors evaluate the adequacy of time and resources in terms of the management of the pupils and assess whether the support promotes good behavior and effective learning in them. They focus their attention on the teacher's ability to monitor pupils in their use of resources and their development or consolidation of knowledge. Inspectors need to observe the pupils and the teacher’s interaction with them to find out if there is a clearly understood expectation of what the pupils should be doing and why. The activity may be planned to develop its capability to support learning within the subject or both. Inspectors need to judge whether the intervention by the teacher merely solves technical problems or maintains the pupils’ attention to the task.

The inspector’s judgement with regard to assessment is based on how well teachers look for gains in learning gaps in knowledge and areas of misunderstanding, through their day-to-day work with pupils. This includes marking, questioning of individuals and plenary sessions (Stringer, 1996). Also the inspector focuses on the teacher’s encouragement of pupils to judge the success of their own work and sets targets for improvement.

There is indeed a lot to judge based on lesson observation, but the most crucial need is to have well-trained and experienced inspectors who have the respect of the observed teachers. Teachers are positively affected by the experienced inspectors. For example, teachers consider both oral and written feedback as an important contribution to school development (Fidler et al, 1994, 1995).

In terms of evaluating the effectiveness of the given homework, inspectors check if it is planned to integrate with class work; if it is tailored to individual learning needs; whether it helps pupils to learn independently and finally if it is regularly and constructively marked.
Inspectors' evaluation of the school's efficiency in meeting various educational needs is based on the effects of teaching or learning on the part of pupils in the context of their special educational needs. The effectiveness of planning is assessed in terms of whether the pupils are supported in class or are withdrawn from lessons. Inspectors also judge the effectiveness of any learning support in providing the right blend of help and challenge, so that pupils do not become too dependent.

It is clear from the discussion above that inspectors are evaluating almost all the desirable aspects of the quality of teaching according to the criteria stated clearly in the Ofsted inspection framework. There is some evidence which shows that teachers provide better quality lessons during the classroom observation by the inspector. The lessons presented at the presence of the inspectors are more highly structured and better prepared (Wilcox and Gray 1996; Ferguson et al, 2000). Also the effect of inspection could be seen when changes can occur as a result of the process of preparing for an inspection. School documentation may be brought up to date and in line with expectations of inspectors. School premises may be smartened up in a variety of ways. Teachers are likely to attend more closely to the preparation of their lessons, the setting of homework and the marking of pupils' work, particularly during an inspection (Wilcox, 2000).

**Stress, anxiety and uncertainty**

Inspection can have a major effect on the professional and personal lives of teachers and it also touches a wide range of people. It sometimes leads to feelings of professional uncertainty, loss of self-esteem and change of commitment (Jeffrey and Woods, 1998). Although some teachers are very positive about their inspection experience, there are reports of stress related illness following an Ofsted inspection. Some schools have reported a lowering of morale among teachers even after positive inspection results. This was shown clearly when a headteacher reported.

> During inspection week fear represses the teachers' ability to act and think - they lose their picture of self-worth. They become irritable at home and can suffer from sleeplessness. Before inspection, people feel screwed down, not able to relax. After inspection a huge sense of relief is followed by deflation.

(Williams, 1999, p. 2)
According to Williams (1999), the inspection data produced are often based on too few visits to classrooms and too little time spent in the classroom or in the school. The data are often used in ways that are suspect. Teachers consider the results of evaluation through classroom observation not to be fair because this process has several limitations. Some of these limitations, as pointed out by Stringer (1996), are that it reveals little about the coherence of the curriculum, the depth and breadth of the content covered, the range of teaching techniques used and the quality and variety of material employed. The third fear that teachers have is of poor classroom performance in front of an inspector. Although they prepare lessons in detail, most of the teachers feel that what is happening in the classroom could have some limitations. There may well be questions from pupils that teachers are not entirely sure about. Teachers will give 'safe' lessons and thus possibly give a misleading picture to inspectors when reporting on the national picture. These shortcomings spring from panic arising out of the situation or the threat that teachers feel. Teachers being observed are never sure that the inspectors will appreciate their situation. Some lessons are conducted smoothly, but others are difficult in terms of the information provided and in terms of classroom interaction. Teachers prefer to be visited in different situations or in different lessons in order to be evaluated fairly for whatever purposes. There are common complaints from teachers of not being observed for their better lessons.

Other complaints that sometimes the inspectors assumed to themselves the function of identifying the strengths and weaknesses of the teaching and learning practice in the classroom for the purpose of providing supportive feedback, but in practice they mainly confined themselves to judging the teachers (Street, 1999). Inspectors' judgement is generally about the teachers rather than their teaching or the pupils' learning and is based on what the inspectors thought he saw. Under such circumstances "the inspection is rather a game of the 'police and thief', a sort of "battle of wits", the inspector trying to "catch" the teacher and the teacher to show "his best."

(Bhatnagar and Agrawal 1997, p.192).
The other areas of fear come as a result of facing observation for many hours each day; not having the opportunity to discuss work with inspectors; being misunderstood or misrepresented; receiving a lower than expected grade for teaching and lastly being criticized unfairly.

The risk of casting teachers in such a passive role rather than making them proactive in the process of review and reflection does not promote a long-term strategy of ensuring continuous improvement (Street, 1999). The key to the educational improvement lies in upgrading the quality of teachers (Duke, 1995). The issue then becomes how to refine and change the content of the traditional top-down policy. School inspection is a significant tool in controlling what is going on in schools and it seeks to promote the self-development of teachers and the quality of their instruction. But that cannot be effective unless relationships between inspectors and teachers are characterized by a trust that implies confidentiality, credibility, and support for productive interaction (Pfeiffer, 1982). Teachers’ needs and the inspectors’ skills are important considerations in the success of teacher improvement. Teachers consider their classrooms as private domains and no one invades this territory but in an environment of sensitivity and respect. When the internal and, most importantly, the external inspectors perceive that they have met and conferred with professional teachers, the traditional hierarchy becomes more functional and inspection represents a more collaborative and constructive process.

The major effect of inspection on teachers does not take place only before inspection or during inspection, it also takes place after the inspection process. According to the most recent Handbooks of Inspections in Yemen, Jordan and England, feedback to senior managers in a school should include evidence and judgement about the school’s outcomes, particularly with regard to the standards achieved by pupils. It also includes factors that account most for what is achieved, particularly relating to the strengths and weaknesses in teaching in the school as well as effectiveness of work done by managers and co-ordinators and issues identified by inspection as priorities for improving the school.

Here it is worth mentioning Brimblecombe et al (1996) who examined teachers’ perceptions of the inspection process in England. They carried out one of the few studies investigating the relationship between inspection (Ofsted) and change at the classroom level.
They examined teachers’ intentions to change practice. They found that just over a third of all teachers decided to change some aspects of what they did in the classroom as a result of the inspection.

The literature review shows that fear, stress, exhaustion, anxiety and other negative signs are a common complaint of many teachers and they usually do not help or contribute towards teachers’ professional development (Randal and Thornton, 2001). However, the efforts of inspectors are not always fully appreciated by teachers. They react, as Randall and Thornton (2001) argued, negatively to the idea of being inspected. Teachers view the inspectors as judges, who come to pass judgement on their performance in the classroom and identify their weaknesses. Consequently, their attitude to inspectors can be defensive, sometimes even hostile. For many teachers, the whole experience can be nerve-racking and threatening. They see inspectors as authority figures who have the power to determine their future prospects.

The problem of such inspection is that it can make teachers see themselves as inferior to the inspectors and this can lower their self-esteem (Gebbard, 1984). Other negative consequences, as Gebbard (1984) added, are that they can be threatening and that forces teachers to comply with what the inspectors think they should do. In other words, threat can cause teachers to become defensive toward the inspector’s judgements. In such situation, many teachers lose the courage to try the new, to explore more than one alternative, or to explore freely (Williams, 1999).

The use of consultation and the maintenance of professional dialogue between teachers and inspectors can be an effective practice which helps improve teachers’ performance (Davies and Rudd, 2001).

Improvement has to come through the motivation of professionals, which occurs when they have the choice collectively, to take informed decisions about their teaching when they take the responsibility for their implementation (Riddle and Brown, 1999, p.49).
Sutton (1998) argues that teachers need to be motivated by inspectors mainly intrinsically (Sutton, 1998). In terms of intrinsic motivation, teachers want reassurance that they are providing the best they can for the children. They want to find out about the results of their activity for their own professional satisfaction. Many teachers are apprehensive of being observed in their classes, but they still want this to be a professional experience where inspectors give feedback and discuss what has been observed in terms of strengths and weaknesses.

Teachers differ in their response to inspection, and a substantial number consider inspection helpful in sharpening up their teaching. However, other teachers experience Ofsted inspection as enormously stressful. Gibbon (1999) argued that as the stress becomes more serious the necessity of providing inspection that does in fact look after the well-being of children becomes all the more urgent. At the very least, the cost of stress in the profession must be counted, both in the short and long-term and its possible effects on teachers’ morale and recruitment should be acknowledged.

**The effect of inspection on the school administration**

If inspection, as indicated by Gray and Wilcox (1995), is to lead to improvement, an inspection report should set out the strengths and weaknesses of a school in a fairly convinced manner. The inspection report will be of utmost value if it is used positively by a school to steer the process towards identifying areas of its work in which it would find an external view helpful. These are some conditions for Ofsted to have a positive impact on school development in general and on school administration in particular.

It is clear from the literature that:

> The main impact of Ofsted was to encourage the implementations of change which were already seen as desirable. Headteachers used Ofsted inspection as a tool to facilitate changes both during the preparation phase and in the years afterwards. When the inspectors recommended a key issue for action or a change that was not wanted, or valued, by the school, implementation was poor.

(Earley, 1996, p.22)
Inspection feedback has a great effect on the school including the school administration. This feedback, which usually comes as well-argued reports, supported by evidence, determines to a great extent the required changes. The report sets priorities and areas of improvement which constitute a basis for the next inspection. So, schools in this respect, plan carefully to fulfill the requirements of the inspection.

Matthews and Smith (1995) state that Ofsted can have a positive impact on schools since it can stimulate growth in confidence and improved moral for that affirmation of the school's quality and direction. In addition Ousten et al (1996) have found the schools which began the inspection process with the view that it would be of value were more likely to report positively on the experience. Russell (1996) notes that schools often experience a slowing down of development when preparing for an inspection, although for some schools the process of preparation has been beneficial.

When analyzing the pre-inspection activities, it could be realized that nearly the whole school administration is affected. The schools prepare thoroughly for an inspection. The vast majority of schools took the opportunity to undertake a review of the quality of their activities (Ferguson et al, 2000). The majority of headteachers reported that the preparation for the inspection is an effective team building exercise (Ofsted, 1995). Headteachers are asked by inspection to fill a form, to show the developmental plan, the minutes of the staff meetings, the reports to the parents, samples of the school achievements, etc. All of these requirements force the headteachers to have the skills and knowledge to prove their professionality. Headteachers learn from the clear and open criteria which are used to judge the effectiveness of the schools. Also they can learn from the detailed frameworks for inspection. They can use these criteria at any time to reflect on how well the school is doing and what it needs to do next.

In terms of the results of the inspection, headteachers and senior staff “tend to see the recommendations as a support for their existing ideas and desire for change” (Wilcox and Gray, 1996, P. 95). It sometimes appears as though inspection adds an authority and legitimacy to such an agenda. The formulation of recommendations alone may not necessarily constitute a clear programme for change. It is apparent in the Ofsted requirement that a school should produce a detailed action plan in which targets and responsibilities are specified.
Ofsted is fully aware that an action plan may not be enough to generate real commitment unless it can be expressed as a worthy vision for those involved.

In brief, the effect could be seen when some changes can occur as a result of the process of preparing for an inspection. School documentation may be brought up to date and in line with expectations of inspectors. Also the effect of inspection could be recognized by properly implementing an appropriate action plan a school is thereby improved. In so far as the weaknesses identified by the inspection were subsequently remedied then improvement can be said to have occurred.

**Conclusion**

It is clear from the above discussion of the English system of inspection that despite the professional dividends accruing from inspection, the shortcomings of this practice cannot be ignored. Efforts should be made to maximize the positive outcomes of inspection and minimize the corroding aspects of stress. Teachers, though appropriate in-service course modules should be sensitized to take inspection as a part of their professional repertoire.
The Jordanian Inspection System – the impact on teachers/ teaching

The previous role of educational supervision in Jordan (as indicated by Merie et al, 1992; Albaik, 1993; Abu Naser, 1995) was limited in scope and content and was concentrated on classroom visits. In the light of this concept, the Education Training Centre put into effect its new training programme - and development plans that aimed at modernizing the attitudes and skills of supervisors in order to increase their effectiveness.

In spite of all the efforts which were exerted, educational supervision in Jordan hardly changed and ingrained views and practices continued (Oraikat, 1994). The process of training and follow-up clashed with the reality in schools. Teachers were looking negatively on the inspectors who were accused of acting as spies to record mistakes, dwell on weak points, and make negative judgments. The supervisors were still making surprise visits to the classroom without any proper planning.

Teachers used to hide their weaknesses and needs so that the supervisor would not classify them as poor teachers (Atif, 2001). This is because the yearly performance report would be negatively influenced by the observations of the supervisor. In other words, the laws and regulations in place placed the supervisor in the role of a hangman rather than a valued advisor or mentor. The number of teachers to be inspected was so large that supervisor did not have time to carry out other important activities.
The impact of inspection on teaching/teachers

As mentioned earlier, the objectives of supervision in Jordan were to provide professional assistance to the whole school in order to develop its own performance. To achieve these objectives, supervisors use different methods. They visit classes, hold workshops, meet teachers individually or in groups, follow up the lesson planning of teachers, train teachers in how to construct achievement tests and how to carry out the analysis of the results, plan for exchange visits among the teachers within the school or outside. So supervision can have a great effect on teachers and teaching because it is concerned with improving the pedagogical skills of teachers (Salem, 1997). Often, supervisors play a major role in designing the syllabus including the teacher's guide. They are mostly responsible for the in-service teacher training for all levels. Supervisors act largely alone in observing situations (classroom ...etc); talking to individual teachers and other administrative staff about the work; and examining particular documents (Al-Shick, 2001). The focus of the inspection activity, however, is to assess the quality of teaching and school management and their contribution to pupils' attainment and progress.

The issues of negative judgements, giving unnecessary suggestions, instructions and criticism to teachers are carefully reviewed. Supervisors have started to use the inspection framework as a mechanism to give more professional support to the teachers and headteachers. They play the catalytic role of securing improvement by monitoring the instructional process of the school so as to achieve higher standards of teaching through a process of evaluating objectively the teaching and learning. In this way, supervisors help in maintaining as well as upgrading performance standards (Al-Massad, 2000).

Knowledge of how to improve

The supervisor's position makes the person who occupies it responsible for acting as a reference for teachers, including responding correctly to their inquiries. The more supervisors know, the more they can help teachers' administrators. They also keep their dignity and self-esteem safe and sound, and gain respect on the part of the teachers. If the supervisors' knowledge is limited or not up-to-date, teachers will lose faith and trust in them. The wise saying 'He who does not know, can not give out anything for others to know'.
One of the main purposes of supervision is to help teachers do a better job. Initially, supervisors were looked at to check whether the teachers were doing their job satisfactorily or not. But, now, its basic function is to improve the teaching-learning situation with the focus on achieving the goals of education (Sameera, 2005). This is a very comprehensive activity which means doing every thing that contributes to teaching-learning effectiveness. In this capacity, the supervisor is required to help and guide the teachers for improved teaching in identifying better and more relevant methods of teaching in the ways to motivate the students, in getting adjusted in school situations, in solving personal and professional problems, in identifying and using relevant teaching materials, in keeping themselves abreast of the up-to-date development in the field of teaching (Bhatnagar and Agrawal, 1997). The supervisor is also required to raise the morale of the teachers.

One of the major effects of inspection on teaching/teachers is that the results of inspection may lead to initiatives relating to improvement of the performance of both the teachers and the school administration, some of which are as follows:

- Encouraging schools including teachers and education authorities to share good practice.
- Promoting adaptability and other personality traits
- Creating willingness for experimentation, growth and development
- Providing professional literature and research findings
- Building up favourable attitude towards new methods

1. Encouraging schools including teachers and education authorities to share good practice.

Disseminating good practice is one of the ways for school improvement. In the promotion and dissemination of good practice, all sectors of education system have their part to play, but the central supervision has the role of bringing together all the various players. The Identification of good practice relies mainly on the work of supervisors at different levels. Once identified, good or innovative practice needs to be quality assured to make sure that this practice is the best practice, does lead to the raising of the standards and can be applied in various settings over time. In this situation, usually, supervisors follow some process of validation which includes the
scrutinizing of performance data over time, benchmarking and other methods of review. In such a situation inspection plays the role of quality developer and generator of good practice because, as the researcher thinks, it really makes a difference in raising standards of achievements as well as the quality of teaching.

2. Promoting adaptability and other personality traits
Teachers by training and habit should have an open mind and flexibility of outlook (Musa, 2001). Rigidity leads to uncompromising attitudes which cannot be helpful to progress. Teachers in this healthy situation, which leads to improvement, possess both passive and active adaptability. They usually adjust themselves to situations and also mould the conditions and circumstances according to their desires. Teachers grow in adaptability despite their growing age. What has been said about adaptability also applies to other desirable traits of personality, such as cooperativeness, dependability, expressiveness, judgment, mental alertness and objectivity.

3. Creating willingness for experimentation, growth and development.
This result from trying new things and new ways of doing them (Atif, 2001). Usually, inspection is responsible for creating willingness for experimentation. They expect teachers to be creative and to try new things and methods as discussed in section two of this chapter. The expected role of the teacher in the dissemination of knowledge in the society is seen as having several facets: (a) generating ideas (b) supporting ideas (c) selecting the most promising ideas (d) developing ideas and (e) disseminating knowledge (Woods and Cribb, 2001). Inspection encourages the spirit of inquiry and scientific attitude. Inspection helps in achieving this by demonstrating the utility of experimentation in a small field or limited situation. This will encourage the teachers to try the ideas and when they do so they gain confidence. “If teachers are to show creativeness, they must be accepted as people who have ability, understanding, and sufficient knowledge to prepare the best type of learning experience for their students. If teachers are not so accepted, creativity is easily stifled (Bhatt and Sharma, 1992) Promoting a willingness to try new things is only the first step in developing creativity in teachers.
4. Providing professional literature and research findings

Since inspectors are highly experienced and qualified, one of their tasks for improvement is to keep teachers up-to-date with the latest development in educational theory and practice. They regularly study educational journals and research articles and bring their contents to the teachers' notice, issuing bulletins and summaries whenever necessary. Inspectors are to encourage teachers to read the original books or articles whenever they have the time and opportunity. Keeping up-to-date with the latest thinking and putting new ideas into practice ensures teacher growth and development.

Sometimes, supervisors need to give demonstration lessons. Modeling gives added emphasis to what the supervisor is saying and can be a way of giving teachers advice in a convincing and practical way (Sameera, 2005). She added that fault-finding is no longer the main role of the supervisor. The main role of supervisors is to be mentors and assessors of the teaching/learning process.

5. Building up favourable attitude towards new methods

The importance of a favourable attitude towards new methods, techniques and practices, as argued by Atif (2001) can never be over-emphasized, because the learners' attitude influences both the quality and quantity of learning. The inspectors in such cases create a favourable attitude towards the teacher improvement programmes by adopting effective procedures. Sometimes the inspector may experience opposition to improvement. Here their task is to overcome such opposition by applying improved technique(s) and offering better leadership. The inspector through their experiences, contacts and readings comes to realize the need for educational change. They formulate some modified procedures in the teaching-learning situation and bring this to the notice of teachers. In such a situation, teachers are to be convinced and motivated by perceiving the need for change.
In this respect, research was carried out by a team of educational experts at the Jordanian Educational Research Centre in 2004 to evaluate the impact of the supervisions on 30 school visited during the academic years 2003 and 2004. The teachers were asked the following questions:

- Did the teachers benefit from supervision?
- Were they satisfied?
- What was the impact of that supervision on the teachers' performance?
- What was the effect of the supervision on the students' standards?

The response to all of the questions, as the research showed, was positive. 70 percent of teachers started to:

- Use the audiovisual aids properly
- Manage their classes more effectively
- Plan their lessons professionally
- Give feedback on the students' work
- Construct better tests

The headteachers were asked the same questions and the response was also positive: 60 percent of the heads started:

- Having better systems of school documentation
- Meeting with the school staff
- Encouraging professional exchange within the school or within the school in the neighbouring ones
- Better professional dialogues with the teachers, students, parents, supervisors ...etc
- Creating a better educational atmosphere in the school
- Encouraging different activities

**Motivation to engage in improvement**

For bringing improvement in teaching, inspection enforces the idea that the willingness of organizational members to work toward the achievement of organizational goals is essential characteristic of organizations (Bhatt and Sharma, 1992).
At the same time models of improvement which stress the need for the school to become a ‘learning organization’, rely on the self-motivation of individuals and on a belief that all who participate have a legitimate interest in quality and progress

(Russell, 1996, p. 82).

