

## **A Participatory and Democratic Education Administration Model: Local Education Boards**

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### **Abstract**

This article presents a mixed method study on how to develop a participatory education management model as an alternative to the Turkish education administration system. Consisting of qualitative and quantitative methods, the mixed research method has been adopted to acquire the required data. Qualitative phase the education administration systems applied in OECD member countries, documents and reports available in the literature were evaluated. To reach wider masses, an online survey aiming at collecting the views of teachers and administrators was carried out by using the quantitative phase of the mixed method. This study has laid it bare that the principles of good governance, common sense, transparency, accountability, participation, democracy, effectiveness, efficiency, and sustainability stand forefront in educational systems that adopt the participatory education boards model. Eventually, a board/commission oriented local education administration model has been designed and developed as an alternative for the Turkish educational administration system.

**Keywords:** Education Administration, Local Education Boards, Participatory Administration

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## INTRODUCTION

Education administration is a special area of Public Administration (Taymaz, 2000, p. 17). Having been formed by the decree having the force of law within the frame of the Organization and Duties of the Ministry of National Education (MoNE), the educational administration structure of Turkey is unitary and centralized so as to function from the top administrative unit to the lowest administrative unit. Educational policies are determined centrally (Balci, 2013, p.27). Decisions are taken by the top authorities and applied to the subunits. Persons to occupy administrative seats are selected and appointed through top-down decisions taken by the Ministry. In general, there is an organization, of which structure is based on "directorates". Directors of the respective units are appointed according to the principles and procedures specified in the respective laws and regulations. However, the political views of the individuals are usually taken into consideration rather than their competencies while assigning them as directors. Schoolmasters are in the status of civil servants who mostly perform bureaucratic procedures (Aç kal n, 2014) Decisions are usually taken and executed by administrative authorities. The state with its national integrity anxiety, strictly centralized, bureaucratic, and vertical hierarchical structures has turned into a giant organism that has lost its ability of thinking. In this sense, the structure and functioning of the centralized National Education System should be changed Şahin (2003)

Accountability, transparency, democracy, administration processes, sustainability, scientificity, participation in decision-making processes, competition, efficiency, and flexibility, all of which are fundamental components of education administration, are generally not taken into consideration in such an educational administration; whatever the administrator says should be accepted without questioning because he/she knows it best. In Turkey Accountability, transparency, democracy, administration processes, sustainability, scientificity, participation in decision-making processes, competition, efficiency, and flexibility, all of which are fundamental components of education administration, are generally not taken into consideration in educational administration. Whatever the educational administrator says should be accepted without questioning because he/she knows everything best. Despite they manage education in this way, most of the scientific studies conducted on the leadership qualities of the education administrators and how they implement and manage education show a high level of satisfaction with school principals (Cemaloğlu & K l nç, 2012, p 165; Göksoy et al , 2013, p 18; Serin & Buluç, 2012, p 435; Şekerci & Aypay, 2009, p. 156). In few studies, the failure of these administrators in education administration is highlighted (Summak & Özgan, 2007, p 261) However, the program for International Student Assessment (ISA) exam reports and Gross Domestic Product (GDP) averages, which can be considered as tools that best express the economic, social, and educational situation of a country show that Turkey falls far behind the Organization for Economic Cooperation and Development (OECD) average (Table 2 and 4).

The need for such a transformation and introducing a contemporary education administration model as an alternative to the current Turkish education administration system and clear the way towards better standards, constitutes the core of this study. By adopting not only the pragmatic, interpretative, and social constructivism philosophy but also an understanding that life experiences are ontologically important, epistemologically shaped as cooperation and experience, and axiologically based on respect for personal values, this study sought answers to some questions such as "What have the OECD countries done in education administration so far", "What kind of education administration approach is needed", and "How we should choose the managing staff" Methodologically, the mixed research method and an inductive approach have been followed (Creswell 2017:36). This research is a mixed-method study. Using the exploratory consecutive design, the interpretative framework has been followed. The reason for choosing mixed method is that qualitative and quantitative data alone are not sufficient (Creswell, 2019, p. 15).

The authors personally collected the data and added their academic and administrative experiences to methodology and model development. Qualitative and quantitative data were used in the study. Qualitative data were collected from the literature and OECD reports, quantitative data were collected through a questionnaire from teachers and administrators working in Seyhan district with the

permission of Adana Governorship. Test-retest analysis was applied to measure the validity and reliability of the questionnaire. The questions mentioned above have been answered by interpreting the acquired qualitative and quantitative data. The model proposal was created in the line with the qualitative data, the academic and administrative experiences of the authors and especially the views of the quantitative sample group.