Supervisors strongly believe that teachers can improve if they possess the desire and motivation (Al-Massad and Quasma, 2002). They improve when they are convinced that improvement is a demand of the situation that will spur them on to make sustained effort; that they are capable of improving and that improvement can be achieved with available resources. The inspectors have a special responsibility in this matter because some teachers have been found to be complacent (Musa, 2001). In the context of bringing about substantial qualitative improvement, inspectors should be practical and realistic in the face of ever-present limitation of resources.

The required improvement or change takes place when overall goals and objectives are shared by teachers and supervisors. Teachers feel confident to express their difficulties and professional needs. The classroom is the place where needs are to be defined and the observation should be planned in advance between inspectors and teachers (Zakaria, 2002). Zakaria (2003) notes that no one can judge the unknown. Evaluation of teacher's work will thus be based on sound criteria and a broad base of knowledge. When supervisors write up class visits, they will not need to write common remarks or random words that are of no practical use to teachers. Comments should be specific and aim to help teachers develop their skills and knowledge, while at the same time giving a true picture of teachers' performance in class.

Patience, tolerance, and understanding are important qualities that a supervisor should possess. When a supervisor sees that a teacher makes a mistake, this should not be the end of the world. The teacher may not be aware of his/her mistakes. There may be a reason behind the action that the supervisor is unaware of. The teacher's point of view should be discussed freely and seriously and should be accepted by the supervisor. If necessary, the teacher should be guided gently through a series of questions to reach answers on his/her own. However, laziness and carelessness which are damaging to children should not be accepted or tolerated.
Summary

The most common effect of inspection on teaching/teachers and school administration in Jordan could be realized in terms of constant monitoring of the performance of the teachers in order to maintain standards of learning. It stimulates teachers and headteachers to improve their practices and performances and provides a basis for ongoing training of teachers and headteachers. The value of inspection lies in the development and improvement of the teaching-learning situation. It acts as a bridge between administrators in the ministry or department of education or even local government and schools in order to ensure that means are available for them to perform their tasks efficiently by enhancing the motivation of teachers. It provides direct advice and help in their regular visits to schools and at the same time it provides the government and community with the practical insights into the nature of the quality of education provided for further planning.

The real benefit of an inspection relies on three factors, the professional ability of the inspectors to apply the criteria in making judgements about the quality of education, their ability to communicate effectively with the teachers, the willingness of management and teachers to understand the outcomes of the inspection and develop an action plan for improvement. This is a tall order for an inspector who, even if he or she is very professional, may not have time to establish a rapport with administrative and teaching staff.

The review of the literature in the area of school inspection/evaluation emphasizes that inspection is valuable and has great effects on teachers/teaching because, as it was mentioned before, it asks a teacher ‘why do you do what you do in that way’? Some types of inspections spot what the teacher should be doing in a school and give her/him the chance to compare with what is going on elsewhere.

Inspectors/supervisors role is not to control teachers. It is much more to serve them by giving advice, showing them how to change their practices, and spreading innovations that allow schools and teachers to learn from each other. Some inspectors currently play this role, but others limit their intervention to the traditional teacher inspection, characterized by fault-finding and bias towards discipline rather than development.
Conclusion

Inspection/supervision in the field of education is not different from what it is in other fields. The administrators in the field of education are required to implement various schemes and discussions in order to achieve the goals of education. These goals related to the desired changes that are attempted to be brought about in the students. Teaching/learning is the major activity through which attempts are made to achieve these goals through which changes are brought about in the students to achieve these goals, particularly the goals of teaching-learning, it is essential to organize the teaching-learning situation efficiently which, in turn, depends very much on the efforts and skills of the teachers and the students and also of those who are involved in the teaching-learning situation. These persons need to be watched carefully; they need to be guided properly. They need to be supplied with suitable materials and techniques of teaching and working; they need to be motivated; they need to be told what should be done in what manner. In brief: everything is to be done to improve the situation of teaching and learning, and to remove the conditions which adversely affects the teaching-learning activity.
Chapter Eight:
An Analysis of the Data

The data for this study were collected through two different but related procedures: a) face to face interviews with 30 educationists, and b) a focus group discussion with 10 educationists. The selected interviewees/participants were asked/given nine questions/issues (see Appendix 6) to consider and they responded to each of them separately. However, the analysis of the 2 data sources will be put together in order to compare the differences and similarities in views more clearly.

As discussed in chapter three (on research design) focus group participants (participants) and interviewees (interviewees) were chosen carefully to include people from different areas which affect inspection both in terms of principle and practice. They came from various departments working under the Ministry of Education (MOE), from schools – teachers and administrators - and from the department of inspection – central and local. The main focus was to select focus group participants and interviewees in such a way as to make the sample truly representative of the general population that they represent (see chapter three for further details).

This chapter and the next is an attempt to describe the responses of the participants and the interviewees and analyze them. The description and analysis of the data are presented in two chapters. This chapter deals with the first four questions which consider the effect of inspection on education in Yemen, the main strengths of current inspection and evaluation, the main weaknesses of the inspection process and the effect of inspection and the feedback on teaching style.
The effect of the present inspection system on education in Yemen

One-third of the interviewees (10) and one fifth (2) of the participants accepted that inspection has a positive effect on education in general, whereas 20 of the interviewees and 8 of the participants disagreed. Further analysis of all 40 responses shows that they can be broadly classified under the following headings:

- Effects on teachers;
- Effects on pupils/students;
- Effects on administration

i) Effects on teachers: One-third of the interviewees (10) and one fifth of the focus group participants (2) were of the view that inspection helped improve teachers' performance by solving their pedagogical problems, by helping them develop their efficiency in terms of methodology, lesson planning, evaluation as well as by updating them with recent developments in the theory and practice of education. Their arguments were supported by evidence which shows that teachers do not receive any help other than from the inspectors. As one interviewee (teacher: interviewees) noted:

                   Inspectors are the only people I have ever seen in my class. Head teachers are busy doing administrative work and most of them are not qualified enough to give any professional support to us.

They pointed out that neither the headteachers nor training organizations responsible for training teachers give any professional support. Inspection was also seen as working like a cause which inspires, though out of fear. For example, three teachers remarked:

- If there are no inspectors, nobody is going to check our plans, pupils’ work, pupils’ achievement (teacher: interviewees);

- I would never be serious in teaching, if there were no inspectors (teacher: participants);
The absence of inspection, where there were no other persons or agencies to observe, supervise and help teachers by correcting or modifying their beliefs and practices, was said to leave teachers to do what they like.

However, the majority of the interviewees (24) and the participants (8) were of the view that inspectors have little effect on the teachers’ development and they rarely support teachers. They complained that inspectors' visits were very limited and whenever they come, they concentrate mainly on administrative issues. Due to the infrequency of their visits the inspectors were said to come into contact with only about 10% of the teachers in rural areas and 15% in urban areas. They also highlighted the unplanned or accidental nature of the visits: “the same teacher may be visited more than once while others may simply be not visited at all” (an administrator). This unpredictability of inspectors’ visits provides little scope for teachers to prepare or get ready with their problems that can then be taken up during the actual visits.

ii) Effects on pupils/students: Many of the interviewees and participants (respondents) agreed that inspection can help the pupils to develop their abilities that may lead to better achievement through checking/analyzing their written work as well as their classroom performance, diagnosing the difficulties they are facing, suggesting solutions and evaluating their attainments. However, two-thirds of the interviewees emphasized that most of the inspectors visit some of the classes only once a year for a short period of time and they rarely check students’ written work or other performance indicators. As one headteacher noted: “Some of them just say ‘hi’ from the door and others just have a look from outside”. The statement negates any probability of inspectors’ influencing the pupils’ learning and attainment. Not only this, some participants even mentioned the incapability of inspectors to deal with pedagogical issues.

iii) Effects on administration: Some of the respondents concentrated on the assistance provided by the inspectors to the school administration through planning the curricular and extra-curricular activities for the school for the whole year. Inspectors were also said to help the school administrators in evaluating their teachers’ performance by classroom observation. Moreover, inspectors visit schools and provide a detailed picture of how
schools are functioning to the concerned authorities at the Ministry level. In the absence of inspection, as the participants said, the educational authorities will not get the true picture of schools and their functioning, as the headteachers will be unlikely to give an accurate or real picture of their school’s performance. On the other hand, the majority of the interviewees (25) and participants (8) did not see any significantly positive effects on administration. They argued that the impact of inspection on the school administration was very limited. It was claimed that teachers were appointed and promoted without taking the inspectors’ reports into consideration. The reports about schools submitted by the inspectors to higher authorities or to the Minister were said to be simply ‘thrown into the dustbin’. Decisions regarding schools were said to be taken “on the basis of some sort of mysterious personal relationship between the school authorities and the higher authorities at the Ministry level or the Minister himself” (administrator: participants). Also several of the respondents remarked that some of the inspectors had little knowledge of school administration.

Most of the participants and interviewees were clear that inspection in Yemen was currently not able to achieve the desired effect on education. The major reason noted, however, was not one of the efficiency and efficacy, but of attitude. Whatever the quality and reliability of inspection reports, it was said that nobody took them seriously. 25 interviews and 8 participants noted that nearly at all levels, the inspection reports, including the annual report which is written by the Central Inspection, are neglected.

Interviewees and participants strongly argued that the current policy of the Ministry of Education was not geared towards educational reforms or even towards educational planning based on a bottom up approach. A large part of the budget was said to be spent on meetings, conferences, travel allowances for high-ranking people to travel within Yemen and outside. It was said to be very easy to spend millions for a group of deputies to go to the U.S.A. to attend a conference, for example, but difficult to get a few thousand for the inspectors’ allowance, which can facilitate more frequent visits to a greater number of schools. As one interviewee noted “the situation in schools as a whole is deteriorating continuously and no serious attention is being paid to stopping the deterioration” (headteacher: participants).
Inspectors as well as the higher authorities at the Ministry level were aware that there was corruption in schools as well as in education as a whole. However, if anybody tried to remove some of the unqualified and corrupt people, they may face serious problems and could be replaced themselves.

(ii) The main strengths of the present inspection and evaluation system in Yemen

According to the participants and interviewees the main strengths of the current inspection and evaluation system in Yemen can be classified under the following seven headings:

- Providing information on schools;
- Constructing and supervising the marking process of the centralized tests;
- Providing services at both central and local levels;
- Monitoring school resources;
- Assisting in conducting local/regional/national surveys and elections;
- Participating in writing and piloting new syllabuses;
- Being easily accessible to the teachers.

i) Providing information on schools: Concerning the strengths of the current system of inspection and evaluation in Yemen, both groups agreed that inspection plays a major role (whenever the inspectors get a chance to visit schools) in providing information to the authorities, including the school administration, about what was going on in the school. They pointed out that inspector is the only authority who goes to schools and gives information on them. Also they assured that this role is very important to the school administration because headteachers spend most of their time outside of the schools. As one headteacher: interviewees noted, “They need to go by themselves to offices to get the books, teachers, salaries and other facilities”. Unless the headteachers do this, as was mentioned by some respondents, “nothing gets given to schools”. This means “their knowledge about what is going on in their schools in the field of teaching and learning is very little”. They rely on the inspection report if they want to know about teachers as well as pupils’ standards.
Information was seen as being provided by the educational authorities through two main reports (in the middle and at the end of the academic year). The participants and the interviewees noted that these two reports are required from every inspector. The inspection department in every province summarizes the inspectors’ reports and writes the two reports. “The reports usually describe the main strengths and weaknesses of education in the province, including the conditions of the buildings” (an administrator: interviewees and an inspector: participants).

These reports served as a data bank not only for the authorities concerned at the top who cannot personally visit each and every school, but also for the headteachers who need such a source as they are usually busy with problems dealing with infrastructure aspects of their schools, such as building and facilities. The central inspection receives the reports from all the provinces and then writes the main points in a report which is submitted to the Minister of Education and the concerned departments for their information, consideration and necessary action. These reports, as expressed by one participant, “were supposed to be studied carefully and to be taken seriously when planning. The reports were very informative” (administrator).

Currently, “the reports of inspection are used widely as a source of reference in the official documents” (inspector: participants). Also the reports are used to “convince the foreign organizations such as the UNICEF, World Bank, GTZ and others”. The respondents from two groups agreed that the Ministry and its authorities in the provinces may use the inspection reports, to grade teachers and in deciding about the process of their redistribution. The reports are also used as a “source of statistics as well as a data base because they include the number of teachers, pupils, schools, text books, school facilities, the qualifications of the whole school staff” (administrator: participants).

ii) Constructing and supervising the marking process of the centralized tests: There was a consensus among the two groups that inspectors control the quality of centralized tests for 9th and 12th classes. Inspection was seen as playing a major role in the Ministry's policy. The fact which was mentioned by both the interviewees and the participants, that the ministers and the high officials are using inspectors, though negatively, to serve their ends proves that inspection has an effect on teaching/learning in general and evaluation in particular. As an interviewee (inspector) noted
When constructing the tests, inspectors reflect the policy mainly of the Minister/Deputy Minister who usually asks the inspectors to design a test which is easy for almost every one and from the easiest parts of the syllabus. For them, tests must be answered easily by every student in order to stop them from complaining of the shortages of books and teachers.

Another noted, "Inspectors try hard to please the Ministry because if there are any difficulties, they will be blamed and probably punished" (inspector: interviewees). The inspector added that inspection plays a major role in the process of marking the centralized tests too. In this process, the inspector gives the plans of marking. They instruct the teachers who participate in marking to give more marks to the easy questions and less marks to the difficult ones. They give instructions to the teachers “to be ‘lenient’ while marking”. The idea behind all these, as viewed by the respondents, was to enable as many pupils as possible to pass the exam. If the failure percentage is ‘low’ the Minister will be described as a ‘good’ one who ‘raised the students’ attainments’. This means that inspection is “effective because it is used as a tool of the government for whatever purposes” (inspector: participants).

iii) Providing services at both central and local levels: The existence of the two types of inspection - the central and the local - was considered by both interviewees and participants as one of the most important strengths of the inspection. The majority of the respondents noted that the two systems are related and cooperate in evaluating the schools. The central team is responsible for setting the policies of inspection whereas local teams are responsible for their implementation. The latter should report monthly, mid-year and at the end of the year on what is happening in schools. The central team goes and visits samples of schools in every province to monitor the work of the local inspectors. The local team is usually spread in the different districts of the provinces. They are mostly available close to schools.

Being there, as the participants and the interviewees pointed out, saves money, time and efforts of the inspection. They are carrying out the “same task as the central teams, but the difference is that they are available when needed and they are accepted by the teachers more than the others” (inspector: interviewees). As one interviewee said:
they could be more ‘loyal’ to their areas. They have a better understanding of the problems of teachers as well as pupils and administration. They are usually helpful and can reach any place in the area in a very low cost and in a very short time. They can easily repeat their visits to the schools if they need it.

(teacher)

iv) Monitoring the school resources: Inspectors usually play the role of monitoring the school’s resources. The participants and interviewees noted that the educational authorities do care about resources more than the people who use them. The authorities usually encourage inspectors to visit schools because they want to know about the availability of the resources. The resources include the school buildings too. “The authorities want to spend much to improve resources because they get an immediate advantage in the form of what is known as ‘commission’ (an administrator, a teacher and a headteacher). Also the report of the inspection is required by the schools. “Some of the educational authorities supply schools with the needed resources based on the reports. They use the inspection reports as a justification for spending the money” (an administrator: participants and an inspector: interviewees).

v) Assisting in conducting the local/regional/national surveys and elections:
Usually, as the respondents noted, inspection as a whole plays a major role in the surveys as well as in the elections. The reason behind this, as noted by one respondent, was that:

The inspectors were available in all the provinces and districts. They are also the most educated and popular people in their areas. They have the ability of convincing the targeted individuals and groups in their regions.

(administrator: participants)

vi) Participating in writing and tryouts of the new syllabuses:
Assisting and overseeing the piloting of new courses, textbooks, teaching materials, etc. is one of the important responsibilities of the inspectors. In this area, as one of the participants remarked, “The inspection takes the lead because the training cadre is limited and it is available in some of the major cities only” (administrator: interviewees). The other reasons are that the “inspectors are the most capable people to carry out such
tasks and they know the training needs better than the others who usually provide unrelated theories. “Inspectors are mostly accepted by teachers because they have the knowledge of both theory and practice” (an inspector: interviewees and a headteacher: participants). Teachers also take what inspectors say seriously because they may follow them up, but in the case of the others they will never come to visit teachers in their classes. This is why, as mentioned in responses, “interactions during the training sessions are high because the teachers want to prove to the inspectors that they have some knowledge” (teacher: interviewees).

vii) Being easily accessible to the teachers: Both the interviewees and the participants agreed that inspectors are available in almost every district. They argued that the Ministry as well as its authorities need to pay less money for inspectors who live closely to the schools inspected. There is no need for transportation or traveling allowances. In the case of training, teachers could receive the training by the inspectors at the nearest sites instead of going to training canters which are usually based in big towns and major cities. As one participant argued:

> In this way teachers are not going to be paid traveling allowances as used to be done before. In this situation the inspectors are playing the role as a teacher trainer which is highly required in the Yemeni educational system where many teachers need to be helped professionally
>
> (administrator: participants).

Many of the teachers need regular training and help and this problem cannot be solved unless the inspectors assume the role of a teacher trainer and are available to the teachers whenever needed. The focus of the training will be on what teachers in that specific place need.
The seven points of strength discussed above were repeatedly mentioned by various interviewees and focus group participants and the vast majority of them agreed about their importance. They are listed in order of priority. However, some other points - seven in total - were mentioned by some of the participants as almost of equal importance or significance:

viii) Other points

a) Inspectors are available in almost all the 332 districts. The participants emphasized this point because the availability of the inspectors in almost every district makes it easy for them to visit schools at any time. On the other hand, this will make it possible for schools as well as teachers to ask for help and assistance. Conferences, refresher courses, seminars, workshops and other methods of inspection could be practised cheaply.

b) “Inspectors carry out most of the training programmes, which are usually organized by the Training Departments at the Ministry level or at Governorates” (a teacher, a headteacher and an administrator). This task, as it is understood by the participants, enhances the role of inspection as a provider of improvement support. The inspectors know the weaknesses of the teachers, pupils as well as administration. So they can direct the training in accordance with the need.

c) “Inspection is the main source of evaluating teachers’ and students’ performance” (a teacher and an administrator). The inspectors are responsible for school visits and constructing the centralized tests (at the end of 9th and 12th grades). The evaluation of teachers could help in differentiating the hard working ones from the others. The majority of the participants noted that, if the teachers are promoted according to the inspection report, they will try harder to improve their performance. However, at present, teachers as well as headteachers are basically promoted automatically according to the years of experience.

d) “Pupils and communities respect inspectors. They are considered as a reliable and respectable source of advice to both the teachers and the pupils” (a headteacher and an administrator: interviewees). Inspectors could play an important role in bridging the gap between the community and the schools. They could bring them together to discuss the quality of teaching learning as well as teachers and administrators of different schools to
try to solve both the pedagogical and administrative problems they face. The community is very effective “if it is well directed and convinced” (administrator: participants).

e) “Secondary subjects’ inspectors are qualified enough to carry out their jobs professionally” (teacher: interviewees). Participants said that if inspectors were selected from among the well-experienced people the result would be more positive.

f) “Women inspectors are available in most of the major cities” (administrator: participants). Since there are many women teachers, it is preferable that they are visited by female inspectors. They feel free talking to women rather than to men inspectors. At the same time, it is easier for them to visit the female classes and to have a longer discussion with the pupils.

(iii) The main weaknesses of the inspection and evaluation system in Yemen
Participants’ and interviewees’ view regarding the weaknesses of the inspection process can be divided into two broad areas: a) administrative and b) professional. These in turn can be further subdivided for the purpose of description and analysis.

a) Administrative weaknesses

Seven areas of administrative weakness were mentioned. They are listed from the most important to the lesser important points being raised by the respondents.

1) Limited administrative authority: The majority of the respondents indicated that inspectors have limited administrative authority. They usually give advice and recommendations and report to the headteachers and to the educational authorities for them to take actions. “Inspectors have no authority to follow up the implementations of the suggested actions” (headteacher: interviewees). The headteachers as remarked by many respondents well as other administrators mostly welcomed the inspectors’ suggestions “if they say something good or in favour of them, otherwise these suggestions are rejected” (inspector: interviewees). Also it was mentioned that some of the educational authorities “never pay attention to what has been written”, if it is negative, nor do they suggest measures to be taken to improve things. They blame inspectors if they do that. Some of the administrators, as the responses indicate,
"consider inspection as a source of bringing problems which need solution. Almost everybody is afraid of suggesting solutions" (headteacher: participants). Inspectors think that:

There are many wrong practices going on but whenever a person tries to change it interference comes from higher authorities including the Minister of Education and sometimes from other high ranking personnel even from outside the educational department. These are some of the reasons why inspectors do not take serious action. They try to keep good relations with the school staff rather than reporting what has been observed honestly (inspector: participants).