This study presents an educational administration structure, which is implemented in various countries in education administration but should be implemented for all levels of education that have not been subjected to scientific studies yet. Such studies in the field have generally been conducted as school based. This study covers the entire education administration system and presents a sustainable education administration system based on local education boards model. The study provides an alternative educational administration model for authors and policymakers. It is thought that it will allow new scientific studies to be made to establish the details of the model.

Globalization and neoliberal policies that started in the 1980s with the support of the World Bank (WB) and the Organization for Economic Cooperation and Development (OECD) have brought significant changes in the fields of economy, politics, and administration. Eventually, these significant changes have played a crucial role in taking concrete steps towards the localization in sustainable educational administration (Doğan, 2016, p 1795) The World Commission for Environment and Development (WCED) report that published by the United Nations in 1987 (WCED, 1987) defines the principles of sustainable development. Agenda 21 of the United Nations Conference on Environment and Development (UNCED) "World Summit", which was held in Rio de Janeiro in 1992, also defines the concept of sustainable development and governance (Güneş & Beyazıt, 2012, p 26) In 1999 and 2004, the OECD defined the principles of sustainability and governance and made recommendations to all member countries on implementation. The countries, which embraced and reflected the principles and concepts defined in the WCED report, as well as in the UNCED Agenda 21, and OECD's recommendations on sustainability and governance to their education administration system, have achieved to go beyond the world standards in terms of educational, social, and economic development (Table 2 and 4). In spite of engaging in all the aforementioned events as an OECD member country, Turkey hasn't made any change in her education administration system and still maintains her education administration approach that has been going on since 1960s It is a solid fact that Turkey's educational administration system needs to undergo substantial change and transformation. Education is such an important issue that it cannot be managed with decisions taken by a single authority .it is necessary to adopt more contemporary administration approaches. An education administration model, which adopts common sense, sustainability, transparency, accountability, inclusive governance, rivalry, democratic values, and participation, will inevitably pave the way for Turkey to achieve the educational, social and economic levels of the developed countries.

Tendencies of regionalization and localization that have emerged as an aftermath of globalization have led to new administration approaches (Ökmen et al , 2004) Concepts such as globalization, localization, governance, privatization, and administrative reform are at the core of these new administration approaches (Baysal, 2017). The concept of governance comes to the fore with an understanding that embraces co-administration, rapid change, customer-orientation, and market-based concepts. Furthermore, it brings a decentralized administration approach, which is based on a society-centered understanding rather than a state-centered-one, to the fore (Ökmen et al , 2004) The public, civil society, and public cooperation constitute the core philosophy of this understanding, and joint administration is essential. It is based on participation and contributes to the development of democracy (Şişman & Turan, 2003) All of these are signs of good governance, and it is necessary to understand thoroughly their theoretical framework in order to apply them appropriately.

Governance theories have come to the fore in the past few decades with the promise of limiting the role of the state and promoting democratic ideals in the delivery of public services, working through local mechanisms such as governing bodies, boards, and councils, rather than those of the state (Villadsen & Dean, 2012, s. 401). This situation is mostly expressed through corporate

governance. Leblebici et al., (2012, p. 88) define the concept of governance in three ways as corporate governance, good governance, and public governance;

*"Corporate governance is generally related to the administration and accountability provided by the internal systems and processes in any organization. Good governance is a form of social, political, and administrative governance that has been expanded by transnational and/or international organizations such as WB, UN, OECD, and the EU. Public governance is related to socio-political approaches and public policies, administration, network, and contract governance".*

By underlining the crucial role of accountability, responsibility, transparency in achieving the objectives of the corporate, Bordean et al., (2011) state that corporate governance has a broad scope covering organizational behavior, law, finance, sociology, strategy, and economy. Joint administration makes civil society and public participation stronger than administration led by bureaucratic, political, and expert authority, and ensures a more horizontal, smooth, and democratic administration system. (Gobby & Niesche, 2019). The way corporate governance works varies depending on various factors such as the country's culture, economic situation, and organizational structures; furthermore, corporate governance is constantly dynamic, and constantly open to adopting the emerging conditions related to competitiveness (Fernández-Fernández, 1999)

Public institutions and especially the business world have been trying to keep up with the administrative changes and continuous development by amending their administration approaches with governance-based administration structures. Especially after the 1990s, developed and developing countries started to manage their administrative structures with working groups called boards or commissions, where decisions are taken by certain groups. The ever-increasing corporate influence in the business world has led to the need of improving the corporate governance framework for the protection of shareholders, and eventually, diversity has become an imperative factor in improving the monitoring and leadership functions of the boards (Pechersky, 2016, s. 87). The Boards are the direct representation of the shareholders in the company and serve as a control and monitoring tool for the protection of the interests of the stakeholders (Pechersky, 2016, p. 89). Boards are preferred as they have a more democratic and proactive role in the administration of the organization (Stevenson & Radin, 2015).