2) Low value of the reports: Most of the respondents remarked as was mentioned earlier that inspectors' reports were perceived to have little value and the decision makers were said rarely to read them because they are mostly not based on clear criteria and they lack evidence.

3) Random selection of inspectors: Some of the inspectors especially in the rural areas (whole subjects inspectors) who inspect classes from 1-4 are selected randomly. Sometimes “their qualification is poorer than that of the teachers. Most of them are appointed by the local authorities without informing even the inspection departments in the provinces” (a teacher and an inspector: interviewees).

The problem as noted by the participants and interviewees is that:

Those inspectors never write a report and sometimes they do not even visit schools, and they themselves are never evaluated. Some of them have other jobs (farmers, body guards, drivers...etc) and some of them work outside of their areas, sometimes even outside the country.

(administrator: participants)
4) Unplanned visits: there are almost no specific plans for visiting schools. "Since there is no specific budgetary allocation for inspection at all levels, inspection visits are paid whenever they get the facilities. An alternative to this is that the inspectors keep visiting the nearby schools whenever they get the chance, since this does not involve any financial support" (inspector: participants).

5) Absence of a cumulative progress of school performance: There are no specific cumulative progress reports of the schools' performance. Most of the interviewees and participants express strong criticism in this area. They mention that inspection is just a 'name'. This problem is further aggravated by the fact that most of the local inspectors do not have even a chair to sit on. In the capital (Sana'a city), for example, more than 200 inspectors use one room. Most of the information, as many of the responses show, is kept with the individuals who carry their office with themselves.

Inspectors usually concentrate on the academic year they are working in; "they never attempt to correlate their experiences and findings to that of the past reports even when it is available" (headteacher: interviewees).

6) Concentration on teachers' daily planning: Inspection mainly concentrates on the teachers' daily planning (lesson plans), exam records, homework checking, syllabus covering, etc. It does not, as it should, attempt to get a comprehensive view of their overall performance.

7) Absence of inspectors' evaluation: Inspectors' competence and performance are rarely evaluated. "Some of the inspectors never write reports and nobody knows about them" (an inspector). There are no definite records of the inspectors. Whenever one asks even for names or their specialty, information contradicts the previous records.
b) Professional weaknesses

The second set of weaknesses focused on professional matters and there were 12 areas mentioned in total. These are discussed in order of frequency of mention by most respondents.

1) Poor qualifications: Some inspectors have very poor qualifications (two-year Diploma after high school). Most of the interviewees and participants said that many of the inspectors in the sub-centres within the provinces are appointed randomly and do not even have the minimum requirements for the job. Their task is merely to inform the educational centres of the names of schools and sometimes the names of teachers. The other tasks are to “ask teachers and heads to copy the instructions of the educational office as well as the ministry” (a teacher and a headteacher: interviewees). Sometimes they “keep teachers busy for more than two hours to write the instructions, have lunch and go away to reappear only the next year” (teacher: participants). There is no advantage of such visits because the inspector rarely observes classes or talks about teaching. The majority of the respondents mentioned that school day is almost off. Teachers are busy copying the instructions and the inspector is tired from the trip to the school (on foot) and “he needs rest till the food provided by teachers is ready” (teacher: interviewees).

Poor qualification of the inspectors, as clarified by the most of the respondents, has led to poor subject knowledge: “Some teachers think that they have better knowledge in their subjects than inspectors”. Usually, as noted by many of the respondents, inspectors are expected to have more experience than teachers. The expectation is that inspectors should be carefully selected from among the best teachers. Unfortunately, as they said, what was noticed is the opposite. “When looking at the centralized exams, as evidence, mostly constructed by inspectors, it is obvious that there are many mistakes, not only grammatical but also in the content” (teacher: interviewees). The second evidence is what is written in the textbooks, as the teacher noted, that some of the information is out of date, some is irrelevant and some is plain wrong.

The most important fact was that some of the inspectors showed lack of knowledge when they discussed some topics with pupils in the classes or when they were asked by teachers. The majority of the participants and the most of the interviewees pointed out some of the main reasons of the low competence of inspectors. First, they were chosen
without any criteria. Some of them were less competent than some other teachers. Some of the inspectors were not aware of the proper roles and responsibilities of inspection. The second reason was that inspectors felt that they were permanent and were not going to be evaluated and nobody could replace them. For this reason, they felt there was no need for developing themselves, mainly in their subject area. Thirdly, there was almost no training for inspectors. The fourth reason was that the authorities responsible for inspection did not facilitate the interaction between inspectors and teachers. Some of the inspectors made few visits to the classes and when they did so they never allow any interaction to take place. Learners as well as teachers are ‘only’ passive listeners. Inspectors say whatever they want to say and nobody has the right to interrupt. All of these reasons, as noted by the most of the respondents, weakened the knowledge and the experience of the inspectors.

2) Absence of inspectors’ training: Inspectors rarely receive any professional training. The majority of the interviewees and participants note that training may take place from time to time because the foreign donors, such as that coming from the British Council, the World Bank, UNICEF, GTZ, USAID and others, give funds generously for training. However, these training programmes are managed so poorly that they are of not much benefit to the inspectors. One of the problems as noted by an inspector is that “training outside (out of the country) is given to the administrators or people who have nothing to do with inspection”. Most of the people are sent just ‘for having a good trip’, and the Ministry is fully aware of it. Nobody even asks them for a report.

The second type of training takes place inside the country. This training is given in some provinces which are supported by the foreign donors (5 provinces out of 20). As one respondent noted:

   Every trainee is given the same information and that is repeated nearly every year. Mostly this training does not help the inspection/inspectors because it is not related to the need of individuals. Secondly, it is carried out by trainers who do not have enough experience and knowledge about the role and the function of inspection. Just a few are held in some of the major cities and some of the provinces. There are no fixed plans for such a
programme as most of the training programmes rely on foreign aid and they do not know what is coming and when.

(inspector: participants)

3) Absence of performance criteria or an Inspection Handbook: Most of the inspectors were said not to follow any performance criteria when judging educational standards. In fact, as several of the participants and interviewees mentioned, there are some instructions for teachers, but these instructions are too general. “Mostly, the judgment is based on general impressions” (inspector: participants). The inspector’s judgments, as they explain, depend in most cases on the mood of the inspector. “Everything including the inspection report depends on the quality of the hospitality extended by the teacher(s) and headteacher(s)” (teacher: interviewees).

4) Limited specified objectives of the schools’ visits: There is no specific plan(s) to be followed by inspectors when visiting schools. One of the participants describes inspectors as “tourists who just take pictures whenever they come across a scene” (an administrator). Many of the respondents showed that when a team of inspectors gets a chance to visit schools, they go from one school to another or they visit schools which they come across. The team usually enters the school with no earlier notice, and they spread like “fire brigades”, and every member of the team enters the class of his own subject area. “We sometimes queue to observe a class” (inspector: interviewees).

5) Classroom observation is the only method of inspection: Classroom observation is the sole method used by most of the inspectors. Many of the respondents were very vocal about this. They agreed that even this method is not implemented effectively and professionally. A few of the inspectors use checklist of performance devised by individuals, as was done by some of the English language inspectors. The problem is, as mentioned by many respondents, that the checklist is not familiar to teachers. There is no common understanding. The result of using such a technique is almost never discussed with teachers or other staff in the schools. In fact they say “the checklist is ‘just’ copied from another context which is significantly different from the situation in which it is used”. The application of such a checklist needs inspectors to stay in the class at least for one whole period, while inspectors in the Yemeni context observe the class at best for not more than 15 minutes.
Inspectors use these methods because, as noted by some of the interviewees and participants, they do not have any opportunity or facilities to use other methods such as seminars, publications, dissemination, demonstration lessons and workshops. Sometimes “inspectors themselves do not have the ability to open such professional channels” (teacher: participants). The main reason for this was said to be the policy of “the Ministry of Education which does not understand the role of inspection in bringing improvement” (inspector: interviewees). What is noticeable in the country is that “the authorities at the central as well as local level do not expect inspection to use the most effective methods” (inspector: interviewees). They try hard to save money in order to be used in activities which are more easily noticed by the public such as school parties, school competitions, football matches and so on. Through these activities which are sometimes shown on television, headteachers and directors general of the educational offices could be promoted. If the inspectors are to use different methods of inspection, more money is required.

6) Too short visits to classes: The participants and the interviewees confirmed the impression in point (5) above. Inspectors spend only a short period of time observing classes (not the whole period). These visits do not improve either the conditions of teaching/learning, school administration and it does not bring any significant change to education” (administrator: interviewees).

7) Ineffective feedback and lack of follow-up action: This issue was raised by the participants and the interviewees confirmed that inspectors do not give justified feedback to teachers. “They usually give general comments. Inspectors rarely give oral or written feed back”. The main focus is to find faults and report them to the different authorities. Inspectors often believe that if they report back to the authorities what they have done while inspecting, instead of giving feedback to the teachers, it will be better appreciated. They think that presenting faults gives inspectors more respect from the authorities who are using such reports for personal advantage. “If the teacher did not prepare her/his lesson, some of the inspectors suggest cutting his/her three days’ salary. The head teacher will do that but the money will go to his pocket” (a teacher and a headteacher: interviewees). Another example was given that “if the inspector found some teachers do not come to school because the head teachers allow them to work somewhere else, the director of educational centre will punish the headteacher unless he/she shares the money obtained from the teachers” (inspector: participants).
The above remarks show that there is no need for inspectors to justify their feedback. They know that their reports will be accepted without any question and they will be used according to “the whims and fancies of the authorities” (administrator: interviewees). As noted by one participant:

Some inspectors write false and unrealistic things. Reports are mainly against teachers and nobody listens to the teachers. This sort of behavior makes teachers passive and they try hard just to please inspectors in whatever they say or do. Teachers usually receive the instructions and at the end they do what they want because they know there are no follow-up visits from the inspectors and at the same time the instructions given by the inspectors are verbal which can be forgotten easily

(teacher)

8) Limited professional effect on teachers/teaching: Inspection was said not to add anything important to teachers' professional development. Participants and interviewees noted that since inspectors have no refresher courses and no other facilities to help them to be acquainted with the latest developments in the fields of the methods of teaching and learning, they cannot be expected to help others. One of the main reasons mentioned by them is that as the inspectors do not visit the schools regularly, they have almost nothing to say to the teachers. Sometimes teachers are better qualified than the inspectors in terms of their knowledge and expertise. Because of this, one of the interviewees mentioned. “Most of the inspectors play only an administrative role, or they prefer not to go to schools at all. Some of them write untrue reports. They “just copy their old reports” (teacher: interviewees). They were said to practise these bad habits because they do not know or because they are fed up with repeating the same instructions to the same teachers. Inspectors in most of the cases spend only ten minutes inside the class. “I ask broad, tricky and vague questions which pupils are not likely to answer and then I give a blaming look at the teacher and angrily leave the class” (inspector: participants). This sort of behavior is to show that the teacher did not prepare his/her pupils properly. Inspectors are able to deceive pupils because the pupils have a belief that inspectors are always right.

9) Descriptive reports: The inspection reporting system is almost all descriptive. Most of the participants and interviewees mentioned that most of the written reports are just
describing what has been observed in layman's language. Most of the reports say “the teachers are hardworking, the learning situation is promising, the school has overcome the problems wisely” (administrator: participants). A great part of the report talks about the circumstances of the inspection (see the above point 7). The rest of the report, talks about the location of the school and gives some of the statistical information. In most cases the reports note problems from the inspectors’ point of view. They never talk about solutions and almost never include recommendations for further development. They showed that most of the reports are written in the same way and in the same style for many years. “When we compare previous reports with the most recent ones, it can be realized that the information is almost the same” (headteacher: interviewees). “Reports lack facts, evidence and justification” (administrator: interviewees). Moreover many of the respondents were highly critical of the inspectors’ reports that are written after each visit. They note that most of the reports are not based on facts. The reports are usually written in a hurry, in poor handwriting, are full of mistakes, stereotypes, and exaggeration (whether they say everything is excellent or to say the opposite). Also, it was mentioned by the most of the participants and the interviewees that these reports can be quite demoralizing to the teachers as well as administrators. At the same time the unprofessional and unscientific style of report writing erodes the reliability of inspection.

10) Concentrating on teachers’ daily planning and neglecting the other related aspects of the school: Inspection, according to the majority of the participants, concentrates on teaching and almost neglects the other school aspects. It was argued that inspection in Yemen “directs almost all its activities and plans to evaluating teaching and blaming teachers for the pupils’ low attainment” (a teacher and a headteacher: participants). Inspectors were said to behave in this way because “they cannot, or they do not have the power, knowledge and authority to, spread their evaluation for the whole school activities” (administrator: interviewees). Inspectors cannot do this for many reasons. Firstly, the school head teachers and their deputies are appointed by the Director Generals of the educational offices without any consideration for their academic and administrative qualification and performance. They have more power than the inspectors and sometimes cannot be removed from their schools even if, as in many cases, the Ministry says, the headteachers should not remain in place. Some of them are in their posts for more than 30 years. “They consider schools as their properties” inspector: interviewees). It was noticed, as the participants clarified, that some of the headteachers, mainly in the major
cities, have the choice to accept the inspectors to visit their schools or not. Most of the educational authorities trust the headteachers more than the inspectors.

11) Looking down upon teachers: “Inspectors usually treat teachers as inferiors” (a headteacher, an inspector and a teacher: participants). Many participants and interviewees noted that inspectors do not accept ideas, corrections and suggestions from teachers, even when they are right, because teachers are supposed to have no authority to give these. Actually inspectors look to themselves as superiors and they think that they are always right. “They have better knowledge and they are the ones who should give orders” (teacher: interviewees). This sort of behaviour hinders any professional dialogue between the teachers and the inspectors. As a result, neither side can build up their experiences.

There was said to be no real evaluation of the educational standards achieved by learners because inspectors do not follow any performance indicators. “They just ask students a few general questions, which are mostly predictable. Usually inspectors rely on the monthly results of the pupils and on asking pupils about their teachers” (teacher: interviewees). The responses showed that the methods used by inspectors to evaluate the standards are not the proper ones. In most cases, “teachers give very easy tests because they know that inspectors and parents will ask for it” (teacher: interviewees). Besides, pupils never say that their teachers are not good. Inspectors, therefore, hardly obtain a real or accurate impression of the prevailing standard of the class, because the students who answer are usually the best ones in the class.

There are no specific criteria for evaluating standards of schools including the management process. The evaluation of the educational standards is a sort of ‘guessing’. There are no scientific measures. Many students graduate from high schools with low ability of writing. Their handwriting is bad, and they are worse at dictation. Most of them never finish university. When you look at the inspection reports, most of them indicate the educational standards are very good

(administrator: participants)
12) Poor communication with the parents and community: Inspection does not help improving communication with the community. “Mostly the inspectors' role is to deal with what is happening inside the classrooms” (headteacher: participants). Communication with the schools’ community, as mentioned by the majority of the focus group, is a big problem. There is no real communication with parents. “They never know about their sons/daughters' attainments except from the final results” (an inspector and a teacher: interviewees). Concerning inspection, there are some inspectors called ‘social guides’ who are supposed to build relations with community, but their effect or impact is very limited. Mostly inspectors do not have any interaction with the community. They visit schools and then report to the authorities. The inspectors do not even give copies of their reports to parents or to the governors.
(v) Effect of inspection and feedback on the teaching style

The interviewees' response to this question can be divided into two main categories. The first category (of 25 members) highlighted the weakness of inspection because of the ineffective nature of the feedback, poor quality of reports, lack of interaction with teachers, and no follow up activities. The second category (of five members) was of the opinion that inspection has an effect but only in a limited way as it involves a sense of fear, is momentary, and is restricted only to test-construction and marking.

a) A limited effect

The views of this minority can be represented under the following three headings: change and fear, transitory change, and change in methods.

i. Change as a result of fear: The majority of the interviewees (24) agreed that teachers change their styles of work because they “listen to the instructions of inspectors and accept them blindly” (teacher: interviewees). They argued that teachers do not have the choice of accepting or refusing the instructions. “I must follow the instructions whether they are given by the inspectors while visiting me in the school or the ones written in the teachers' guide” (teacher: interviewees). Teachers in most cases learn how to teach and what to teach from many sources such as the teachers' guide, in-service training, inspectors' feedback and other activities which are carried out by inspection. Teachers know if these instructions are not followed as the inspectors want, they will be punished. “The best way for me in order to avoid such problems, is to carry out my work exactly as I am instructed” (teacher: participants).

ii. Change is momentary: Many of the interviewees (19) remarked that most teachers change their styles only as long as the inspector is present. They mentioned that teachers usually teach whatever they want and whichever way they want, but in the presence of inspectors they behave differently. They follow the instructions of presenting their lessons step by step. “I prepare my lesson according to the instruction of the teacher's guide and the instructions of my inspector, but I never follow that except when an inspector is observing me and my teaching” (teacher: interviewees).
iiii. Change occurs in the methodology, test construction and marking: Several of the interviewees (7) said that many teachers do change their styles of teaching as a result of feedback, training and other activities. During such activities, “inspectors give instructions and dictate methods and techniques concerning teaching and testing” (an inspector and a headteacher: participants). This small group of interviewees noted that teachers have to follow these instructions. “When I go to school, I ask for the copies of the tests to see if the teachers have constructed the test according to my instructions” (inspector: interviewees). Also in the classroom, inspectors want only to see teachers, using the suggested methods. “I was blamed when I asked the pupils to work in pairs and then in groups in an English language lesson” (teacher: interviewees). This teacher was blamed because the inspectors did not instruct him to use the technique he used.

b) No effect

The second group of interviewees which constitutes the majority (25) denied any changes in styles of teaching as a result of inspection feedback, reports, training, demonstration teaching or other activities carried out. Participants supported their argument by reference to one or more of the following four factors: feedback ineffectiveness, poor reports, lack of interaction and limited follow up.

1. Ineffectiveness of the feedback: Participants and interviewees argued that the majority of inspectors spend not more than 5-10 minutes with the teacher. This short period of time does not allow inspectors to gather information about teaching and learning and then to give feedback to the teacher in order to change his/her style of teaching or other concerned activities. “I rarely speak to my inspector. They are always in a hurry” (teacher: participants).

2. Poor reports: Participants and interviewees spoke negatively about the quality of inspection report. They described it as telling a story the theme of which is to be discovered by the reader. They mentioned that teachers never read the inspection report and the report itself does not include any suggestions for improvement. One of the participants raised the question “How could styles of teaching be changed in such situation?” (headteacher: interviewees)
3. Absence of professional interaction with teachers: Interviewees and participants noted that the relationship, in most cases, between the inspectors and the teachers are one-sided; inspectors are always the superior partners. They explained that this kind of relationship does not create any positive and healthy teaching/learning atmosphere. “I only see my inspector in the class” (teacher: participants). Most of the participants and interviewees said that usually inspectors go to the class and they spend their limited time giving general instructions to the pupils about the exams and then they leave. It was also mentioned by the majority of the respondents that inspectors do not use any other inspection method except the observation method. Other inspection methods, as they noted, may allow professional interaction between the inspectors and the teachers.

4. Limited follow up activities: The majority of the participants and interviewees argued that in most of the cases inspectors just visit schools once probably every two years or more for a few minutes. It indicates that inspectors do not follow up their instructions, if there are any, because chances of going back to schools are very limited.

Summary

The analysis of the first four questions, which consider the inspection effect on education in Yemen, the main strengths of the current inspection and evaluation, the main weaknesses of the inspection process and the effect of inspection and the feedback on the teaching style, showed that the majority of the interviewees and the participants were of the view that inspectors have little effect on the teachers’ development and they rarely provide support teachers. They complained that inspectors' visits were very limited and whenever they come, they concentrate mainly on administrative issues

Most of the participants and interviewees were clear that inspection in Yemen was currently not able to achieve the desired effect on education. The major reason noted, however, was not one of the efficiency and efficacy, but of attitude. Whatever the quality and reliability of inspection reports, it was said that nobody took them seriously. As a result, they generally agreed that the inspection system should be revised in its policies, manpower and structure.
Chapter Nine: An Analysis of the Yemeni inspection to identify the areas of improvement, including a summary of the findings

This chapter deals with the questions concerning with the ability of the current inspection and evaluation system in Yemen to identify the areas that need improvement, the validity and reliability of the information provided by inspectors, the definition of effective inspection, the role of inspection in school improvement, and finally the future of inspection.

(i) The ability of the current inspection and evaluation system in Yemen to identify the areas that need improvement

The responses to this statement were of a mixed nature. The majority of the interviewees and the most of the participants were of the opinion that the present system is unable to identify the areas of teaching/learning and administration that need improvement. They justified their argument by reference to the following three limitations of current inspection practice:

- Absence of criteria
- Limited visits/limited time
- Lack of the inspection competence

a) Absence of criteria, objectives and plans for evaluating the teachers' performance: Interviewees were of the view that it is difficult for the inspectors to identify the areas that need improvement because they do not have the criteria for evaluating the teachers' performance. "The absence of the criteria for evaluating the teachers' performance is one of the main reasons of the limited effectiveness of the inspection" (inspector: participants). There are almost no agreed national criteria. Inspectors evaluate the teachers' performance differently.
As one of the interviewees noted:

Most of the evaluation is based on individual opinion. I usually carry out my duties with no clear objectives. I just go to school and then think about what to do. I have some challenging questions in mind, whenever I go to the class, I ask the pupils to answer them

(inspector: interviewees).

Inspectors visit classes but with no plan of what to evaluate or what to expect from teachers. Most of the participants and the interviewees mentioned that the outcome of such visits is almost vague. General comments are given such as “the lesson plan is not given in detail, there is no connection between the previous lesson(s) and the new one(s), the presentation of the lesson was not clear, the participation of the pupils was good...etc” (teacher: interviewees). They also noted that the comments and suggestions of the inspectors are not being followed up in the next visits. The following comments were offered:

Inspectors rarely specify the ways and means that can lead to development or improvement. They usually pass their judgments on the areas of weaknesses without giving suggestions of what is to be improved specifically. We usually do not take any advantage of the inspectors' visits because they are almost coming with the same vague and general comments. Our performance never improves because nobody tells us how to do that. We just continue doing what we think is right

(administrator: interviewees)

Many of the interviewees believed that:

If the inspectors used clear criteria, they could easily identify the teachers' weakness and suggest the required practice that teachers could carry on and the areas that are needed to be revised.

(administrator, inspector and headteacher: participants)
In this way, as many of the interviewees remarked, teachers could learn and their performance could be improved. However some of the participants and interviewees argued that inspection could identify the areas that need improvement by using the results of the centralized tests that are constructed and marked by them. Their arguments were supported by evidence which shows that the results of tests usually indicate the areas of strengths and weaknesses, which can be used for further planning. The pupils can be classified according to results of the tests. It shows exactly how many pupils passed or failed with their grades in the tests.

The interpretation of the results can show exactly where pupils performed well or the opposite that can be an indicator of the quality and success of planning. Many of the interviewees and the participants argued that since the test results are published for the public, the level of difficulty of the tests is determined by inspectors who participate in writing the tests according to the wish of the high officials.

The argument above shows that the tests could be constructed and marked to come out with the results that identify the areas of weaknesses and strengths which could in the end be used for the improvement of the educational performance at the different levels. But unfortunately, it is a wish that was seen as having no real chance of being realized in the near future.

b) Limited visits/limited time: Participants and interviewees said that inspectors’ visits are limited in number, time and quality.

I was asked by the authority to be responsible for 20 schools. I need to give reports every week. Every school by itself needs weeks in order to visit each class and to talk to teachers. I really do not spend more than ten minutes with the teacher

(Inspector: interviewees)

This view reflects most of the inspection practice at both the local and central level. When you look at the practice of the central team, as the most of the interviewees and participants indicated, in most cases they get the chance to visit a few provinces and for not more than a week. “It is required from us to visit at least three schools in the morning and two schools in the afternoon. We do not have even time to shake hands with
teachers and the other school staff” (an inspector). It could be interpreted from the above responses that inspectors do not have time to sit with teachers and pupils in order to identify their needs or to answer their questions. To do that “inspectors will have to sit with teachers and observe them teaching in different situations, which they do not have the time to do” (teacher: interviewees).

To support this view, it was said that:

> The budget of inspection is ten times lower than what it was before and it is almost nil at the province level. The budget of the inspection at Ministry level gives inspectors a chance to visit only less than 15 percent of the provinces, and that for one week only.

(administrator: participants)

The data show that inspectors do not have the facilities to visit schools. In the rural areas inspectors spend most of their time looking for cheap transportation because they have to meet their own costs. The roads are difficult and transport is very expensive. They sometimes go on foot. One of the interviewees noted:

> When I arrive at the schools, I just observe classes for a few minutes and then have ‘a cup of tea’ with the head teachers. After that I write a few words in the inspection register which are mostly general remarks such as ‘everything is running smoothly’, ‘teachers are late in teaching the syllabus’, ‘the pupils’ attainment is poor’, ‘the head teacher is not available’ ....etc”

(inspector: interviewees).

All of these remarks are presented without any evidence. Inspectors hardly get time to talk to the teachers or to the pupils. In such situations, teachers keep silent and listen passively, otherwise, inspectors will create problems for them. Inspectors write reports in the school against teachers who speak out; they may take further actions such as transferring those teachers to another schools which may be far away from the teachers’ residence; they may even give financial punishment or grade them poorly.
c) Lack of inspection competence: The majority of interviewees and participants, as stated above, agreed that many of the inspectors are unable to identify the areas that need improvement because they are less qualified than teachers. They mentioned that many of the inspectors, mainly the district ones hold either a secondary leaving certificate or a diploma which is a two-year course after high school. Some of those inspectors are appointed illegally by the local authorities. They have almost no experience in teaching and they do not have sufficient knowledge to propose the good practice. In such cases, as the respondents show, the inspectors cannot evaluate what is going on in the field of teaching and learning or administration. Nobody expects these people to identify the weaknesses, strengths and propose what could be done for further development. One of the participants said that:

This type of inspector is mostly checking the administrative side in the school. They look for the teachers’ preparation books in order to see if they plan their lessons daily or not. Also, they look for the absentees - teachers as well as pupils.

(administrator: interviewees).

But some of the participants and interviewees mentioned that identification of the areas that need improvement could take place through the inspectors’ work and interaction with the teachers. Teachers usually ask inspectors to help them when they face difficulties. "The inspector is the only source of knowledge available to me" (teacher: interviewees).

Many teachers, mainly in the rural areas, ask inspectors to solve their problems related to the content of the syllabus. Many of the respondents mentioned that many inspectors play the role of facilitator. They usually sit with teachers and clarify ambiguity in the written content or in the teaching methods. “This sort of professional interaction enables the inspectors to be more familiar with the teachers/teaching difficulties” (headteacher: participants). Also teachers feel more secure and more able to talk about their problems. Since there is a readiness among the teachers to improve themselves professionally, inspectors can use this opportunity to design appropriate programmes to raise the teachers' performance.
On the other hand, some of the participants and interviewees argued that many inspectors, mainly in the major cities and the central inspectors do have the ability to carry out their duties professionally. They identify the areas that need improvement through their participation in the process of trying out the new syllabuses. Inspectors carry out this task through different means.

We collect feedback from teachers as well as headteachers, we visit classes with the aim of observing teachers teaching the new materials, we go ourselves and teach part(s) of the new syllabus or we select a group of teachers for one or two days to discuss the new syllabus

(inspector: participants).

All of these activities give inspectors better knowledge to identify the areas of improvements.
(ii) The validity and reliability of the inspectors' report

The responses of the focus group participants and the interviewees could be classified into two main types - the majority (32) which did not accept the validity and reliability of inspection report, and the minority responses (6) which did.

a) Reports as valid

The minority of interviewees (6) who said that the reports were reliable and valid, supported their arguments by saying that most of the official statistics were derived from the inspection reports. Most of them argued that many of the current plans are based on the inspection reports. If these reports were not valid and reliable, they would not be used in such planning. In many cases, as they said, some teachers are redistributed and some of the headteachers are evaluated and sometimes replaced. As a result of inspection reports, they all hold that the reports of inspection in the major cities are reliable and valid. They argued that many inspectors in the major cities were selected carefully and they are more able to write professional and scientific reports. In the major cities, schools keep cumulative records which usually contain valid and reliable information.

b) Reports as invalid

The majority of the interviewees (24) and all of the participants in the group discussion (10) denied the reliability and validity of the inspection reports. They indicated that since there are no criteria for evaluating the performance of schools, the information provided by the inspectors relies on individual judgments. One of the interviewees added that:

Inspectors in most cases visit schools individually (not as a team) without any plans, objectives or specific criteria. Mostly they go to schools because they are asked to do that. As a result of such visits, inspectors write descriptive reports based on no evidence. One can also come across a number of contradictions in the reports. If the input is not correct, the output would never be correct.

(headteacher and administrator: participants)
Many inspectors gather their information about teaching, learning, enrolment, curriculum, and administrative staff and other activities simply from oral reports either from the headteacher or from the teachers. The participants and the interviewees argued that this information has misled the Ministry in its planning. They mentioned that the Ministry discovered recently that there are more than 30,000 teachers on the Ministry payroll who are not teaching at all. They just receive their salaries. However, the inspection reports show a shortage of teachers. The main reason behind this is that inspectors do not have a unified mechanism to collect and report information. There are various ways and techniques and most of them are based on individual likes and dislikes. One of the participants said, "I simply make a copy of the reports, just changing the date" (inspector: interviewees). In most of the inspection departments at all levels, there are no records of the information provided by inspectors. "It is even difficult to find out the exact number of inspectors" (administrator: participants).

34 of the participants and the interviewees argued that it is difficult to provide accurate and valid information mainly about the quality of teaching and learning by relying only on a single method of collecting data, such as classroom observation or by brief single visits to a school which last usually for a very short time. There is a danger, as they expressed, in relying on reports based on such limited and short visits. Yet another danger lies in the 'sample' taken by inspectors. This sample is not representative. Inspectors usually visit schools which are located on the main roads and neglect the majority of the schools in the rural and difficult areas to reach. Moreover, most of the reports, in addition to what was mentioned earlier, are usually based on personal relationships with the directors general of the educational office, headteachers or teachers.

(vii) The definition of effective inspection

The vast majority of the interviewees (26 out of 30) and majority of the participants (9 out of 10) were of the view that effective inspection should be able to help schools to raise the pupils’ performance as well as to help the Ministry and its educational authorities to plan effectively for providing better education in schools.
The inspectors should give support to teachers, heads and students according to identified needs. These needs could be identified by systematically monitoring the instructional process in the schools, and by evaluating objectively the teaching-learning process.

The majority of the interviewees and participants agreed that effective inspection has the following eight characteristics and they are ranked in order.

a. Selection of high-quality inspectors from among teachers and head teachers
b. Authority to evaluate whole school activities
c. Judgment based on criteria
d. Availability of the required facilities to carry the inspection process effectively
e. Evidence-based reports
f. Continual review of inspection
g. Clear plans and measurable objectives
h. Provision for in-service training.

Each of them is briefly considered below.

1. High quality selection from among teachers and head teachers: All the participants and interviewees said that “inspectors should be selected from among the most-experienced and qualified teachers and head teachers”. The best teachers with at least ten years’ experience in teaching should be appointed inspectors. Those teachers should at least be graduates from the university. It is also preferable that those teachers are acquainted with the concept, role and function of inspection. When selecting inspectors from among the headteachers, it should be ensured that they have experience of at least five years as a head teacher and five years as a teacher. Also while working as a head teacher, they should teach at least six hours a week. All these are highly important for making inspection effective to identify all aspects of weaknesses and strengths and helping schools to improve their performance. “Without selecting the right professional people, inspection will not be respected”.

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2. Authority to evaluate whole school activities: All the participants and interviewees were of the view that inspection will not be effective unless it is given the authority to judge all aspects of school activities including the administration. As noted by an administrator:

The current general understanding of the inspection is ‘just to visit classes and evaluate teachers’ performance and report that back to both the school administration and the educational authorities at different levels

(administrator: interviewees).

The main limitation of inspection was said to be that it concentrates on the teachers. It does not take into account the other aspects of schooling such as administration, facilities, the relationship between school and the community on the one hand and the school and the learners on the other. All of these factors play a major role in teaching and learning. It is not fair, as the respondents said, to blame only teachers for the poor quality of education. “School should be evaluated as a whole in order to identify the weaknesses and strengths and to plan accordingly for further development” (inspector: participants). They added that all the educational authorities must respect the inspection suggestions and instructions.

3. Judgment based on criteria: Effective inspection should have clear criteria for evaluating schools’ performance. The vast majority of the interviewees and participants note that there should be a detailed set of criteria for evaluating the teaching, learning, and administration, the use of facilities, the curriculum, activities and communication with the community.

4. Availability of the required facilities to carry the inspection process effectively: The vast majority of interviewees and participants mentioned that an effective inspection service should be equipped with all the facilities needed for carrying out the tasks all over the country. Inspectors, whether central or local, should be provided with written guidelines for inspection. There should be enough budgetary provision to enable inspectors to visit schools at any place and any time. There should be a network of inspection to enable the whole inspection system to exchange information and expertise. Above all, educational policy makers should have a clear understanding of the importance of giving all the
required facilities to inspection and on time in order to make it more supportive and effective in raising the quality of education.

5. Evidence-based reports: The majority of the participants and interviewees stressed the need of inspectors’ reports being based on facts and evidence, as well as the need of their reports being taken seriously by the authorities, which would that will lead to the implementation of their suggestions. They also said that the reporting system should be unified. This means that every inspector should follow the same criteria when reporting what has been observed. They should avoid descriptive reports. Reports should reflect the reality of what is happening in the schools and it should be up-to-date. Currently, different inspectors report differently and there is no agreed criteria.

6. Continual review of inspection: Most of the participants and interviewees emphasized that inspection will not improve and be useful unless its principles and practice are revised continually in the light of the information received from the field. Feedback from teachers, head teachers and the other staff of schools should be taken seriously. Also inspection itself should revise its programmes by general discussions among the inspectors and by learning from other systems. The positive aspects should be strengthened and the weak aspects should be studied and eliminated professionally.

7. Clear plans and measurable objectives: Many respondents emphasized that effective inspection should be based on specific plans which are mostly agreed on in advance. One of the main differences between effective and ineffective inspection lies in the fact that the former is based on sound planning. There should be a system of planning. For example, at the moment, “some schools are being visited more than once a year while others are not being visited at all for years” (inspector: interviewees). The inspection needs to set a plan of which schools to visit each year. “The objectives of each visit should be clearly defined for the inspectors as well as schools in order to increase cooperation that will lead to the achievement of the objectives. These visits should be scheduled and it is preferable to inform schools of the date of the visits well in advance” (administrator: interviewees). Many interviewees and participants pointed out that announced visits could be more effective than the surprise or unannounced ones. They argued that the preparation for inspection is important for school development. Schools prepare themselves and mostly they revise all of their records. They organize the school because they need the outsiders to get a positive impression about the school including
its appearance. Teachers at the same time ask the pupils to study hard and to be ready to answer when they are asked something by the inspectors. Teachers give their pupils the expected questions likely to be asked by inspectors. Pupils’ work is corrected. All of these activities take place before the inspection.

8. Provision for in-service training: Many of the respondents strongly emphasized the importance of in-service training and said that it should be one of the main tasks of inspection. They argued that this training should be designed according to the needs observed in schools. Different programmes should be designed to suit different needs. Some training should come through direct contact while the others should come through using the media such as video-conferencing, educational channel TV and radio. Training also comes through professional publications, tapes, and newsletters. In-service training, as many of the respondents said, is required for many reasons. Firstly, many of the pre-service programmes are at the level of secondary leaving certificate or the two years after high schools. Most of those teachers were prepared as elementary teachers (1-6). It was noticed by inspectors that many of those teachers are not able to teach all subjects. Most of them face difficulties in teaching science and mathematics in class 4, 5 and 6. The problem is worse in the rural areas when such teachers are asked to teach higher classes because there are no other teachers available. The other problems result from teaching new syllabuses without any pre-training and teachers guide. The expected task of inspectors is to answer the teachers’ inquiries and to tell teachers what to do. There should be refresher courses, one to one meetings, and professional publications. Also, as the responses indicated, inspectors should take a major role in writing teachers’ manuals as well as in planning long-term training programmes (which are given during the school holidays). The expected role of inspection is to improve the school performance and this could happen by setting up professional meetings with the school staff including the teachers. This sort of training is based on immediate observed needs. In-service training could help teachers to learn from inspectors and to learn from each other. It is a good chance to disseminate good practice.

It is important to mention that four of the interviewees and one of the focus group participants argued that for an effective inspection there was a need for it to be organized and run by an independent body and not to be a part of the Ministry of Education. Also its personnel should be mainly selected from among university teachers because they are more professional. It was claimed that this independent organization should carry the
(viii) The role of inspection in school improvement

The bulk of those involved in the research – both participants and interviewees - agreed that effective inspection plays a crucial role in school improvement. It is necessary for providing expert technical assistance for the growth of teachers, to help teachers prepare for teaching, to keep teachers up to date, to help school administration to carry out their jobs professionally, to supervise the authorities, policies and instructions, and to help in educational planning. At the same time there is a consensus among the respondents in denying any significant role of the Yemeni inspection in school improvement. The reasons given for this limited role were as follows:

- Activities based on accountability rather than development
- Poor policy for improving the quality of teaching/learning
- Limitation of inspection methods being used.

a. Activities based on accountability rather than development: Most of the respondents said that most of the inspection activities are based on accountability rather than development. Inspection, they argue, can identify the weaknesses, but the problem is that they cannot do anything more than reporting to the educational authorities. Also they noted that inspectors spend most of their limited inspection time in administrative data collection. There is no attention to improve teachers’ performance or even to improve learning in general.

Decision-makers at the Ministry of Educational Departments and in the provinces were said to pay less attention to school improvement activities. Their main concern is the administration. They usually send inspectors for statistical purposes rather than with qualitative concerns. The problem as outlined by the respondents was most clear.
One summed it up as follows:

It is known to the Ministry as well as the educational offices that many teachers are not qualified to teach, many head teachers have no experience and many of them are not qualified, and they also know that examination system is not reliable at different levels. It is also known to the administrators and decision makers that many inspectors were selected randomly and sometimes with no qualification.

(administrator: participants).

The respondents identified various reasons for this. Firstly, improvement is not the priority of the current educational policy. Secondly, the process of improvement needs a lot of effort. It needs all the educational authorities to work closely to help in bringing improvement in schools. It also needs the university and the other pre-service organizations to help in raising the standards of the teachers. There is a strong need to re-qualify many teachers through programmes which could last for more than two years because many of them are just graduates from high school. Thirdly, the inspection system should be revised and be qualified in order to be able to identify the areas of strengths as well as weaknesses. Lastly, most respondents were of the view that educational authorities remain to be convinced that inspection plays a major role in bringing improvement if it carries out its duties professionally.

There was a strong feeling among all of the respondents that the administration practice at Ministry level and at the level of its local branches tries to keep things as they are. Government administrators were said to be afraid of any criticism. There was something awry in the appointment of the headteachers. Many of the headteachers are appointed without having the essential qualification and the same is applicable to the general directors of the Ministry offices. All of these people try not to support inspection but “try to scuttle it as it may highlight some of their limitations” (inspector: interviewees).

b. Poor policy for improving the quality of teaching/learning: Participants and interviewees were of the view that that the inspection method currently in use is not sufficient to improve a school’s performance. Improving the quality of teaching and learning needs a clear policy to support inspection financially and administratively (to allocate enough
budgetary support and to take the inspectors' report into consideration). Other methods of inspection such as school visits, demonstration, conferences, workshops, on-going training, mentoring, refresher courses and monthly meeting could bring about the desired results.

Many respondents noted that there should be a policy aiming at supporting teachers during their service to develop their competence, both academically and professionally. This would provide them with knowledge, skills and aptitude needed for carrying out the responsibilities and roles required in the teaching profession to enable them to improve their performance, so as to assist in developing education and improve its quality.

C. Limitation of inspection methods being used: It was remarked that the observation method is good for identifying the weaknesses and strengths, but the other inspection methods are crucial for enhancing and disseminating the good practice and designing remedial programmes. Inspectors and teachers as well as the other school staff should meet and discuss all of the inspection outcomes. They should work together to improve the inspection methods and practice in order to help in raising the quality of education.