The Boards, which constitute the linchpin of corporate governance, have been defined as the most important part of corporate governance due to their central role in corporate decision making. Boards are the main element of governance and therefore, board elections are very important as well. Many studies available in the literature have adopted agency theory and organizational theory in explaining the role of the Boards in making decisions on behalf of the stakeholders (Chen et al., 2011). Another role of the Boards is to provide key external resources, including legitimacy, advice, advocacy, external funding, and links to other organizations (Chen et al., 2011); the resource dependence theory and transaction cost theory have been adopted to explain the role of the boards in providing external resources and achieving efficiency in cost (Chen et al., 2011). The board considers the presence of the Chairperson and the CEO, whose roles are clearly distinct, as an indicator of its formal structure. Boards consist of a combination of independent internal and external members that formally appointed. Social interactions within the Board may lead to an informal social networking structure. This informal networking may affect the perceptions of the board members in the decision-making processes regarding a series of events. In this regard, board members need to be assigned among individuals, who are independent of the organization, and who are well-equipped and experienced to live up to the administrative expectations (Stevenson & Radin, 2015, s. 427). Fernández-Fernández (1999) puts forth the following recommendations for the selection of the Board of Directors;

*" the board should consist of professionals ranging from 5 members to 10 members. these members should select an independent manager among themselves. It should clearly state its mission and general supervisory principles. It should adhere to the principles of transparency*

*and impartiality. An auditing board should be selected from the executive sub-directors. An independent auditing board should audit the actions of the board of directors. In case of failure, the regulations should stipulate an obligation on the members and chairpersons of the boards of directors to resign. It should have an age restriction for the chairman of the board of directors and the executors to be appointed. Board regulation should be prepared to prevent conflicts of interest. Institutional communication mechanisms should be established. External audit reports should be shared transparently. Annual reports should be created and published within the framework of governance principles”.*

Pechersky (2016) highlights that it is essential to take into consideration the diversity, creativity, strategic thinking, and decision-making abilities while choosing the members of the board of directors. Again, Pechersky (2016) and García-Sánchez et al., (2015) define the diversity as the inclusion of individuals from different industries, non-governmental organizations, and educational background; adding that such a diversity also covers age, ethnicity, and gender. They also highlight that the percentage of women holding corporate board seats have significantly increased. Consequently, having such a diversity in the board have positive effects not only in achieving sustainability, productivity, and improving the overall performance of the corporate but also in reflecting the crucial role of women board members in ensuring the state welfare. Thus, it is concluded that diversity can be valid for a given situation and can be used as a social benefit in re-representation rather than universal financials (Pechersky 2016). When this result is interpreted for education, the study conducted by Honingh et al., (2020) can be shown as a reference. In their literature analysis about the effect of educational boards on student achievement, they determined that there is a relationship between the internal and external connections of the boards and the achievements of students and that the boards contribute positively to student achievement. Another significant finding of their study is that the participation of parents in the education boards and the diversity in the education boards has positive effects on the quality of education. Similarly, the study conducted by Saatcioglu et al., (2011) concludes that the internal and external connections in school boards are of importance in terms of providing positive contributions to financial issues and academic results. This situation can be considered as a sign that education boards have a crucial role in activating different dynamics in education.

Anderson et al., (2007) underline that the transformation of the board of directors into a strategic business partner of corporates and organizations not only offers the opportunity to produce a superior administration regime, but also has significant impacts on the board monitoring outcomes. This provides opportunity to introduce different perspectives to strategy, risk administration and planning of execution, and to produce better decision results and better performance. Recent studies on the administration point out that cooperation and closer relations between the board and the executors are necessary to reduce the bureaucratic processes and counteract the excessive monitoring and control that could have negative effects on organizational outcomes (Anderson et al., 2007).

In addition to all these, there are also studies that perceive the theory of governance negatively and criticize it harshly. For example, Bayramoğlu (2005);

*Bayramoğlu puts forth, “... The theory and practice of governance is a model of political power that surrenders the future of societies to the bare domination of the capital class by excluding all working classes except the ruling class through various mechanisms. Governance, a concept that claims to change administration in a way that includes non-state actors, that is, in the sense of governing together, is a new model of political power. The demand for the removal of all obstacles in front of the market by considering the interests and rivalry priorities of the national capital class, which is under the direct influence of the international capital network, determines the fabric of this governing model.”*

Public education systems have undergone various reforms regarding administrative decentralization, corporatization, and strengthening community participation (Gobby & Niesche 2019). In the sense of a paradigm change, this structural transformation stands before us today as a

reality with many economic, social, political, cultural, and administrative consequences (Ökmen et al , 2004). Since the 1980s, the office-professional organization of the public sector of many OECD countries has been transformed into a private sector business image through the policy of economic activism (Rose, 1999). Corporate governance forms adopted by the public sector value and encouraged entrepreneurs. Local administration of resources has provided the opportunity for accountability to the central government through organizational competitiveness, flexibility and revenue seeking, and data-driven auditing and performance comparisons. In many countries, education administration systems have not been affected by the idealization of the companies as a general model of social and economic behavior (Ball, 2007, Gewirtz, 2002).