(ix) The future of inspection

The majority of the respondents showed that there is a clear need for an effective system in Yemen and there was an agreement among the majority of the respondents about the nature and duties of inspector in the future. However, a minority of the respondents suggested replacing the existing inspection system because “it is not reliable and it is a waste of time, money and manpower”. They suggested the following alternatives:

1. The available inspectors could be sent to schools to solve the problem of the teacher shortage.
2. University teachers should evaluate schools' performance.
3. Head teachers and senior teachers in schools should play the role of inspectors. Schools should be only evaluated according to the exams' results.
4. Teachers and headteachers should be given refresher courses at the beginning of each academic year. They should be briefed about the new instructions.
5. High quality pre-service teacher training to be provided.
However, the majority of respondents emphasized that the current inspection system could be developed in a number of ways. Sixteen separate factors were noted and these are briefly presented below:

1. There must be enough financial support to allow visits to all schools at least once a year.
2. The structure of the current inspection system should be changed. Instead of being just a department within the Curriculum Sector, it could be an independent sector with more authority wanted.
3. Inspectors should be evaluated according to new criteria which should be more suitable to the expected role of the inspection (accountability and improvement).
4. There should be a unified inspection manual, which inspectors can use to carry out their tasks professionally.
5. In-service training should be part of the inspection responsibilities.
6. Inspection reports should be supported by evidence in order to be valid and reliable.
7. Promotion of head teachers and teachers should be given according to inspection reports.
8. Whole school activities should be evaluated by inspection (teachers, head teachers, students, activities, textbooks, tests, etc).
9. Team inspection visits should be practiced instead of individual visits and there should be a fast and practical communication system which can bring together the inspectorate departments at all levels.
10. Local inspectors should be selected and then evaluated by the Ministry inspection team.
11. Inspectors’ performance should be assessed every four years.
13. Inspectors should carry out cluster training programmes which should be one of the inspection methods. This should play the role of disseminating ideas and new approaches from one school to another, thus helping to spread valuable innovations.
14. Final inspection reports should be published.
15. The laws governing educational regulations and administrative directives, published curricula and should be monitored by the inspectorate.
16. Professional discipline, adherence to correct standards of professional conduct in the teaching force, should be enforced.
17. The inspection should serve as a link between schools, parents, communities and educational administrators/planners.

x) Summary of the findings

The qualitative data gathered from the face to face interviews and from the focus group discussion is wide-ranging and some of it is repetitive. However, as the study uses a qualitative approach to data collection, any kind of sifting or selection at this stage will go against the norms. This means that the researcher needs to report honestly what was raised by the respondents and to draw a clear map of the many issues that have been raised by respondents, the summary of the main findings tries to clarify the agreed issues of the inspection system in Yemen. Most of the interviewees agreed that there is a deterioration of the education in Yemen in terms of teaching/learning as well as administration. They indicated that inspection could play an effective role in stopping this deterioration provided enough facilities and budgetary support is given to enable inspectors to visit schools and to help professional development. Reports written by inspectors should also be taken seriously and at the same time they should be accurate and based on evidence. Inspectors are expected to report on whole school activities, not only on the teachers.

The strengths and weaknesses of inspection were pointed out in the response to the second question. The main strengths, as indicated by the both groups, are that inspection plays a major role in in-service training, educational and non-educational surveys, textbook writing as well as textbook piloting and constructing and marking centralized tests. The other strengths are the availability of both male and female inspectors, in almost all the provinces and districts. In terms of weaknesses, inspectors are poor in administration, have low qualifications in both subject areas and in inspection, and they write descriptive reports. Inspection has no specific plans, no unified agreed criteria for evaluating education in schools; moreover, there are no criteria for selecting inspectors. These weaknesses, as agreed by the respondents, indicated that the current inspection system is unable to identify the areas that need improvement. Also it has little effect on the style of teachers and possibly no effect on the school administration at all.
Concerning the effective inspection/inspectors, the data obtained from both face to face interviews and focus group discussions, showed that inspectors are to be highly qualified, selected from the best-experienced teachers and equipped with the necessary facilities. In addition, inspectors should have the mechanism of identifying the strength and weakness and their inspection activities should be based on specific objectives and clear professional guidelines to judge all aspects of school activities. Also school self-evaluation should play a major part in the whole of inspection process. In other words, inspection should perform the function of accountability as well as that of promoting improvement.

As noted earlier, according to the respondents, effective inspection should be based on the following:

a. There must be enough budgetary provision for visiting all the schools at least once a year.
b. The structure of the current inspection system should be changed. Instead of being just a department within the Curriculum Sector, it could be an independent sector with more authority.
c. Inspectors should be evaluated according to a new criteria based on the recent developments in the field of inspection and evaluation.
d. There should be a unified inspection manual, which inspectors can use to carry out their tasks professionally.
e. In-service training should be a major part of the inspection responsibilities.
f. The inspection reports should be supported by evidence in order to be valid and reliable.
g. Promotion to headteachers and teachers should be given according to the inspection reports.
h. Whole-school activities should be evaluated by inspection (teachers, head teachers, students, activities, text books, tests, etc.) to enforce professional discipline, adherence to correct standards of professional conduct in schools. It also should play a major part in serving as a link between school, parent, communities and educational administrators/planners.
i. Team inspection visits should be practiced instead of individual visits.
j. Local inspectors should be selected and should be evaluated by the Ministry inspection team.
k. Inspectors should sit for professional interview every four years.
I. School-self evaluation / inspection should be encouraged.

m. There should be a fast and practical communication system which brings together the inspectorate' departments at all levels.

n. Inspection should serve as eyes and ears of the educational authorities by providing an objective professional commentary on educational conditions for the benefit of policy makers. It should monitor the laws governing educational regulations, administrative directives, published curricula and so on.

o. Inspection should disseminate ideas and new approaches from one school to another, helping to generalize valuable innovations.

p. Final inspection reports should be published.

In brief, the majority of the respondents agreed that the inspection and evaluation process in Yemen needs to be more effective than what it is today. The current system should be revised thoroughly in terms of its policies and practice in order to meet its responsibility to raise the educational standards. Declining educational standards is one of the major problems currently facing the Yemeni education system and which can mainly be attributed to the deficient policies and regulations of the Ministry of Education. The problem is multiplied further by the failure of the authorities, including the inspectors, to implement policies successfully in the field.
Chapter Ten:
A new model of inspection for Yemen

Part one: The roles and function of the suggested model

(1) Introduction

This chapter will specify the desirable role and function of a future inspection system in Yemen. The main purpose of inspection is to improve the quality of teaching/learning by assessing progress of schools and the improvement of education and to inform the administration of the real situation. Inspection should cover the functions of both improvement and of accountability.

The results of the fieldwork have shown some shortcomings in the present practice of the Yemeni inspection system. The tremendous of education expansion (45 schools in 1962 and 17000 in 2006) has not been companied by a proportionate increase in the amount spent on inspection. In addition, school inspectors have to perform many extra non-academic duties. With all this additional workload they can hardly be expected to do justice to their duties. The suggested model for inspection for the Yemen incorporates practices found in various inspection systems described earlier and aims to overcoming the shortcomings noticed during the fieldwork.

(2) The suggested model of inspection

The model of inspection which is proposed will operate at three administrative levels: Ministry of Education, Governorate and District. Details of how the model will work at each administrative level are outlined below.
(A) Inspection at the Ministry level

At the Ministry level it is proposed that there will be a national or central inspection team based at the Ministry headquarters reporting directly to the Minister of Education. Their duties are:

1. To set inspection policies
2. To analyze reports provided by the governorate inspection teams in order to inform the Minister and the Yemen government on the current quality of education in terms of strengths and weaknesses and appropriate targeting of resources.
3. To ensure that consistency and professional judgment operates within the governorate inspection team. They will do this through work-shadowing governorate whole-school inspection and carrying out inspections in a sample of schools. This may lead to identifying the training needs of the inspectors or to administrating disciplinary procedures.
4. To monitor and review the national curriculum in collaboration with the Curriculum and Research Centre, and make recommendations to the Minister.
5. To support the Donors Coordination Team in implementing the capacity building targets regarding increasing the enrollment number of girls in school, the quality of school administration and teacher training.
6. To monitor the quality of the centralized test in years 9 and 12. The aim is to standardize the level of difficulty across subjects and from year to year.

These are the proposed duties or responsibilities of the central inspection team. Through undertaking this work they will act as guardians of the quality of education and through their high level of understanding and experience of education they will provide guidance to decision makers at the highest government level. Also they will act as trouble shooters having the status to deal with crises whether at school, community or media level.

(B) Inspection at the Governorate level

The main purpose of this level of inspection will be to carry out a routine programme of whole school inspection in order to hold schools accountable for the quality of education that they provide for the community and to identify areas where improvements are needed. Through this work they will have an overview of the quality of education in all
schools within their governorates and will be able to provide detailed reports to the central team.

Their duties and responsibilities can be presented as follows:

1. To work in teams that includes subject specialist and general inspectors for classes 1-4. Each team will be lead by a senior inspector who is responsible for coordinating the final school report.
2. To undertake a full inspection for each school once every three years.
3. To carry out a focus inspection within this three year cycle if serious concerns have been identified.
4. To prepare carefully for the inspection visit. The inspection team will read previous reports, pupils' test results, the reports on training carried out by the district inspectors. The final report will provide evidence of the impact of the training.
5. To produce a timetable for observing classes and interviews in order to gather sufficient evidence to make reliable judgements in all aspects of education in the school.
6. To use the nationally agreed criteria throughout the inspection process in order to ensure objective judgements rather than subjective and descriptive report writing.
7. To provide, at the end of the inspection, detailed verbal feedback on each area of the report to the headteacher who will have the opportunity to make comments which the inspectors may take in consideration when writing the report.
8. When the final report is available and has been agreed by the governorate chief inspector, the senior inspector who led the inspection and the chief inspector from the school district to meet, with the headteacher, deputy headteacher and the senior teacher to develop targets for improvement and to discuss how the action plan will be produced. They will also discuss which district inspectors will be needed to provide the necessary support. If the problem is serious this may require intervention from the governorate chief inspectors and from the director of the educational office who will be able to take disciplinary action.
9. To monitor and evaluate the work of the district inspectors. This will be done by making regular visits to the schools to discuss the progress of the action plan. If insufficient progress has been made this will be reported to the director of education who will decide on what action has to be taken.
10. To provide an annual report to the central team of the inspection on the major issues emanating from the individual school reports. This will provide a clear picture of the standards of education, identifying the strengths and weaknesses. This will inform the future government strategies and areas where resources need to be targeted.

11. By practising these roles and responsibilities the governorate inspection team will provide reliable and measurable judgements on the quality of education and provide a pathway for improvement. They will also able to take action where the quality of education falls below an acceptable level.

(C) Inspection at the District level

District inspectors work with around 20-50 schools and they will be able to get to know the strengths and weaknesses of the schools and provide effective and targeted support. They will act as mentor to the headteacher as well as inducting new teachers. The duties and responsibilities will be:

1. To work with the school to implement the action plan, through individual support and training program, following the full school inspection by the governorate team.
2. To write a progress report on the action plan bi-annually.
3. To organize individual headteacher mentoring and arrange meetings where small groups of headteacher and senior teachers can come together to share ideas or visit each others schools.

The main task of the district inspectors will be to support schools in the management of change leading to an improvement in educational standards.

The proposals outlined above in the roles and functions of the school inspection at the three levels of Ministry, Governorate and District should result in improved schools. School improvement needs to become the main concern of inspection in Yemen. To this end, the roles and functions will be presented in general terms with more focus on teaching and learning. There should be no misconception that simply changing the role of inspection, as indicated in the earlier chapters, can solve the deep and pervasive problems of poor teaching in Yemeni schools. Nevertheless, such inspection will have the opportunity to re-direct its work to support systematic school reforms and teachers who
have not had adequate pre-service training. To do this, inspection needs to be re-conceptualized.

(3) Reconceptualising inspection
The suggested major responsibilities of inspection are four fold and each is considered. They are:

• To monitor the whole school activities.
• To assess schools in terms of the improvement of education, and to inform the educational administration of the areas that need improvement.
• To promote teachers' personal and professional development, with the aim of contributing to school development.
• To promote in-service training programmes and to make them a major part of inspection duties.

To monitor the whole school activities

The proposed inspection model will monitor management and leadership, curricula, instruction, human relations, staff development and community viewpoints, financial management, resources and self-evaluation. This monitoring should be based on clear criteria and clearly defined objectives. Once the common criteria and performance indicators have been selected, and information systems have been set up, the suggested model should change its previous practice(s) which was (were) based merely on evaluating the teacher/teaching and learning process. The proposed inspection would be responsible for assessing/evaluating schools on a more regular basis and processing the information with the help of the district office of the Education Management Information System. Instead of processing only enrolment data, as at present, this office would process information about school performance, enabling the inspector to present it to parents, teachers, headteacher and other educational officers, researchers and policy makers.

The argument behind monitoring whole school activities is that improvement does not usually take place only by just monitoring teacher/teaching. There can be no curriculum development without teacher development; teachers cannot break through and sustain
new practices without support at the institutional and local advisory level. Powerful coercive strategies of change gain surface adoption but fail to affect basic attitudes. They are, moreover, likely to fuel resistance to change; schools need to be understood in their particular circumstances and with regard to their local clientele; no change effort is likely to be successful unless those responsible for its success have a sense of ownership of the change; there can be no significant teacher development without institutional change. This belief is well supported by both respondents as well as the related literature reviewed earlier. Change can be effected as a result of the whole inspection by teams of individual inspectors for all schools within a certain period of time. This process is seen as a logical way of providing the government and the public, particularly parents, with information on the quality of schooling.

The suggested model of inspection, therefore, will shift its focus from the individual teacher or pupil to the school. The respondents suggested that monitoring teaching/teachers by individual inspectors does help improvement but it is difficult for inspection as well as educational authorities to obtain a clear picture of what is happening in the schools. The role of inspection in many countries is not just to visit teachers; it is much more to serve them by giving advice, showing them how to change their practice and spreading innovations that allow schools and teachers to learn from each other.

The proposed inspection should report on the educational standards achieved in the school; the quality of the education provided by the school; the quality of leadership and management, including whether the financial resources made available to the school are utilized effectively, and the social and cultural development of pupils at the school. It should be a collaborative process aimed at improvement through stimulating debate which provides opportunities for schools to devise their own ways and means of improvement. If the purpose of monitoring and evaluation is school improvement, then relevant, balanced, and specific information about the school’s strengths and weaknesses is needed. This should be linked to the stated aims and gathered and presented in such a way that those who make the improvement happen - teachers working with children - are enabled and encouraged to understand the steps they need to take.
Inspection of the whole school is needed not only because it reports the factual state of education, including information on the general situation, or on one particular aspect of the educational provision in a particular area, but because it saves time and money. To save time, visits to schools should be well planned. Inspectors should know where to go instead of just visiting schools with no plan or objectives. The headteacher and some of the staff need to spend time talking to an inspector and sometimes accompany the inspector throughout their visit. In terms of money, at present the Ministry employs and pays nearly 3000 inspectors in addition to meeting their traveling allowances. The result of this expenditure, however, is not encouraging i.e. not very good value for money. The effect of inspection is hardly perceptible on schools' performance or in their policy and planning. On the contrary, when inspectors have nationwide fixed specific requirements against which to check, a smaller number of inspectors would be needed. This selected manpower is to carry out the duties of inspection more professionally. They are to play an effective role to safeguard the national educational quality. The schools will work harder to utilize the resources as well as the manpower instead of having, as currently happening, more staff than they need. Some of the schools have three or four teachers, two or more deputy heads and other staff. Undoubtedly, this costs a lot of money. More than 80% of the Ministry's school or education budget is spent on salaries. At present, there is a committee to re-distribute around one-fifth of the Ministry manpower who have no definite jobs. An effective inspection can help the Ministry to eliminate control these practices.

In this proposed system, the school is considered as a whole and a broad-based team of inspectors samples all that is there to be seen at the same time. Schools to be inspected are to be chosen randomly or on requests and recommendations. The duration of inspection can vary according to the size of the school, the phase in which the school was, and the cause of the inspection. This plan is to be followed by both the central team and that the local ones. The central team is to plan to visit samples of school across the country to fulfill its legal responsibilities. The local teams in the provinces are to visit schools within their geographical areas in accordance to their defined responsibilities. The difference between the two types of visits is that the central team visits without previous notice and they are not expected to visit all the schools. They are supposed to visit a few representative schools every year in order to make sure that the schools are operating properly and the local inspection as well as the local administration is helping schools to improve.
Mostly the plans of the central teams are drawn on the basis of the local inspection reports. Local inspection, on average, inspecting big schools, which provide both basic and secondary education, will take one week, and small schools 3-4 days. One month's notice would be given to the headteacher for preliminary preparation such as standard inspection forms and school documents that would be required. During the inspection, almost every aspect of schoolwork has to be examined as thoroughly as possible.

It is apparent from the discussion with the respondents that teaching usually occurs within the context of a school system. Since the suggested inspection intends to influence teaching practice, it requires either direct or indirect intervention into the practice. Boundaries, internal conflict and tension, defensiveness, openness, feedback, problem solving, and others characterize social systems. The effectiveness or ineffectiveness of the intervention is partly dependent on the nature of the social system in which the teaching takes place. The suggested model aims to influence both the school as a whole and teacher/teaching by persuasion rather than by imposition. Desirable inspection practice is to be based upon sound human relations and cooperative professional efforts. The duty of inspection is to realize that the growing complexity of education requires more specialization that mandates improvement in both the competence and performance of teachers.

The role and responsibility of inspection becomes more difficult. Inspectors need to pay more attention to teachers' professional development rather than to monitor their performance. They need to build up their readiness to this role and then to develop their professional skills. Another problem that needs to be taken seriously by inspectors is a result of teaching in difficult situations. Teaching really assumes crucial importance once society entrusts school with the responsibility for the entire age group, and expects the school system adequately to serve all the pupils. Once the needs of a country dictate that no pupil can be left by the wayside, the education system has to be concerned with the schooling of all young people regardless where they live. Inspection, therefore, has the responsibility of improving the teachers' performance not only in their subject matters but also in dealing with large classes having multi ability-levels. In this context, teachers need to be directed or given the knowledge of how to take account of pupils' different paces of learning, how to deal with violence within or outside schools, and how to prevent social unrest in some areas in addition to the other problems such as the recent developments.
of hostility to school and absenteeism. If teachers do not start to think about the meaning of learning and the importance of pupils of being present, the essential additional resources for compensating for their difficulties will not enable them to develop overall personal goals, along with the desire to learn and possess knowledge. These matters imply a closer examination of schools and classroom practices. Knowledge and learning are permanent dimensions of the classroom and of education. Work on learning content, on methods and on the use of additional resources, therefore, have to be coordinated for pupils to achieve sound results.

The suggested model is not only intended to deal with ‘the inspection practice’ but also to promote ‘short inspection’ visits (1-2 days) depending on the size of the school and the purpose of the inspection. Some ‘surprise’ visits will need to be made from time to time in order to assess the real situation without giving schools any time for preparation. In Yemen, schools and teachers need such visits to make them feel that they are not left alone; they can be inspected at any time. Short inspections can be carried out by a team of inspectors or by individuals, but all of these practices should be well planned and should have specific objectives. Also all the visits will need to be followed up by further inspection(s) to monitor the progress. Inspectors should plan their work including classroom visits. Their visits should be scheduled according to the given task and according to teachers' needs. These visits should not produce any unnecessary anxiety or anger that would affect negatively the teacher concerned. A good inspector is highly trained, smart and efficient in their comments and knows how to reach their goal in an economical manner.

In brief, all school activities are to be inspected in order to present a clear and complete picture of the visited schools. The effectiveness of inspection depends on its high quality, the objective assessment of educational standards, supportive professional assistance and excellent monitoring and safeguarding of the system. By monitoring the system nationally and locally, inspection continuously supplies information about the state of education to authorities at different levels to help maintain standards in schools. In terms of teaching/learning in particular, it is important to realize that education is mainly about learning. Inspectors as well as teachers need to know that learners are all different and learn best in a style suited to their needs and inclinations. Therefore an effective
inspection should monitor seriously the issue of learning styles and needs to have strategies for individualization and differentiation in learning.

The difficulty arises because the teachers perceive inspection only as an evaluation process. This misconception, as the researcher believes, of the true role of inspection has a negative impact on the desired outcome of inspection. If we were to agree that evaluation is the true aim of inspection, by definition the inspectors are committing serious errors in their role as evaluators. To explain further, when a teacher, for example, evaluates their pupils, they should first have given them lessons and explained the information given through the give and take of a communicative process. Next, an assessment test is given in order to measure the extent to which aims have been met. But when inspectors measured teachers in Yemeni context, what was being measured? Were the measurements specific and clear in terms of the aims? Was something measured that had been thoroughly explained to the teacher? The inspectors' reports did not shed a positive light on these concerns. A teacher needs to be given by the inspector a specific programme with clear directives and developmental plans. The inspector should be specifically concerned with what they want to measure and should explain to the teacher how they will be trained in that area. Then the teacher should be given the chance for self-evaluation and only after this process should they be evaluated by inspectors using suitable inspection methods.

To assess schools' improvement

To assess schools for the sake of improvement and to inform the authorities of the state of education, it is necessary to define the objectives and the performance indicators. It implies designing and producing data collection instruments, collecting data, processing and analyzing data, report writing and providing feedback about the results and designing corrective measures. In this suggested model, the school is viewed as the primary unit for educational development. The researcher believes that successful education means that each school has to be a completely integrated unit, as earlier mentioned, with all its subsystems working together in harmony. In order to reach this aim, integrated developmental work is needed requiring professional planning encompassing all the parameters involved. This requires not only expertise but also a vision of the future of
public school education in Yemen. In this situation, experienced and well-trained inspectors have a constructive role to play.

In this model the role of inspection is to identify key points for action, but unlike the Ofsted model in England which concentrates on inspection and distances itself from the advisory role, this model will help promote school improvement. Although Ofsted requires schools to develop action plans in response to its reports, it is beyond its remit to support schools in their efforts to improve their practice. The suggested model for the Yemen will be responsible for helping teachers as well as schools to overcome their problems. Inspectors who do this will need to be highly experienced; to have capacity to act fast when the objectives are at risk; to be able to detect risks in order to limit and reduce them; to be able to solve problems before they cause extensive damage; and to be able to improve things on the go.

The researcher believes that it is difficult for schools to seek help from elsewhere: from other schools, local advisory services, independent consultants and other pre-service providers such as the faculties of education. The main reasons are that the schools do not have the authorities to use anybody except inspectors or trainers for any sort of school inspection and development. The second reason is that the schools do not have the budget to pay for consultants. The third reason is the required experts are commonly unavailable in the rural areas which constitute 70 percent of Yemen (MOP, 2005).

The inspector should function in a way that makes it possible for individuals to accept assistance. If an inspector interprets her and his role as that of a dictator, the teacher cannot accept it. If the inspector does not encourage cooperation as a way of life, then accepting assistance is an indication of weakness, and their actions make it extremely difficult for anyone to accept their assistance. Inspectors can be an important factor in the antecedents of change. They can support teachers’ ideas for change, and provide needed security in case of failure. They can also communicate situational norms that support change and communicate recognition and deep concern for teachers to change efforts.

The process of change could be realized through the known interdependent stages: awareness, interest, evaluation, trial and adoption. There are a wide variety of sources of information for these various stages such as professional meetings, fellow teachers,
summer workshops and many others. But it is clear that in spite of all these the inspection system is likely to serve as an important source of information. Feedback from pupils' learning, new curriculum materials, new approaches being used in other schools are examples of sources of information that could contribute to teacher awareness and interest in planning new approaches in teaching.

Inspectors are expected by central and local authorities to monitor that public money is well spent, and that full value is obtained for it. There is a need for the inspectors to go into schools, find out problems - such as with the management of schools, the organization of teaching and staff, the provision of equipments and facilities - and inform the authorities in order to enable them to take appropriate corrective actions. Also, it is expected by the authorities and schools that inspectors should suggest ways and means of improvement and stimulate development by using their professional knowledge and experience and by making the school aware of the good practices which have been implemented in other educational establishments.

The most desirable role of inspection is for both accountability and improvement. It should mainly play the function of providing prompt and reliable information, advice, control, professional stimulation and encouragement, as well as spreading good practices.

There are key points for action that inspection needs to address for school improvement. There is a need to build on the school development and strategic plans, supported by subject development plans, so that these become a more effective means of planning the school's future. Also there is a need to consider whether all procedures and teaching methods give all pupils equality of access to learning and a sense of full involvement in the school. In addition to these activities, inspection could collect data from parents and pupils through questionnaires and interview and through holding full staff meetings or conferences. By this, I believe, inspection will be able to identify the strengths and weaknesses of the school and might start to draw up a list of priorities. Responsibility is going to be delegated for as many items as possible - finance, monitoring, and strategic planning linked to the school development plan. It is going to be important to ensure that everyone understands the necessity of an emphasis on good planning and evaluating everything the school did.
To promote teachers' personal and professional development

Since teachers are principally responsible for the educational process, it is essential that an analysis of teaching process be undertaken in order to identify specific personal and professional need. Such analysis makes it clear whether a particular process adds value by supporting the educational process within the classroom or not. Without some kind of systematic analysis, it becomes difficult to decide how improvement can be brought to bear on the classroom or even to know whether it is justified or not. It also should be clearly understood that the classroom is to be seen as a part of a holistic school environment and not as a separate entity. The classroom must become a creative environment where pupils and teachers are encouraged to ask questions and put ideas together in new ways.

To promote teachers' personal and professional development, inspection is going first to look for evidence of teachers' performance. The inspectors are to look for greater depth at teaching and learning. The emphasis is to be on monitoring and evaluating the main indicators of standard such as, subject knowledge, planning, class management, assessment and personal qualities.

Having evaluated and analyzed the teaching practice, the role of inspection is to identify the strengths and weaknesses, and to tailor the professional support according to individual as well as group need. Inspectors need to develop the strengths of every school. The evaluation process usually involves preparation, observation, data collection, reporting, and follow-up. Data collection normally entails a formal observation that is supposed to be preceded by a pre-meeting and followed by a post-meeting. The utilization of formal observations does not mean that informal observations are ignored. In the researcher view, unannounced visits usually prove to be more effective than announced visits. Teacher evaluation should be through professional dialogue rather than hierarchical one. There are many good schools and many excellent teachers. Their good and excellent practices could be disseminated in different ways. Excellent teachers could be invited to talk about their experience. Teachers could be invited to observe other classes. Publication of good practices is to be one of the ways of professional capacity building. Inspection could publish a monthly or quarterly newsletter talking about good teaching/learning practices under a title 'It Works'. Teachers as well as learners could present their good experiences. Also inspection should play a strong role to help
overcome any weaknesses. It is clear that malpractice continues to victimize pupils by wasting their opportunities to learn, and society by failing to provide a service for which it pays. Inspecting teachers' performance is crucial for protecting pupils from incompetent teachers. If a teacher does not meet minimal accountability standards, they should enter an intensive assistance programme run by inspectors.

To establish an effective professional development support to raise standards of teaching the following activities could be practiced:

1. Establishing a system of assessing the teachers' professional development needs.
2. Establishing a system of planning for the teachers' needs of professional development based on in-service training for teachers.

This kind of support will be based on two types of training: training (for building specific teaching skills) and development (focusing on the individual teacher) on the process of reflection, examination and change which can lead to doing a better job and to personal and professional growth.

1. Supervising and monitoring the implementation of the training by ensuring regular follow up to teacher in-service training, and to ensure permanent professional support.
2. Developing a system of evaluation and measuring the impact of the training courses.

The general aim of support and development is to improve performance and create an adequate assessment system, which would be based on identifying the teachers' professional developmental needs and classifying those needs separately for senior teachers and for new teachers to bridge the gap between pre-service and in-service training. In such a climate, a detailed individual, as well as group, needs analysis is needed in order to target resources to where they are most needed.

Crucially, development is about providing a quality of professional services, which meet the needs of teachers to raise the standard of the learners through improving the performance of the teachers. This career development is an important concomitant of succession planning. In-school staff development and the wider provision of the in-service education and training must find the right balance between the requirements of the
present job, personal professional growth and preparation for promotion. It is also crucial to be understood that change can often be a painful process, and changing people's roles away from their expertise and enthusiasms, which often includes their background experience, has significant implications for training.

Training is better on the job if we feel we are able and skilled enough to cover most of its aspects. In-service training should aim to extend personal job satisfaction and to empower people. Training should be planned and developed professionally.

So, to provide effective professional support, the inspection should have a clear knowledge of what to improve and how to improve, the motivation to engage in improvement, the resources and know-how to facilitate improvement and to provide feedback on the progress of others for improvement.

Generally speaking, evaluating the performance of teachers should lead to the addressing of needs via the provision of an adequate staff development programme. In-service training aims to impart information or distil information, to educate or re-educate, to facilitate change and address specific problems. In predicting possible difficulties and providing in-service training to prevent them, the inspectors will, it is hoped, to be able to prevent confusion in their schools and promote confidence instead. Without some assessment of needs, the time and money spent on the development of an individual/group can go to waste or, at least, be only of limited value. Staff appraisal and self-analysis questionnaires may help to inform development needs, but both are relatively limited and blunt instruments. There would be greater coherence at all levels. In the classroom, needs and strengths can be identified and assessed using a wide range of approaches and strategies, through individual appraisal programmes, which incorporate both appraisal interviews and basic observation data collection techniques, in addition to small and whole group developmental sessions. The developmental plan should correspond closely to service targets, which are then matched with identified individual and team or group needs.

The knowledge of what to improve needs a systematic collection of evidence rather than relying on general impressions. The reliable assessment of the needs of teachers' professional improvement should be based on data or information supported by evidence and extensive experience. These data help to guide decisions about interventions to help
development of teachers' performance, and also to monitor the effectiveness of such interventions. These interventions will take into account that individuals within a school organization have needs, aspirations and commitments, which extend beyond their membership of it. In forming a career-bond with a school, individual teachers seek their own unique and personal satisfaction in the world of schoolwork. Interventions focus on two dimensions of the teacher development - extrapersonal and interpersonal. The extrapersonal dimension refers to the technical rationality of teacher development and involves the knowledge and skills which teachers have. The development at this level refers to the updating of subject knowledge, understanding of the psychology of learning and increasing the repertoire of practical pedagogical skills. The interpersonal dimension is concerned with the fact that much of the teachers' day is taken up in an intensity of relationships. Understanding the changing nature of relationships with young students, the changing context of their lives, and developing appropriate and effective response to both their personal and academic needs requires constant reflection and adjustment. Development of this area has implications of wider issues of school discipline and classroom management procedures. The most frequent request for the development of interpersonal skills seems to be in the area of discipline. Teachers frequently demand better discipline procedures of management, or of themselves, so that they can get on with the real work of teaching and with more emphasis on learning.

There should be a system where inspectors can make judgements areas which have been published and known in advance to those schools and teachers who are going to be inspected, in order to make consistent and valid judgements. There must be reliable and good evidence that helps tackling the deficiencies or problems in the system. We also need a system in which any judgement that is made which affects people's lives, children's lives, teachers' lives, whole schools, can be attested.

After having identified the needs of teachers, what is needed is an analysis of those needs to investigate and define the most practicable interventions which should be designed on the basis of teachers' current or actual state of knowledge and skills to lead towards a required state of knowledge and skills. If there is no knowledge and skill gap, there is no need for a professional developmental training intervention. If there is a gap between actual performance and the required performance this needs careful investigation in order to propose the best methods to bridge this gap by improving the teachers' knowledge.
The stage of how to improve is a stage of planning where objectives are defined and the areas of problems are identified as a set of concerns that require analysis and correction. These concerns are of significant importance to the organization, rather than being just routine operational concerns. It is clear that a major effort is required to solve them, and new skills and approaches have to be developed. There must be a systematic assessment and evaluation.

This sort of evaluation needs to take such procedures into consideration as set targets for teachers' performance, continual support, strategies for helping teachers in the classroom, assessment of learning, feedback on the progress of improvement effort, follow-up visits, discussion with headteacher, discussion with teachers and discussion with pupils.

To promote in-service training as a major part of inspection duties

There seems to be a strong need for permanent and regular in-service /ongoing professional development of teachers as a major part of the inspection duties because of various reasons. The main reason that is worth mentioning, is that over 70% of teachers need further training or professional development because of the inadequacy and inefficiency of the non-educational pre-service programs. Twenty-six different institutions offer teacher education in various areas. Some of them have only two-year programmes after high school - either a full time course or distance learning programmes, and the others offer four-year programmes for subject teachers. Also there are many teachers who graduate from pre-service programmes which have no relation with education (some of them are engineers, doctors, etc). The qualifications of teachers are far from satisfactory. This was a result of Government policy (1990) to substitute large numbers of teachers from different Arab countries by local secondary school graduates with insufficient training. The second most important reason is that the new teachers do not go through an induction program although all teachers, in theory, are supposed to undergo some form of in-service training once every five years. In practice, the only teachers who receive in-service training do so because their schools happen to be located in the geographic area selected for donor-funded projects. Thus some teachers may be trained repeatedly, while others may never encounter any new curricula, materials or instructional practices throughout their career.
Summary

The suggested model of inspection will function at three administrative levels: Ministry of Education, Governorate and District. The role and responsibilities of each level has been specified. The suggested major responsibilities of inspection are to monitor the whole school activities, to assess schools in terms of the improvement of education, and to inform the educational administration of the areas that need improvement, to promote teachers' personal and professional development, with the aim of contributing to school development and promoting in-service training programmes and making them a major part of inspection duties.
Part Two: The Suggested Methods of Inspection

Having discussed the roles and functions of the proposed model of inspection and evaluation in Yemen in part one, it becomes necessary to suggest the methods of inspection, which will help achieve the expected tasks. The proposed methods are necessarily to be varied to suit the different purposes and roles of inspection at the three suggested levels. The methods which are to be discussed in this final part of the chapter are the most common ones recommended by interviewees as well as by the literature. The methods are:

- Classroom observation
- Demonstration
- Workshops
- Ongoing training
- Publication
- Refresher courses
- Monthly meetings.

Classroom observation

It is obvious from the literature, and from the respondents that classroom observation is one the most effective tools of knowing about the needs of teachers. Observation, in all its different forms, is a threatening and annoying experience for teachers. The presence of unknown people makes the situation in the classroom artificial; even students feel the stress and behave differently. In general, teachers react sensitively and negatively. They are suspicious and afraid of comments or different points of view and take them as criticism. Many times they make the observers feel that they are enemies. There are two types of teachers: those that get defensive about their teaching, and those that try to do whatever they think the observer would like to see in order to avoid complication and to get rid of the observer as quickly as possible. Neither the first nor the second is effective. The teachers shut themselves off, they are not able to communicate or talk about their work, they do not accept other perspectives nor do they change or improve.
In general, there are two suggested possible approaches to observation. The first is the inspection where the inspector chooses the aspects of observation without consulting the teacher and this is called surprise visit. The second is the inspection where the teacher asks the inspector to observe a certain aspect of the lesson or the whole lesson. This helps the teacher in self-training and is a means of self-observation (she/he looks at her/himself through the eyes of the observer). This is also very important for the self-confidence of the teacher. There is yet another approach of observation where teachers are informed in advance. The first step to change this attitude is to make it clear to the teacher that the observer is not the enemy but somebody who makes it possible for them to look at their own lessons through the observer’s eyes. Before the observation the teacher and the inspector should meet and get acquainted with each other to minimize any perception of threat that the teacher might have. The teacher should give the inspector some background information, e.g. about the students, the lesson structure, and the aim of the lesson. She/he can let the inspector have a look at her/his lesson plan.

The process of observation of the lesson is not enough by itself unless it is followed by what is called the post-observation phase. In this phase it is important not to meet the teacher immediately after the observation. The teacher should have the opportunity and time to calm down, to think the lesson over. When the inspector has a specific aim in observing, she/he can give the teacher some questions that can help her/him to revise the lesson, to make possible changes, to improve the lesson plan, etc. This approach has an important psychological aspect. The observed teacher does not have to react immediately, s/he has no reason to become defensive about his/her work because s/he is the first to analyse the lesson, and s/he can prepare arguments or propose a different approach.

During the post-observation session the analysis of the lesson should not be made by the observer (inspector) alone, but together with the teacher. The inspector must present his/her point of view objectively, without prejudice, without trying to be “all-knowing”. S/he must show the teacher that s/he is transferring his/her experience and expertise to the given situation to help the teacher. As any observation is to a high degree subjective, the inspector must be more of a partner than a critic. This does not mean however that in everything observer has to be “wonderful”. Objective insufficiencies must be pointed out and criticized (without undermining the observee’s confidence).
Classroom observation as mentioned in the earlier sections is one of the principal stages of inspection process, in which inspectors form many of their judgments about the school through watching what is happening inside the classroom. The attention in the suggested model, should mostly be centred on the development of the lesson not on the teacher and her/his shortcomings. It should focus on the teacher’s growth and improvement. The teacher is to be considered the most important element of the teaching-learning situation. Inspection is not looking only to the teacher evaluating for administrative or disciplinary purposes but to improve his/her performance. The inspector should make sure that she/he is not feared; rather, she/he should be accepted by the teacher. The inspector will then be able to secure the teacher’s cooperation, which is very essential.

The inspector has a special responsibility towards teachers who are new to the institution as well as the teachers at beginning of their careers. The new and the inexperienced teachers should be visited more frequently to help them adjust to their new position and environment. They all need encouragement. Most new teachers are anxious to do a good job and would like to have to be told in what respects they are doing well and how they might improve the quality of their teaching.

In brief, assessment and evaluation are ways to monitor progress during the school year or over a period of years. The normal visits of inspectors are used for assessment. Each inspector has a detailed checklist to report on and these reports are put together to make a total picture, which is set alongside work on performance indicators. This is really using monitoring for setting professional development programmes. In dealing with this assessment and the evaluation of the teacher’s performance, there must be a set of clear objectives because of the danger that bias and emotion may enter, perhaps unconsciously, to sway the inspectors judgments. Objectives state explicitly, in visible terms, what is to be done. They provide a valuable check on our motivations. In addition, they are useful in communicating our position to other people. Objectives can commonly be understood by a group of people, so the sharing of information and experience becomes more effective.

Setting clear objectives is vital in matters of performance evaluation. Objectives form a visible set of criteria against which a choice will be made. They provide teachers with the fairest possible basis for consideration and that will help setting specific professional
development training. In performance evaluation, objectives form a visible set of measures against which an assessment can be made.

Demonstration lessons

The demonstration method is an important and effective tool for stimulating teachers' professional growth and giving them confidence. In this method, which is common in Yemen and is accepted by Yemeni teachers as well as inspectors, inspectors take the opportunity of teaching one or two lessons, or arrange a few lessons to be taught by experienced teachers of outstanding merit and the teachers observe these lessons. This has been found useful as a technique of inspection. A half-hour demonstration lesson organized before classes may point out issues that many hours of lecturing and discussion will not do. The most important thing to take into account while applying this technique is that it should never be done at the cost of the pupils, whose education is a primary concern when and the observation of demonstration lessons should not be forced or made compulsory. In the researcher experience, if attendance is made voluntary, such lessons will have greater attraction and stronger motivation. To make this method of inspection really effective, its purposes and principles must be clearly understood and closely followed.

Like classroom observation, the main purpose of demonstration is to offer good service for the improvement of the teacher and their work. It should never be used to threaten the status of the teacher in the eyes of his pupils. It should benefit both the demonstrator and the observers. It should be directed to promoting the professional ability of the teachers. The teachers' observation of their own class in action should be of real benefit to her/him. Demonstration should promote the teacher's desire and enthusiasm to try some of the ideas he has in his mind in the course of his observation. I believe that demonstration can prove useful only when it provides for the teachers' needs of security and confidence and also the needs of the pupils for the solution of their problems and giving them satisfaction.

This method is suitable for Yemen, due to the shortage of qualified teachers and problems of teachers training, as mentioned in the first chapter. Demonstrations show teachers new methods of tackling problems of teaching. They are beneficial to both the observers and the demonstrator. The former gains through the realization of their need
for self-improvement and greater desire and confidence for achieving higher levels of performance. To the demonstrators, reveals their strengths, resulting in greater confidence. The appreciation they receive spurs them to do still better. Demonstration also promotes more mutual liking and better human relations.

In brief, demonstrations by the inspector and experienced teachers and the observation of the good work of other teachers is a sound practice in teacher training that begins at the undergraduate level and continues throughout the professional career of a teacher. Demonstrations should therefore be part of a planned programme for promoting the professional growth.

The second purpose could be to help solving teachers' problems. Teachers who are having a professional problem which they cannot solve themselves can conveniently request the inspector for a demonstration. This is quite useful in situations when teachers are honest in their requests, but some teachers ask inspectors to do the demonstration not because they do not know but simply to take up their time. Instead of observing teachers in order identify the strengths and weaknesses, the inspector is being observed by the teacher. In healthy situations, such demonstrations should help teachers to solve their problems. They offer an opportunity to know the special interest of pupils and to solve their problems too. For this purpose demonstrations should involve the use of the wide variety of material and resources to help the teachers and pupils solve their own problems. Also it should be remembered that a good demonstration is not one that goes on smoothly but that in which problems arise. The inspector is available for help if the demonstrator happens to be a teacher. Problems are useful for they challenge the demonstrator (and the inspector) to act on the spot. The teachers observe the demonstrator tackling a problem of concern to them in another situation in which the demonstrator and the class are working together and they can transfer the method to their own situation.

The third purpose is to integrate educational theory and practice. The demonstration lesson is a practical and vivid way of integrating theory and practice of teaching. Through it, theory can be illustrated in practice. Demonstration helps the teachers to share ideas and methods of work with the demonstrator. It shows new techniques and skills and is particularly useful for demonstrating procedures employed for maintaining pupils interests when it starts to slacken.
There are principles and procedures of demonstration to be followed such as:

a) Demonstrations should be carefully planned through the selection of situations that could help the observers. A detailed lesson plan illustrating the procedures of tackling particular problems and preparation of the materials should be proved.
b) Demonstrations should be carried out in a natural setting.
c) Demonstrations should be related to other techniques of inspection.
d) Demonstrations should emphasize details. Teaching is a complex art and no teacher however talented can possibly demonstrate in one lesson all the principles of good teaching. It is certainly not possible for a teacher to show in one lesson excellence in every phase. For example, one teacher may show excellence at “questioning” and another at the “use of illustration”. The emphasis should be on the details of a small and limited piece of work.
e) Demonstrators should be carefully selected.
f) Demonstration should always be evaluated.

Workshops

One of the main functions of inspecting is the improvement of the quality of education including the teaching-learning situation. This can be done by improving the teacher, and the teacher’s growth is best secured by co-operative study. Study by the staff as a group may, therefore, be conveniently employed as a technique of inspection for the professional development of teachers. Group studies can be made of several aspects of the teaching-learning situation, such as instructional and administrative problems, aims and objectives, policies and procedures, child study, etc. Group activity may take several forms of which perhaps the most important is the workshop. Here a group of people works together to discuss and to solve a problem of a practical nature.