In recent years, public institutions have undertaken various deep studies in this field and especially school administrations have been introduced with concepts such as joint administration and school-based administration. The process has started with localization and continued with the understanding of school-based administration and decentralization. Thus, societies were given decision-making responsibilities through locally transferred schools and positioned as consumers of public services, corporate governance and leadership types were created, and they started to exhibit entrepreneurial and market-type behaviours (Gobby & Niesche, 2019, p. 586). Having been transferred to the public, schools have attained a controlling and monitoring function for the benefit of society. The impact of this change in the field of administration has also made itself apparent in the education administration system. Some countries manage educational institutions with directors, while others manage educational institutions with boards, councils, unions, or committees (Table 2). Some of these boards are advisory and some are executive boards. To fully understand how the boards/commissions/union or committees manage the corporation or institution, it is necessary to have a good understanding of their establishment and operational structure.

Sezen (2003) refers to the board of directors as a group of people who come together to carry out functions such as making decisions, expressing opinions, or making suggestions, and talks about administrative bodies such as delegations, councils, committees, committees that can sometimes be used synonymously with the board. Highlighting that administrative bodies such as delegates, council, commission, and committees can sometimes be used synonymously to the board, Sezen (2003) defines the board of directors as a group of people gathering together to express their ideas and make decisions required to achieve the best performance. There is no difference between these administrative bodies that refer to the board of directors. The common characteristic of these bodies is that they have multiple leaderships, unlike institutions operated under the administration of a single leader (Sezen, 2003). Power is not in one person's hand; it has been distributed. Several countries have overcome all difficulties and achieved this and consequently, they have achieved high levels in education and economy (Table 2 and 4).

Sezen (2003) states that working with boards/commissions has several advantages as it provides democratization in administration, prevents the centralization of authority, contributes to the establishment of a culture of conciliation, ensures the sharing of knowledge and experience, and creates an appropriate environment for communication and coordination. Besides, Sezer draws attention to some disadvantages as working with boards/commissions can slow down the decision-making process, can lead to the distribution of responsibilities, can turn into an arena of conflicts between individuals and institutions. Sezer also considers it as a disadvantage that the way the boards/commissions are formed can determine the way of functioning. (Board members having political ties negatively affect the work). Despite all the disadvantages, countries that have chosen to manage today's education administration systems with boards have reached very important positions in terms of education quality and economic welfare. Countries that localized their educational administration systems have surpassed OECD averages in PISA tests and achieved gross domestic product exceeding OECD average (Table 4).

Scientific studies conducted on education administration are available in the literature. However, most of these studies have focused on the current education systems, school-centered administration, and school-based boards. However, the business areas, service sectors, and consumer

perceptions that altered with the effect of neoliberalism and rapidly developing technology have made it a necessity to adopt the education board model in all areas of educational administration. The education sector must now be managed like large corporates and must renew itself rapidly in the line with good governance principles. Most of the developed countries (Table 2) have achieved this and the top ranks in terms of development and welfare. This study reveals that all relevant fields of education should be managed with good governance principles through educational boards. This study not only includes the views of education stakeholders but also examines, tabulates, and interprets the educational administration structures of various countries, international exam successes, and OECD development ranks, and consequently proposes an educational model; namely local education boards model, for all units concerning educational administration.

### **Purpose of the study:**

This research aims to develop a local education management board model based on boards/commissions for Turkey in line with the education management models of OECD countries and the views of teachers and education administrators.

### **Problem Statement**

The Turkish Education Administration system has an extremely centralized structure. Participation of local units and people in decision-making processes is very limited. The education system that based on directorates can't be considered democratic as long as it is subjected to the decisions taken by a single authority. Such an organization in the Turkish education administration system has negative impacts on the quality of education, social life, and sustainable growth and development.

### **Sub problems**

1. Education stakeholders in Turkey complain about the education management system.
2. Education stakeholders want a more modern and participatory education management model.

## **METHOD**

The mixed research method has been used in this study. This study has adopted to use mixed method as the events and facts are not simple and one-dimensional, the data collected by different methods need to confirm each other and the outcomes need to have strong credibility (Y ld r m & Şimşek, 2013) The exploratory sequential pattern was used as the research design (Creswell, 2019, p.6). Based on the data obtained through qualitative data analysis, a questionnaire called "How to Manage Education" was prepared to be used in quantitative study. The purpose of this design is to collect, analyse, diversify, and compare the results of qualitative and quantitative data and combine the results from two data groups or confirm one data set with another (Y ld r m & Şimşek, 2013; Büyüköztürk et al , 2014; Creswell, 2019, p 6) The survey consists of closed-ended questions, and classified questions where single and multiple options can be marked (Büyüköztürk, 2005) The questions were prepared by making use of the data obtained from the analysis of the education administration models of 16 OECD countries and the literature on boards of directors. The survey was done in line with the principles of the exploratory sequential pattern. Due to multiple answers, the number of "N" exceeds the sample volume.

### **Population and Sample**

In the study, purposive sampling method for qualitative data and random systematic sampling method for quantitative data was chosen (Creswell, 2019; Y ld r m & Şimşek, 2013) In order to acquire data through qualitative method, 16 countries, of which PISA test averages and gross domestic

product are above OECD averages, among 36 OECD member countries have been selected as the sample group. Education administration models of these countries were examined. For the quantitative dimension, 8,118 teachers and 696 administrators working in a total of 232 formal and non-formal educational institutions in Adana province Seyhan district in the 2016-2017 academic year were taken as the population.

Yazıcıoğlu and Erdoğan (2004, p. 50) indicates the sample size as 370 for population up to 10,000 for  $\alpha = 0.05$ . Based on this calculation, the sample size in this study has been determined as 370 teachers and administrators. To ensure reliability and validity, the schools in Seyhan district have been listed alphabetically and halved into two groups on the basis of the number of teachers and administrators who participated in the survey (Table 1).

**Table 1 Number of Formal and Non-formal Education Institutions, administrators and teachers in Seyhan District in 2016-2017 Academic Year**

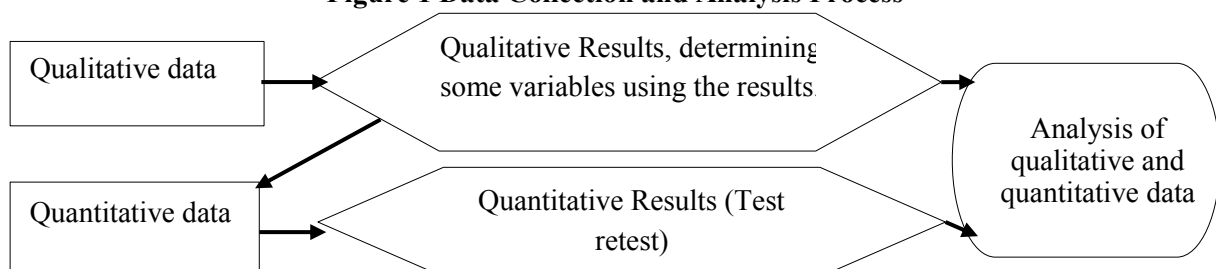
Item	Non-formal and Formal Educational Institutions	Group1	Group2	Total Number
1	Educational Institutions	115	117	232
2	Number of Teachers	4075	4043	8118
3	Number of Education Administrators	387	309	696

### Data Collection Tools and Process

The data collection process was carried out according to the exploratory sequential pattern which is indicated in Figure 1. Two types of data were collected in the study. One is qualitative and the other is quantitative. The exploratory sequential pattern proposed by Creswell (2019, p. 6) for mixed-method research was used in data collection. Through document and report review, written and visual materials containing information on subjects aimed to be investigated have primarily been analysed and evaluated. Reports have been taken from MoNE PISA and OECD reports and websites of related institutions and organizations.

Considering the results acquired through the qualitative method applied in the initial phase, a questionnaire form was prepared to collect the teachers' and administrators' views and learn what they think about managing the education with local education boards (İslamoğlu, 2011). The survey questions were prepared by making use of the data obtained from the analysis of the education administration systems in OECD countries and the relevant literature. The concepts that make reference to the survey questions are given in Tables 2 and 3. The questionnaire consists of 16 questions and two sections; first section contains 7 questions about personal information and the second section contains 9 questions about preferences. A group consisting of 20 administrators and teachers were interviewed face to face on site, and the questionnaire has been revised according to their feedback. Thus, the content validity of the question items created for the survey has been tested and ensured. The survey questions consist of closed-ended multiple-choice questions that allow the teachers and administrators to mark more than one of the available answer options at the same time. In order to collect data, the survey has been sent electronically to the teachers and administrators in Seyhan district of Adana province via a link address (Google Survey), after obtaining the required legal permission.