Workshops can be organized not only by the central inspectors under the direct control of the MOE, but local inspectors or even the school itself can organize a workshop to address issues and problems facing their teachers, with an aim to arrive at a consensual solution. Workshops could be one of the ways where inspectors and teachers or the rest of the school staff can share values and establish ways of working, strengthening and sharpening the focus on improvement. In any case, the workshop is a powerful instrument for changing and spreading ideas, stimulating new ventures, developing
leadership and promoting human relations and improving school programmes and procedures. It can serve several useful purposes, some of which are: solving professional problems through group work, encouraging co-operation, stimulating creative activity, better utilization of resources, providing support through experts, and professional development of teachers and administrators.

**Ongoing training**

We grow and learn from training and experience and these in turn depend upon the environment in which we work. For example, schools in Yemen differ widely in their socio-physical environment. There are village schools, small town schools and those in big cities. These schools provide different experiences to their teachers and they differ in their training and past experiences. Any standardized teacher improvement programme will not suit all of them. Different programmes will have to be devised for them. In this situation, inspectors usually offer short refresher course for teachers. The duration of these courses is up to three days.

**Publications**

Publications are very important component of inspection. They come in the form of a framework of inspection which usually establishes the criteria on which schools are to be judged and sets out a code of practice governing the conduct of the inspection. These criteria are defined in detail and published in a series of inspection handbooks which are available to anyone who wishes to purchase them. This policy of what is called ‘openness’ enables schools to take account of the inspection criteria, particularly in the school development planning. Journals, publications and circulations aimed at the teaching profession, dealing with the methodology as well as general and specialized topics related to the science of education are effective in raising the teachers’ performance.
Refresher courses

According to this method, there are supposed to be annual and six-monthly refresher courses organized for the teachers. A typical refresher course is a five-day course devoted to teacher-orientation to new methods, upgrading of subject knowledge, reviewing of programmes particularly for higher classes, for further efficient learning, and special orientation on teaching subjects.

Monthly meetings

The school inspectors are supposed to arrange monthly meetings for the teachers in their schools. The meeting is normally conducted in the form of a workshop, where problems are discussed among the teachers and possible solutions are suggested. The inspector's role in these workshops is that of a facilitator rather than that of a trainer. This is an important feature where the role of inspector is changed to one who supports, rather than one who monitors, in order to maximize the individual teacher's potential and overall competence and in so doing they ensure the improvement of the quality of education for all participants.

All the eight factors mentioned above are the methods that inspectors which call upon to enhance their work and ensure they operate effectively as school improvers and to ensure that schools are making good use of their resources.

Conclusion

It is important for an effective inspection to use different methods of inspection to suit different professional purposes. Inspectors need to visit schools and observe classes to find out what the school is like, how it is performing, its strengths and weaknesses and to diagnose what makes it the way it is. It is also important that inspectors do not just say what is wrong and walk away. They are responsible for putting things right and they should identify what the school needs to do next to improve. Inspectors are required to use a range of methods such as classroom observation, demonstration, conferences, workshops, on-going training, publication, refresher courses and monthly meetings to help schools to overcome their individual difficulties and to help them learn from each other.
Also it is important that inspectors should bear in mind that teacher evaluation or appraisal should be based on clearly agreed national criteria. A reliable teacher evaluation should first and foremost be faithful to teaching. The cornerstone for evaluation schemes should be the belief that teachers wish to improve their performance in order to enhance the education of their pupils. A fair, non-threatening, valid and comprehensive evaluation system offers an opportunity to learn and develop in a situation which benefits the individual and the school and meets the prime aim of evaluation which is to improve the quality of teaching and learning. The model of inspection for Yemen proposed in this chapter would go some considerable way to making this more of a possibility.
Chapter Eleven: Conclusion

(i) Introduction

This concluding chapter of the thesis concentrates on the major aspects of the Yemeni inspection and evaluation system and speculates on possible developments based on the suggestions proposed in the previous chapters. It summarizes the key points detailed earlier on:

- The importance of inspection in Yemen
- Rationale for the change
- The inspection practice of other countries
- What might be learnt from other inspection systems
- The views of the participants and interviewees
- Outlines of a suggested future model of inspection

The chapter concludes with a summary of the main suggestions for change.

(ii) The importance of inspection in Yemen

The current Yemeni inspection/evaluation system is well aware of its weaknesses, specifically its insignificant effect on school improvement and its limitations as an accountability mechanism. These shortcomings of the current system have inspired the researcher to undertake this study in the hopes of proposing practical suggestions for improving the functions and roles of inspection as a tool of both accountability and school improvement. The suggestions put forward here result from studying the literature of the inspection practice of many systems in general and the English and Jordanian in particular. The views of the 30 Yemeni professionals as well as ten participants in the focus group discussion made the suggestions more practical and applicable. These views constitute a strong basis for putting forward suggestions and ideas for the Yemeni inspection of the future.

Concerning the present inspection system, the Ministry of Education has made several attempts to change it since its creation in 1962. These attempts were tailored to suit specific political and administrative circumstances.
To begin with, the inspection system of Egypt was adopted by the Government of Yemen because the majority of the inspectorate personnel as well as the teachers during this period (1962-1967) were Egyptians, only a few Yemeni qualified inspectors or teachers were to be found. What followed was largely a matter of trial and error. There was almost no complete and integrated system of inspection and evaluation.

The Yemeni national policy on education has emphasized the need for inspection and evaluation. Such a system is needed for further improvement of the educational system in order to pinpoint the problems and propose solutions. Inspection coordinated with effective in-service training is essential, in view of the fact that there is an inadequate supply of trained teachers and headteachers. The problem is compounded by the fact that the school population is increasing significantly, creating an enormous imbalance of well-trained teachers who are able to control large classes and provide them with a high quality education.

(iii) Rationale for the change

At present, inspectors cannot be expected to be highly motivated. This is largely because in practice they simply report to higher authorities; they have neither the ability nor the means to provide the necessary support to improve the situation in schools. In a country like Yemen education is seriously in need of more funding. Moreover, whatever funds are available must be spent on priority items, and inspectors have a role to play in identifying these. For these reasons, there is a need for a complete and wide-ranging review of inspection in order to modernize and upgrade the whole process. Educational reform is a complex issue and inspection must be seen in the light of how the educational system works as a whole.

Once inspectors are properly trained according to their expected role of school improvement and accountability, they should be responsible for reviewing the curriculum in view of how it is taught in the classroom, providing quality model lessons and manuals. Also they should be systematically upgrading teachers through regular workshops and identifying weaknesses and proposing solutions concerning school organization and management. As controllers they should also adjudicate promotions, as well as report on budget constraints, etc. Teacher training is extremely important too because over 70
percent of teachers in Yemen need further training. There is no systematic set-up to offer professional development for teachers.

An accountable and developmental inspection system will offer all Yemen schools the support to implement systematic whole school educational improvements as well as setting coherent and achievable goals in a transparent manner. There is also a need to take a fresh look at where new schools are established and how schools are funded and to consider the mechanisms for establishing professional administration and management.

The fieldwork carried out by the researcher using face to face interview and a focus group discussion highlighted the major limitations of the existing inspection system. The fieldwork also brought up a clarification of the problems which can be summarized as follows:

(A) Inspection has limited administrative authority.
(B) Inspection is mainly based on accountability rather than support.
(C) The inspector’s main task is to observe the classes and report to the higher authorities and the inspectors do not mostly follow up their recommendations.
(D) Some inspectors are not sufficiently qualified to carry out their professional duties, especially those associated with school improvement. There are no specific inspection guidelines or national criteria to evaluate the quality of education in schools.
(E) The inspection reports are descriptive and not based on evidence.
(F) Inspectors concentrate on teaching/teacher and neglect other school aspects.
(G) Inspectors are limited in the range of methods used.
(H) Inspectors carry out their duties, specifically routine visits, with no specific objectives or plans.
(I) The inspectors have almost no facilities to carry out their work.
(J) Inspectors have been found to have very limited effects on teachers’ performance.
(K) Inspectors’ performance is rarely evaluated and professional development is rarely offered.
(L) The management system at the Ministry and its branches are not aware of the importance of inspection.
(iv) The inspection practice of other systems

(A) The English experience

Looking at the functions, working methods and organizational structure of other systems of inspection, considerable differences are noted. In England, the primary duty of Ofsted inspection (as clarified by Ofsted Handbooks) is to identify strengths and weaknesses in order to raise standards. The objective is to provide rigorous external evaluation and identify key areas for action. A full inspection lasts up to a week for any particular school. This has changed from Sept. 2005. It is obvious that one of the most characteristic features of the present inspection regime in England is the attempt to match what is observed against clear externally agreed criteria. The new system does not involve so much observation and more emphasis on quality of learning and management in a school and its ability to self-evaluate. The stress on ‘targets’ is comparatively new; it arises from a growing concern with the measurement of ‘competencies’. Findings may indicate that a particular school is underachieving, has serious weaknesses or requires special measures. This will mean that the school is likely to be subject to HMI monitoring and/or require special attention and additional support.

The Ofsted Handbook on inspection provides a sound basis for evaluation. It helps schools to see external inspection as one aspect of evaluation that can be actively used to promote improvement. The most important strength of the Handbook for inspection is that all inspectors will follow a similar, but not identical procedure. The language of the framework on which inspectors base their work is a technical one steeped in the concepts of functionality and the use of measurement of components to evaluate effectiveness. The procedure is largely defined in the Handbook which is designed to cover all types of schools. The Handbook contains a variety of information, all of which could be useful to a school. However, as the researcher believes, it is written specifically for inspectors rather than for schools and is not very useful in providing advice and support to schools about management. The framework defines the standards inspectors have to meet. It gives details about the range of evidence to be collected and the criteria against which judgements will be made. It also indicates the format of the report.

On the other hand, Ofsted practice has been criticized for being too elaborate and expensive. Besides the costs, there are other negative aspects as well. At times the
inspection process appears to be too narrow in focus and too mechanistic. The criteria are also called into question and certain inaccuracies and distortions were pointed out that may lead to a distortion of the true picture of the performance of schools. (Perhaps a ‘true’ picture of schools can only be gained by unannounced or ‘spot check’ inspections which some people favour. Indeed the new system, introduced from Sept 05 gives schools only a few day’s notice.).

(C) The Jordanian experience

The Jordanian model of supervision is two-tier. The first tier is at the Ministry level, and the second is at the level of schools and the educational offices in the governorates and districts. The function of the Ministry supervision is to define the needs of the supervision at governorate and district level and to provide feedback on their activities. It works for the professional development of all the inspectors by:

1. Developing criteria for the transfer of supervisors.
2. Defining the needs of supervisors at the local level.
3. Specifying the professional needs of the supervisors and designing related programmes.
4. Analyzing supervision activities and providing feedback.
5. Disseminating good supervision practice.
6. Visiting samples of schools to evaluate local supervision performance.
7. Carrying out research studies concerning the effect of inspection on raising standards.

The framework for the new educational supervision system in Jordan was designed recently (2000) as a result of an intensive in-service training programme for all supervisors. Its central premise was being that the school is the essential unit for development.

The framework which is currently in use (2006) helps to focus activities on the teaching process in a developmental way with an emphasis on revising, reviewing and discovering needs and organizing plans for the future. It creates an academic atmosphere for organized cooperative work between the supervisor and teachers, especially at the level of academic supervision and classroom visits which are carried out as planned for and in
accordance with the needs of the individual teacher. Advice is given upon request from the classroom teacher and on a basis of strict confidentiality in order to ensure maximum cooperation between both parties. Written reports are basically descriptive and take into consideration the view of the teachers and their self-assessment following a democratic dialogue with the supervisor thus establishing a policy of bilateral responsibility. This system saves time and effort on the part of supervisors and decreases transportation costs and reduces unplanned visits, putting an end to the negative supervision and placing an emphasis on quality. School general supervisors or academic supervisors use the suggested module to evaluate performance. The responsibility for assessing teachers is assigned to the headteacher based on a total possible score of 100 percent. A written assessment from the general supervisor is attached as well as an assessment from the general specialist supervisor when appropriate.

(v) What might be learnt from other inspection systems?

All the evidence presented in the literature review of inspection models indicates that standards rise faster where schools themselves take responsibility for their own improvement. But schools need the right balance of pressure and support from central and local inspection. The inspection focus has shifted from the individual teacher or pupil to the school. The role of inspection in many countries is not just to control teachers; it is much more to serve them by giving advice, showing them how to change their practices and spreading innovations that allow schools and teachers to learn from each other.

Not all of the merits of the presented models are simply transferable to the Yemeni system because the adoption or implementation of either a borrowed or a self-developed inspection system is conditioned by several factors. It is affected to a great extent by the policies of administration. Inspection is usually a tool of government and management, and its nature is affected by the policies which are meant to be advanced and reinforced. The English system, for example, uses Ofsted inspections as a means of quality control. Such an inspection provides an external perspective and passes judgements on the quality of education of the school based on clear criteria. On the other hand, other inspection systems such as that in Scotland, consist of a system of quality assurance, which combines some external inspection with a programme of self-evaluation where responsibilities for quality are shifted to local authorities and schools. This has now occurred in England.
There is also another type of inspection which is called internal evaluation or self-evaluation where the whole process of evaluation is the responsibility of the school. The schools have a range of internal processes for monitoring their own performance and evaluating the effectiveness of their work in raising the achievement. Inspectors may wish to examine a school’s processes of self-evaluation or quality assurance mechanisms.

An extensive review of the relevant literature has shown that there are specific dimensions which any effective inspection should include. These are (a lot of this repeats the list on p. 145)

1. The relationship between inspectors and teachers should be based on professionalism. This relationship depends on the recognition of the professional status of each.
2. A detailed inspection handbook made available to schools and teachers.
3. Well planned school visits according to clear and applicable objectives that satisfy the teachers’ needs and expectations.
4. Helping schools develop and implement their plans through self-reliance in accordance with the available facilities.
5. Improving the inspection and evaluation methods as well as the practice of monitoring teachers and schools and giving teachers the opportunity to specify their professional needs objectively.
6. Developing a dissemination system within the schools and the provinces.
7. Evaluating the inspection performance continuously.
8. Establishing different levels of inspection and specifying their functions. There should be inspection at the central level and the local level.
9. Directing the inspection process for professional development of the school as a whole as well as the management.
10. Providing both accountability and improvement.
11. Varying the inspection methods to suit the different purposes.

The key challenge of nearly all inspection systems is to ensure that the reports which are produced are considered trustworthy. Reports are to be based on clear-cut evidence. They should provide information and judgements on the quality of schools including teaching and learning in order to answer the key questions: where are we now? where do we want to get to? how will we get there? and, how will we know when we get there?
(vi) The views of the participants and interviewees

The views raised by literature were supported to a great extent by the 30 interviewees and the 10 participants. The vast majority of the respondents agreed that the existing Yemeni system of inspection needed comprehensive review in terms of its practice and manpower. The purpose of inspection should be well defined and the inspectors highly qualified, selected from the most experienced teachers and equipped with the necessary facilities. They should have mechanisms for identifying the strengths and weaknesses and their inspection activities should be based on specific objectives and clear professional guidelines to judge all aspects of school activities. Also school self-evaluation should play a major part in the inspection process. In other words, inspection should play a dual role and meet the twin purposes of public accountability as well as school improvement.

Respondents reflected that an effective inspection required adequate resources, sufficient to enable all of the schools to be visited at least once a year. The structure of the current inspection system should be changed. Instead of being just a department within the Curriculum Sector, it should be an independent sector with more authorities, which would enable it to implement any justified decision. The respondents also pointed out that inspectors should be evaluated according to a new set of criteria more suited to the expected role of the inspection (accountability and improvement). Also there should be a unified inspection manual which inspectors could use to carry out their tasks professionally and inspection reports should be supported by evidence in order to be valid and reliable. The respondents also concentrated on the role of inspection carrying out the task of disseminating ideas and new approaches from one school to another, helping to generalize valuable innovations. In-service training should be a major part of the inspection responsibilities in order to provide professional support according to the real needs of the school. Finally, there was a consensus among the respondents that inspection should serve as the 'eyes and ears' of the educational authorities by providing an objective professional commentary on educational conditions for the benefit of policymakers. The inspection system should monitor the laws governing educational regulations, administrative directives, published curricula and final inspection reports should be published.
Given the weaknesses mentioned above, the researcher is of the view that there should be a major review and restructuring of both the inspection policies and the manpower deployed. Inspectors should not only carry out the routine visits and simply report what is happening in the schools, they should also provide the required support to schools as well as to the teaching staff in order to raise the quality of education. Inspection is required to establish a professional network and to establish a unified inspection system which serves different roles. In the researcher's view, district inspectors should play a supportive role because they are nearer to the school, both geographically and in terms of its culture. They should help the school implement the improvement plans suggested by inspectors at the educational offices in the governorates' centres.

The second layer of suggested inspection is to be represented by the governorate inspectors. Their role is to carry out the full inspection processes every three years. One of their key roles is accountability. They should suggest plans for the schools. Also they should play a major role in in-service teacher training programmes.

The third suggested layer of inspection is the Ministry team. Its main role is to set policies, to report to the Minister and to check the work of both the governorate and the district inspectors. This team will also be responsible for the appointment of all types of inspectors following clear and objective criteria. In addition, the team will be responsible for the evaluation of the inspectors at all levels.

The suggested roles of the inspection are six-fold:

1. To monitor the whole school activities in terms of management and leadership, curricula, instruction, human relations, staff development and community point of view, financial management, resources and self-evaluation. This kind of monitoring is to be based on clear agreed national criteria and clearly defined objectives. The suggested model assumes that improvement does not usually take place only by just monitoring teacher/teaching. There can be, as stated in Chapter 6, no curriculum development without teacher development; teachers cannot break through and sustain new practices without support at the institutional and local advisory level. They are, moreover, likely to fuel resistance to change; schools need to be understood in
their particular circumstances and with regard to their local clientele; no change effort is likely to be successful unless those responsible for its success have a sense of ownership of the change. The suggested model of inspection, therefore, will shift its focus from the individual teacher or pupil to the school. The whole school, its staff and activities should be evaluated against agreed national criteria. Inspectors should have appropriate qualifications and experience to carry out the twin purposes of inspection accountability and improvement.

The proposed inspection should monitor the educational standards achieved in the school; the quality of the education provided by the school; the quality of leadership and management, including whether the financial resources made available to the school are utilized effectively; and the moral, social and cultural development of pupils at the school. It should be a collaborative process aimed at improvement through stimulating debate that provides opportunities to devise their own means and ways of improvement. If the purpose of monitoring and evaluation is school improvement, then school improvement needs good, relevant, balanced, and specific information about the school's strengths and weaknesses, linked to its stated aims, gathered and presented in such a way that those who make the improvement happen – teachers working with children – are enabled and encouraged to understand the steps they need to take.

2. To assess schools in terms of the improvement of education, and to inform the educational administration of the areas that need improvement. To assess schools for the sake of improvement and to inform the authorities of the state of education, it is necessary to define the objectives and the performance indicators. This implies designing and producing data collection instruments, collecting data, and processing and analyzing data, report writing, and providing feedback about the results and designing corrective measures. In this suggested model, the school is viewed as the primary unit for educational development. Successful education means that each school has to be a completely integrated unit with all its subsystems working together in harmony. In order to reach this aim, integrated developmental work is needed requiring professional planning encompassing all the parameters. This requires not only expertise but also a vision of the future of state school education in Yemen. In this framework, experienced and well-trained inspectors have a constructive role to play.
In this model the role of inspection is to identify key points for action in order to promote improvement. It is to be responsible to help teachers as well as schools to overcome their problems. The inspector should function in a way that makes it possible for individuals to accept assistance. If inspectors interpret their role as that of dictators, the teacher cannot accept it. If they interpret their role as that of superiors, the other cannot accept it. If they exhibit obnoxious personal behaviour, the other cannot accept any assistance from him. If inspectors do not encourage cooperation as a way of life, then accepting assistance is an indication of weakness, and their actions make it extremely difficult for anyone to accept his assistance. The inspector can be an important factor in the antecedents of change. He can support teachers’ ideas for change, and provide needed security in case of failure. He can also communicate situational norms that support change and communicate recognition and deep concern for teachers’ change efforts.

When evaluating teacher/teaching, agreed national criteria should be followed by all inspectors and they should be available to all teachers. The focus of the suggested inspection model on evaluating teaching/learning practice is based on the belief that teachers are an important element of the teaching/learning situation. The inspectors’ evaluation of teachers is not only meant for administrative purposes, but for the sake of improving them and through them upgrading the total process. It is clear that measuring the effectiveness of teaching is complicated and involves many difficulties such as the wide variety of the concepts of teaching and efficiency, the complexity of human personality, the multitude of tasks performed by the teacher and the multiplicity of criteria. Despite these difficulties there should be clear criteria to evaluate teaching. Clear objectives and a basic framework of standards of what the teachers are expected to do while teaching and also what pupils should know, do and understand could help in sharing common views. If the Ministry of Education has goals spelt out in the curriculum that all pupils need to learn then some form of quality assurance is required to ensure that this is in fact is happening. Change usually does not happen voluntarily. People need pressure to change but it will only be effective under conditions which allow them to react, to take their own position, to interact with others and to obtain support. At the same time it is should be understood that the complexity of change is such that it is totally impossible to bring about widespread
reform in any large social system. Progress occurs when we take steps which increase the number of people affected.