**Figure 1 Data Collection and Analysis Process**





### **Reliability**

Both groups (group 1 and group 2) specified in table 1 have been subjected to the questionnaire separately. The results acquired via the questionnaire for each group have been tested for normality distribution. For test one, the skewness value has been measured as Skewness = (-0.996 – +0.216), and the kurtosis value has been measured as Kurtosis= (+0.516 – +0.428), while for test 2, skewness and kurtosis values have been measured as Skewness = (-1.00 – +0.216), and Kurtosis= (+0.730 – +0.428). In their study, Tabachnick & Fidel (2015) accept the values between (-1.50) and (+1.50) as the normal distribution of data, and again, George & Mallery (2010) assume the values between (-2.00) and (+2.00) as an indicator of the normal distribution of the data. Since the data are in a normal distribution, the Pearson Correlation test, which is one of the parametric tests, has been used for correlation analysis. In the correlation analysis conducted between Test 1 and test 2, the values in the test averages correspond to  $r=0.961$  while the values in the test percentages are  $r= 0.960$  and  $p<0.05$ . Cronbach's alpha, which reflects the test score reliability and internal consistency, is equal to 0.978. This indicates that there is a high level of positive directional correlation between test retesting measurements. A significant relationship between the test-retest measurements of the scale items means that the stability, consistency, and reliability of the measurements are high (İslamoğlu, 2011). At each stage of the study, the authors have made decisions together; they have debated and concluded what research method to be used for the study, where and how the data would be acquired, what data analysis methods to be used, how tables, figures, and forms to be formed, and how to compare and report the collected data. The authors have associated the results and data and saved the research data electronically for presentation upon request by other parties. Yıldırım and Şimşek (2013) assume that conducting a study through decision-making processes is a factor that increases the reliability of the study.

### **Validity**

It has been supported by various reports to eliminate possible biases that may occur during the collection of qualitative data. The data were tabulated, and direct quotations from scientific studies were frequently included to demonstrate that the study presents data on what it claims to measure. This approach makes positive contributions to the validity of qualitative data (Yıldırım & Şimşek, 2013). When collecting quantitative data, it was observed that there was greater participation (421) than the predicted sample group (370). Data were collected electronically. Survey participants e-mailed their survey answers to the researcher via their personal computers or mobile phones. To ensure confidentiality, the data were collected directly in the researcher's mail, and the possibility of the second parties accessing the data was eliminated. Participants gave their answers with their own free will. The fact that the number of participants is higher than the predicted sample group and that the data are secured in a confidential environment clearly indicates that the internal and external validity of the research has been ensured.

### **Analysis of Data**

Both the qualitative and quantitative data analysis process has been carried out according to the exploratory sequential pattern given in Figure 1. Within the scope of the exploratory sequential design, some tests such as test-retest, normality distribution, and correlation tests have been conducted to determine the reliability and validity of the data. Data concerning education administration systems implemented in 16 OECD countries have been acquired from various scientific studies. PISA test averages and GDP per capita of these countries were downloaded from the web page of the MoNE and OECD. The information added to the forms, the opinions of the teachers and administrators, the knowledge and experience of the authors who have academic and administrative experience, the "How to manage education" questionnaire was sent to the schools and applied to the teachers and administrators twice with the pretest-retest method. The questionnaire, which was prepared by taking into consideration the information added to the forms, the opinions of teachers and administrators, the knowledge and experiences of the authors who have academic and administrative experiences, was sent to schools, and applied twice to the teachers and administrators through test-retest method. Test-

retest was conducted for the validity and reliability of the questionnaire. The correlation between both tests has been examined. Reliability, normality distribution, and descriptive analyses have been conducted according to data acquired via test 2. Statistical Package for the Social Sciences (SPSS) 21 package program and Microsoft Excel office package program were used for the necessary statistical analysis of the collected data for the sub-problems of which answers were sought in the framework of the general purpose of the research. The data collected is a form of feedback and have been tabulated and ordered within itself through information processing. The data have been subjected to tests for validity, reliability, normality distribution, and Pearson correlation test, as well as descriptive statistics.

## FINDINGS

### Qualitative findings

In the qualitative analysis, the following findings were obtained. The findings include the board/commission forms they use in OECD country education management systems, Pisa exam and gross national product averages.