3. To promote teacher’s personal and professional development, with the aim of contributing to school development. The suggested model of inspection proposes to divide teachers into two categories - newly appointed teachers and more experienced teachers. If the standard of schools is to improve, it is clearly essential to improve the quality of teaching. Teachers are principally responsible for the educational process and it is essential that an analysis of the teaching process be undertaken in order to find out the real and specific personal and professional need. Such an analysis makes it clear whether a particular process adds value by supporting the educational process within the classroom or not. Without some kind of systematic analysis, it becomes difficult to decide how improvement can be achieved in the classroom, or even to know whether it is justified or not. It also should be clearly understood that the classroom is to be seen as a part of a holistic school environment and its process, not as a separate entity. The classroom must become a creative environment where pupils and teachers are encouraged to ask questions and put ideas together in new ways. All participants should be changed by their experiences in the classroom.

4. To promote in-service training programmes and to make it as a major part of inspection duties. This is to happen through providing specialist information/advice via in-service training courses with a view to promoting changes in schools. Among educational policy makers, researchers, and practitioners, there is an emerging consensus that teacher professional development is vitally important to education reform. It seems that teacher professional development, as indicated earlier, is critically important to school improvement focused on enhanced pupil learning outcomes. These include calls to create stable, high quality sources of professional development for teachers which matters most.

5. To promote the inspection methods. Since the types of inspection are necessarily to be varied to suit the different purposes and roles of inspection, the methods must also need to be varied for the implementation of different inspection activities. The most common methods of inspection which are presented by the literature of school inspection, the responses of the interviewees and the group discussion could be adopted (see suggested inspection methods in chapter ten.
In summary, teacher evaluation or appraisal, which should be based on clearly agreed national criteria, can determine whether a teacher, new or experienced, can teach or will teach effectively. A reliable teacher evaluation should first and foremost be faithful to teaching. The cornerstone for evaluation schemes should be the belief that teachers wish to improve their performance in order to enhance the education of their pupils. A fair, non-threatening, valid and comprehensive evaluation systems offers an opportunity to learn and develop in a situation which benefits the individual and the school and meets the prime aim of evaluation which is to improve the quality of teaching and learning.

If a teacher does not meet minimum accountability standards, he or she should enter intensive assistance programmes (during holidays). There should be an agreement between the teacher and inspector, in which the teacher agrees to provide resources to help the teacher improve.

Teacher evaluation should be concerned with words, behaviours, methodologies, and pedagogies of teachers not just with what is taught. Teacher evaluation is to some extent judgement based and therefore varies according to an evaluator’s concept of teaching. This implies that teacher evaluation tends to be as effective as the people who carry it out. The need for better trained evaluators/inspectors is more evident as they are being required to be collaborative and collegial, and less directive.

6. To improve the reporting system. The suggested inspection model emphasizes that the system of reporting should be reliable, effective and based on clear criteria set out in the inspection schedule. It should reflect the individual school as it is. Its wording and style should not follow any predetermined formula. Key judgements should be clear. Reasons for judgements should be given so that the readers understand why the inspection team or individual inspector has arrived at these views. The report should come from the inspection team members as individuals and then they should work collectively to put together a range of information in order to formulate their judgements. Team members should participate in writing the report based on the criteria outlined in the Inspection Handbook. Inspectors should use these as a guide in making judgements, and should look for some indicators in each area, rather than expecting all features of good or unsatisfactory practice to be present. It is important to bear in mind that evidence for some areas can be collected fairly readily, but others
require more time and perhaps considerable discussion among the team members before judgements can be made.

Before writing the final report, inspectors should study carefully their judgements on the quality of learning, teaching and overall standards of achievement because the information is to be gathered directly through activities such as classroom observations, staff discussions, examining teachers' planning and pupils' work. The main findings of inspection should emerge gradually in a variety of ways. Frequent team meetings enable inspectors to compare findings and judgements, to share views, and to agree to clarify issues or to seek further evidence during the inspection. In arriving at overall judgements on standards and quality achieved, the data produced in the course of classroom observations is to be the key feature. During report writing, inspectors will need to take into account the findings on each subject area to reach cumulative data on overall standards. The main findings are to be available for parents, community councils, educational offices and the Ministry within three weeks of the visit. It is also suggested that the final report should be published and discussed in the Parliament.

Concerning oral reports (feedback), the inspection should have a meeting shortly after the end of inspection in the school with teachers, the administrative staff, governors and some parents. During this meeting the major issues of strengths and weaknesses will be presented. The idea behind this meeting is to let schools as well as the community know of what has been done so far by the school and what are the key issues to be addressed to facilitate improvement. According to the oral feedback, the school, including its teachers, should start reviewing their plans. In the meeting, the inspectors are not supposed to alter their judgements required or to bring evidence to support their arguments.

Prior to the general meeting, the subject inspectors should have a meeting with individual teachers. There should be a detailed discussion of the findings. Teachers should know their strengths and weaknesses. Teachers should understand clearly that the idea of the professional discussion is to promote the good practices and to avoid the undesirable practices. To avoid any confrontation in the discussion teachers should be clear that the judgements are not to be changed. They should not try to be defensive. They have the right to ask for clarification not for justification. Professional
exchange should dominate the whole discussion. If the main findings are to be unsatisfactory, it professionalism will be helpful in guiding teachers and maintaining their confidence.
Lessons learned from the literature together with the results of the face to face interviews and the focus group discussion, has enabled the researcher to suggest a new model of inspection which takes into account the Yemeni social, cultural, administrative and financial contexts. The proposed model is essentially based on moving the focus from the individual teacher or pupil to the school. The whole school, its staff and activities should be evaluated against agreed national criteria. Inspectors should have appropriate qualifications and experience to carry out the twin purposes of inspection - accountability and improvement. The appointment and selection procedures are therefore crucial, requiring at the very least the careful consideration of evidence from referees.

Appropriate training is necessary throughout an inspector's career to ensure that inspectors' qualifications and experiences do not lag behind those in the schools. It is possible that initially well qualified inspectors who remain in post for a long time may find, as a result of general improvements in the educational and training opportunities available to teachers over the years, that they are now less qualified and experienced than those they inspect.

The suggested model encourages self-evaluation by insiders (the senior teachers and some of the qualified headteachers) who are directly involved in the school based on the inspection handbook which will guide the activities. It is believed that a combination of self-evaluation and external review is the most desirable. The senior teachers and headteachers may afterwards share and compare their findings. Also it is believed that inspection reports of schools, which should be based on evidence, should be freely available to schools and the public generally. Reports should also be directly accessed via the Internet. Finally, the inspection methods need to be varied, not based solely on classroom observation, in order to bring improvement to schools.

To summarise Hopkins (2000), the proposed model regards school improvement as a distinct approach to educational change which enhances pupils' outcomes as well as strengthening the school's capacity for managing improvement initiatives.
Appendix

Appendix (1) Geographical location and culture of Yemen

Yemen is located in the southwest corner of the Arabian Peninsula and is one of the oldest inhabited regions in the world. It has a strong and distinctive culture. Sheikhs still hold considerable influence in the rural areas. This is due to the isolation of the country for which the previous rulers are to be held responsible. Modern developments, however, are now slowly influencing city life.

Yemen offers a remarkable variety in landscape. A coastal strip with a tropical character extends along the Red Sea (Tihama) and the Aden Gulf. It ends abruptly at a steep mountain ridge with several peaks well over 3000 metres. Sana'a, the capital city, is in the centre of a basin surrounded by mountains. The eastern mountains slowly descend to a rocky landscape that transforms into the great sands of the Arabian Desert.

Natural resources and economy

The Republic of Yemen was formed in May 1990 by unifying the 12 Governorates of the former Yemen Arab Republic (YAR or North Yemen) and the six Governorates of the former Peoples' Democratic Republic of Yemen (PDRY or South Yemen). The Republic of Yemen has an estimated population of about 19 million (National Census, 2005).

Annual rainfall ranges from 150 mm to 450 mm, reaching up to 1200 mm in the highlands. Scarce and diminishing supplies of fresh water restrict the total annual cultivated area to 1.4 million hectares. The main natural resources of gas and oil were discovered in 1984 (a little over 500,000 barrels a day is currently produced). The contribution of oil and gas to the Gross Domestic Product grew from 13.4% in 1990 to 33.7% in 2000. The contribution of agriculture, fisheries and forests decreased from 24.2% in 1990 to 15.4% in 2000. In general, the contribution of the non-oil sectors to the Gross Domestic Product decreased from 86.6% in 1990 to 66.3% in 2000. This means that the economy has largely become dependent upon the oil sector.

At the time of unification in 1990, both North and South Yemen had large balance of payment deficits. The first Gulf War further complicated the situation. First the massive return of migrant workers from the Gulf States and Saudi Arabia resulted in a sharp
decline in remittances, a principal source of foreign exchange for the country. Secondly, other sources of finance either declined sharply or dried up altogether; these included grants and fees which the PDRY earned by refining Iraqi and Kuwaiti crude at the Aden Refinery.

A third factor affecting the economy was a nine percent increase in population due to returning migrants and the 3.7 percent increase due to the high birth rate. The returnees created an additional burden on government finances in terms of emergency assistance and the need for additional infrastructure and social services required. With these increased expenditure requirements, and with stagnating revenue sources, the budget deficit remained large. The recent discovery of further deposits of gas and oil, the increase in the price of the oil and gas, and the recent boundary agreement with the Kingdom of Saudi Arabia may lead to improvements.

With only a modest domestic resource base, rising unemployment of low-skilled workers, more women joining the labour force, and limited opportunities for employment abroad, the country needs a development strategy that will not only lead to its earning sufficient foreign exchange to pay for what cannot be produced at home, but will also provide employment opportunities for the workers.

Given Yemen’s limited natural resources, all conceivable development paths must involve extensive reliance on the country’s most abundant resource, its people. Unfortunately, the present state of human capital in Yemen is poor, with few Yemenis having the types of skills that are necessary to participate in and contribute to a modern economy. The role of education in Yemen is therefore vital to improve the quality of life for all.

In brief, economic reform demands a qualified labour force with a balanced ratio of professional, skilled and semi-skilled workers. Currently the education system does not provide sufficient vocational training opportunities or produce graduates who can compete internationally.

Public administration also suffers from weaknesses in institutional capacity, low specialist competence, low motivation and slow rates of accomplishment among workers. This is owing partly to the low salaries, and partly to incompatibility and lack of managed integration of the two government systems after unification (World Bank Report 2005)
Appendix(2): The structure of the Ministry of Education (1962-1990)

<table>
<thead>
<tr>
<th>The Minister</th>
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<tr>
<td>The Vice Minister</td>
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<tr>
<td>The Head of Inspection Sector</td>
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</table>

### Inspection of Natural Science Departments
- Physics
- Chemistry
- Biology
- Mathematics
- Statistics
- Commercial Education
- Laboratory

### Inspection of Humanities and Social Science Departments
- Languages (Arabic, English, philosophy)
- Social Studies (History, Geography...)
- Library
- Home Economics
- Sports
- Art
- 1-4 Basic Education Inspection
- Counseling

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<th>The Provincial Educational Offices</th>
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### Inspection of Natural Science Department
- Physics
- Chemistry
- Biology
- Mathematics
- Statistics
- Commercial Education
- Laboratory

### Inspection of Humanities and Social Science Department
- Languages (Arabic, English, philosophy)
- Social Studies (History, Geography...)
- Library
- Home Economics
- Sports
- Art
- 1-4 Basic Education Inspection
- Counseling
Appendix (3): The structure of the current inspection and evaluation 1990-2004

The Minister

The Vice Minister

Deputy Minister for Inspection and Curriculum

Directorate General of Inspection

Inspection of natural science department which includes the following sections:
- Physics
- Chemistry
- Biology
- Mathematics
- Statistics
- Commercial education
- Laboratory

Inspection of humanities and social science department which includes the following sections:
- Languages (Arabic, English, and recently French)
- Philosophy
- Social studies
- History
- Geography
- Library
- Home economics
- Sports
- Art
- 1-4 basic education inspection
- Counseling

The Provincial Educational Offices

Inspection of natural science department which includes the following sections:
- Physics
- Chemistry
- Biology
- Mathematics
- Statistics
- Commercial education
- Laboratory

Inspection of humanities and social science department which includes the following sections:
- Languages (Arabic, English, and recently French)
- Philosophy
- Social studies
- History
- Geography
- Library
- Home economics
- Sports
- Art
- 1-4 basic education inspection
- Counseling
Appendix (4): Comparison between the system of inspections in Yemen, England and Jordan

<table>
<thead>
<tr>
<th></th>
<th>Yemen</th>
<th>England</th>
<th>Jordan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Years of experience</strong></td>
<td>42</td>
<td>165</td>
<td>83</td>
</tr>
<tr>
<td><strong>The purpose of Inspection</strong></td>
<td>Accountability and improvement</td>
<td>Accountability and school improvement</td>
<td>Accountability and improvement</td>
</tr>
<tr>
<td><strong>Recruitment/Selection</strong></td>
<td>Inspectors are selected from teachers with minimum 6 years of teaching experience. Inspectors are interviewed and the selected ones need to work for one year as a counterpart with experienced inspector</td>
<td>Teaching qualification in a specific subject with minimum 10 years of good experience except for the lay inspector who requires no specific qualification. There is an interview and 5 day compulsory training.</td>
<td>Inspectors are selected from experienced teachers and headteachers with specific teaching qualification. The selection is based on their previous records (very good and above) and ten years of teaching experience in addition to interview.</td>
</tr>
<tr>
<td><strong>Working condition</strong></td>
<td>Permanently appointed (civil servant)</td>
<td>Fixed-term contracts</td>
<td>Permanently appointed (civil servant)</td>
</tr>
<tr>
<td><strong>Areas of Responsibilities</strong></td>
<td>-evaluating teaching/learning -reporting -training -monitoring resources -exam results</td>
<td>- evaluating the whole school's activities, -monitoring contracted inspectors, construction database and disseminating good practice -advising government -reporting</td>
<td>-evaluating teaching/learning -providing in-service training -reporting</td>
</tr>
<tr>
<td><strong>Role of inspection in educational policy</strong></td>
<td>Reports to the local and central authorities regarding the observed practice schools</td>
<td>Provides advice to the Secretary of State on formulating preparing the policy standards</td>
<td>-The inspection reports advice to the Minister of Education</td>
</tr>
<tr>
<td><strong>The position of the inspection</strong></td>
<td>reporting to the authorities addressing</td>
<td>It advises the Secretary of State, the curriculum authorities, awarding</td>
<td>It provides advice to the Minister of Education and to the local authorities</td>
</tr>
<tr>
<td><strong>The inspection Process</strong></td>
<td><strong>Methods of Inspection</strong></td>
<td><strong>Instruments</strong></td>
<td><strong>Judgment and its consequences</strong></td>
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<tr>
<td>It is based on unsystematic surprise visits</td>
<td>Classroom observations -reading school plans and other document -exam results</td>
<td>There is no agreed national framework or handbooks</td>
<td>Inspectors grade aspects of standards on a 4-point scale; 1 represents and 4 represents poor. There is no consequences of</td>
</tr>
<tr>
<td>It consists of these phases: preparation, visiting school, reporting, purposeful surprise visits and follow-up.</td>
<td>Questionnaires, interviews, classroom observations, tests/examinations, collection of documents</td>
<td>-Framework for the inspection of schools which sets out the matters to be inspected, the sources of evidence to be taken into account, criteria by which evidence is to be evaluated and lays down the formal and content of the report. -Offset Handbooks for the inspection of schools (more detailed and separate guidance for all different education sectors on all aspects of inspection)</td>
<td>Inspectors grades aspects of schools on a 4-point scale; 1 represents excellent and 4 represents poor. Teachers and headteachers are replaced and moved from their</td>
</tr>
<tr>
<td>Scheduled visits, surprise visits, follow-up visits and reporting</td>
<td>Classroom observation, workshops, model lessons, analyzing examination results and research.</td>
<td>-There is an inspection framework, but it does include criteria by which evidence is to be evaluated. -It provides teachers with specialist educational manual and well as teaching modules including model lessons for each field of specialization.</td>
<td></td>
</tr>
<tr>
<td>Outcome of the Inspection</td>
<td>Reports on general aspects of schools including the conditions of the school building.</td>
<td>-reporting on individual schools/institutions -reports on HMI-led inspections -reports on aspects evaluation -reports on organization -reports on the educational System</td>
<td>Reports on both teaching and management</td>
</tr>
<tr>
<td>---------------------------</td>
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<tr>
<td>Follow up Procedures</td>
<td>No systematic follow up</td>
<td>All contracted inspection reports contain a set of key issues for action. It is the role of the school to submit an action plan within a limited period.</td>
<td>Inspectors follow up the written instructions during the following visits</td>
</tr>
<tr>
<td>The evaluation of the inspectorate</td>
<td>There is no evaluation</td>
<td>There is external evaluation of the work of inspectors through monitoring, interviewing, and analyzing the work of the inspectors</td>
<td>The central inspectors evaluate the district teams.</td>
</tr>
</tbody>
</table>
| Types of inspection | -Centralised team  
     -Governorate team  
     -District team | -HMI are government employees monitor the system  
                -Ofsted are independent contracted for each inspection | -Central team  
                -District teams which consist of general supervisors and specialized supervisors  
                -There are units for Research |
Appendix (5): The Interview schedule

1. What are the main strengths of the current inspection process?
2. What are the main weaknesses of the inspection process?
3. What is the effect of the present inspection on education in general and on teaching in particular?
4. Is the current system able to identify the areas of improvement? If not, why not?
5. Have you ever changed your style of work as a result of inspection feedback, reports, training, demonstration teaching or other activities?
6. How would you define effective inspection?
7. Does inspection play a significant role in school improvement or school development? If not, why not?
8. How do you evaluate the validity and reliability of the information reported by inspectors?
9. What is, in your view, the future of inspection in Yemen?
Appendix (6): Ethical Guidelines

Researchers should be fully aware of the ethical issues involved in their work and adhere to the following basic principles:

1. Responsibility for all procedures and ethical issues related to the project rests with the principal investigators.

2. Research should be conducted in such a way that the integrity of the research enterprise is maintained, and negative after-effects which might diminish the potential for future research should be avoided.

3. The choice of research issues should be based on the best scientific judgment and on an assessment of the potential benefit to the participants and society in relation to the risk to be borne by the participants. Studies should relate to an important intellectual issue.

4. The researcher should consider the effects of his/her work, including the consequences or misuse, both for the individuals and groups among whom they do their fieldwork, and for their colleagues and for the wider society.

5. The researcher should be aware of any potential harmful effects; in such circumstances, the chosen method should be used only if no alternative methods can be found after consultation with colleagues and other experts. Full justification for the method chosen should be given.

6. The research should be conducted in a competent fashion, as an objective scientific project and without bias. All research personnel should be qualified to use all of the procedures employed by them.

7. The research should be carried out in full compliance with, and awareness of, local customs, standards, laws and regulations.
8. All researchers should be familiar with, and respect, the host culture. Researchers undertaking research on cultures, countries and ethnic groups other than their own should make their research objectives particularly clear and remain aware of the concerns and welfare of the individuals or communities to be studied.

9. The principal investigators' own ethical principles should be made clear to all those involved in the research to allow informed collaboration with other researchers. Potential conflicts should be resolved before the research begins.

10. The research should avoid undue intrusion into the lives of the individuals or communities they study. The welfare of the informants should have the highest priority; their dignity, privacy and interests should be protected at all times.

11. Freely given informed consent should be obtained from all human subjects. Potential participants should be informed, in a manner and in language they can understand, of the context, purpose, nature, methods, procedures, and sponsors of the research. Research teams should be identified and contactable during and after the research activity.

12. There should be no coercion. Participants should be fully informed of their right to refuse, and to withdraw at any time during the research.

13. Potential participants should be protected against any and all potentially harmful effects and should be informed of any potential consequences of their participation.

14. Full confidentiality of all information and the anonymity of participants should be maintained. Participants should be informed of any potential limitations to the confidentiality of any information supplied. Procedures should be put in place to protect the confidentiality of information and the anonymity of the participants in all research materials.

15. Participants should be offered access to research results, presented in a manner and language they can understand.

16. All research should be reported widely, with objectivity and integrity.
17. Researchers should provide adequate information in all publications and to colleagues to permit their methods and findings to be properly assessed. Limits of reliability and applicability should be made clear.

18. Researchers are responsible for properly acknowledging the unpublished as well as published work of other scholars.

19. All research materials should be preserved in a manner that respects the agreements made with participant.
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