**Table 2 Types of Educational Administration in Countries**

COUNTRY NAME	TYPE OF EDUCATIONAL ADMINISTRATION
<b>Japan</b>	Central Education Board, National Education Reform Board, Lifelong Learning Board, Provincial and District Education Board (Bakioğlu, 2014, p 249,250)
<b>Finland</b>	National Education Board (Bakioğlu, 2014, p 94), School Boards (Erginer, 2012, p. 17), Regional Boards, (Gülcan, 2010, p 127), as Teaching Assessment Council (Eurydice, 2005) ( <a href="http://maol.meb.gov.tr/html_files/ulkeler">http://maol.meb.gov.tr/html_files/ulkeler</a> ) (Toksöz, 2013)
<b>Canada</b>	Council of Education Ministers, Canadian Education Association, Educational Studies Society, Teacher Federation, School Administrators Union, Teacher Council (Bakioğlu, 2014, p 160,161)
<b>Poland</b>	Ministry of Education Advisory boards and Education District Boards, Higher Education Board and Central Exam Board and School Boards (Balç, 2013, p 483-498)
<b>The Netherlands</b>	National Education Board, Education Board, Science and Technology Advisory Board, School Boards, (Bakioğlu, 2014, p 337,339)
<b>Germany</b>	Council of Education Ministers, Federal State-State Commission, Teachers' Board, City, Regional and State Student Representative Boards, City, Regional and State Family Unions, (Bakioğlu, 2014, p 278,279,280,281), School Boards (Gülcan, 2010, p 71)
<b>Britain</b>	Regional Action Forum, Local Education Board, School Board (Bakioğlu, 2014, p 218,219,220)
<b>USA</b>	State Educational Board, Regional Educational Board (Balç, 2013, p 33)
<b>Belgium</b>	General Council, Advisory Committee, Education and Training Council, French Community Families Council, Flemish Education Council, School Council, Participation Council (Bakioğlu, 2014, p 299,313,314)
<b>Sweden</b>	National Education Board (Gülcan 2010, p 158), Education Committees, Local Boards Consisting of Parents (Bakioğlu, 2014, p 110,111,112)
<b>Ireland</b>	Education and Science Department Board, Program and Evaluation National Board, National Board of Education Decisions, School Board of Directors, Catholic Secondary Schools Administration Association and Board of Directors, Local Vocational Education Committees, (Bakioğlu, 2014, p 126-127) National School Boards (Gülcan, 2010, p 144)
<b>Swiss</b>	School Commissions, School Boards (Balç, 2013, p 321, 329),
<b>Denmark</b>	Provincial Boards, School Boards, Education Council, Local Education Committees, Student - Staff Working Board, Vocational Education Board (Bakioğlu, 2014, pp 91-92-93-94; Gülcan, 2010, p 111)
<b>France</b>	Elected Regional Councils, (Gülcan, 2010, p 133), National Programs for Education Programs, Various Education Committees, School Board, Continuous Committee Council, Class Council (Bakioğlu, 2014, p 184,186)
<b>Norway</b>	Education is carried out under the auspices of the Ministry of Education and the Ministry of Art. Municipalities manage compulsory education jointly with relevant ministries. Vocational Education Council, Vocational Education Committees (Ada & Baysal, 2015, p. 409-424)

In these countries, educational institutions are managed by local education boards (Table 2). These local boards are composed of members assigned by education stakeholders. Their educational administration structures are based on the principles of good governance, common sense, transparency, accountability, participation, democracy, effectiveness, efficiency, and sustainability.

This understanding has contributed to their educational and economic development, and the democratic structure created has also propelled their countries towards a better democratic structure. The boards/commissions that are frequently mentioned in the education management structures of these countries and the Turkish education administration system are given in table 3.

**Table 3 Country Reviews and Frequency Distribution of the Most Common Local Education Boards and Board Members in the Literature**

Boards	f	Members on Boards	f
Central Education Boards	16	Mayors	16
State Board of Education	16	Governor	9
Local/Regional/Provincial Education Boards	16	School principal	12
Higher Education Boards	16	Teachers	16
Vocational Education Boards	16	Non-Governmental Organizations	16
Education Supervisory Boards	14	Neighborhood Representatives	11
Exam Boards	4	Professional chambers	8
School Boards	16	Education Supervisors	9
		University Representatives	12
		Union Representatives	9
		Education Specialists	16
		Student parents	16
		Law representatives	9
		Financial Experts	8
		Regional Representatives	14
		Religious Representatives	6
		Industry and Trade Organizations	9
		Business Representatives	9
		Culture, Sports and Art representatives	11
		Relevant Ministry Representatives	9
		Local Government representatives	16
		University Representatives	10

According to the table, Central Education Boards, State Education Board, Local/Regional/Provincial Education Boards, Higher Education Boards and Vocational Education Boards are seen in the education administration systems of 16 countries, while Examination Boards are seen in only 4 countries. While Mayors, Teachers, Non-Governmental Organizations, Education Experts, Parents of Students and Local Government representatives take part in the boards of all 16 countries, Religious Representatives serve as representatives in 6 countries and Financial Experts and Professional Chambers in 8 countries. The Pisa exam and gross national product averages of the countries that prefer these boards are well above the OECD averages (Table 4).

**Table 4 2018 PISA Test Average, GDP Per Capita In OECD Member Countries**

NAME OF COUNTRY	2018 PISA AVERAGE			2018 GROSS DOMESTIC PRODUCT \$
	MATHS	READING	SCIENCE	
Japan	527	504	529	41,363.7
Finland	507	520	522	49,525.8
Canada	512	520	518	50,077.8
Poland	516	512	511	31,393.5
The Netherlands	519	485	503	57,564.0
Germany	500	498	503	54,456.8
Britain	502	504	502	46,973.3
USA	478	505	502	62,852.7
Belgium	508	493	499	52,282.6
Sweden	502	506	499	53,807.8
Ireland	500	518	496	84,575.4
Swiss	515	484	495	69,357.5

Denmark	509	501	493	57,214.8
France	495	493	493	46,242.5
Norway	501	499	490	67,613.7
<b>OECD Mean</b>	<b>488</b>	<b>487</b>	<b>489</b>	<b>46,173.5</b>
Turkey	<b>454</b>	<b>466</b>	<b>468</b>	<b>28,454.6</b>

Data given in this table are compiled from reports available at (OECD, 2019) <https://data.oecd.org/gdp/gross-domestic-product-gdp.htm>, and (PISA, 2018) [http://pisa.meb.gov.tr/wp-content/uploads/2020/01/PISA\\_2018\\_Turkiye\\_On\\_Raporu.pdf](http://pisa.meb.gov.tr/wp-content/uploads/2020/01/PISA_2018_Turkiye_On_Raporu.pdf)

When the 2018 Pisa exam results and the OECD averages of gross domestic product are compared with the averages of Turkey, it is seen that Turkey is far behind and is well below the OECD averages. This situation can be said to be an indicator of the relationship between education and development.

### How To Manage Education survey application findings

The survey was prepared by taking into account the Turkish education management system, the relevant literature and the education management structures of 16 OECD countries. The questionnaire, which was sent to the respective schools via e-mail, has been prepared by considering the literature, the Turkish education administration system and the education administration structures of OECD countries. Survey questions were prepared based on the most common concepts in the literature review and the examination of country education administration structures. The list of these concepts and their frequencies are given in Table 2 and Table 3. The concepts used in the survey but not included in this list are the concepts used in the field of educational administration in Turkey. These concepts are local and not the same in every country. These differences are included in the survey. Teachers and education administrators, who participated in the survey voluntarily, were asked to choose one or more options from the closed ended questions such as whether they agree with the idea of managing the educational institutions with local education boards, what kind of structural model should be development for such an educational administration, what people or institutions/organizations should be in the structures to be created. The following tables present the questions, the number of participants and the percentages corresponding to the respective options.

**Table 5 Which Administration System Would You Like to Work with If Left to Your Preference?**

Options	N	Percentage (%)
Local Administration	259	61.50
Central Administration	162	38.50
Total	421	100.00

A total of 421 teachers or administrators have participated in the survey. After answering the first question, those who chose the "Local Administration" option have been requested to continue to answer the other questions. It was left to the preferences of the others, who chose "Central Administration" option whether to continue or not. Eventually, 259 participants, who chose the "Local Administration" option, and those, who decided to continue to the survey, kept answering the questions. The data given in the following tables reflect the views of the participants that went on answering the questions.

**Table 6 Which Of the Following Should Undertake the Localization Role of The Education Administration System?**

Options	N	%
Provincial Education Boards / Commissions	175	41%
Governorates	123	29%
Municipalities	72	17%
Others (Non-governmental organizations, etc.)	20	5%
Development Agencies	19	5%
Local Administrations	12	3%
Total	421	100%

41% of the teachers and administrators want the education administration system to be affiliated with the independent Provincial Education Boards / Commissions. That is, the majority of the participants prefer provincial education board/commission to undertake the role of decentralization of the education administration system.

**Table 7 In Your Opinion, How Should Education Be Managed Locally?**

Options	N	%
With elected Boards / Commissions	257	61%
With Directorates (in the Current Form)	140	32%
Other	21	5%
With governorships	3	1%
Total	421	100%

61% of participants want the education system to be managed through elected boards/commissions. 32% of participants prefer the current centralized education administration system. The other percentages are not statistically significant.

**Table 8 Who Should Be in the Provincial National Education Board / Commission? (You can choose more than one option)**

Options	N	%
Provincial Director of National Education	352	84%
Dean of the Faculty of Education	339	81%
A primary school teacher	328	78%
A primary school principal	326	77%
A secondary school principal	323	77%
A secondary school teacher	322	76%
A high school principal	320	76%
A high school teacher	319	76%
A kindergarten principal	311	74%
Three parents	309	73%
A kindergarten teacher	307	73%
A vocational high school principal	306	73%
Education Supervisors	305	72%
A vocational high school teacher	293	70%
Provincial Student Representative, Three students (Secondary school, Vocational school, High school)	290	69%
3 representatives from 3 unions with the most members	285	68%
Governor	253	60%
Representative of a selected educational association	242	57%
Rector	215	51%
Mayor	213	51%
A representative from the chambers of profession	211	50%
A representative of mukhtars/local authorities	170	40%
Director of local administrations	111	26%
Others	2	0%

Considering 50 percentage and over as a statistically significant number, it can be said that a great majority of participants prefer a national education board/commission model, in which almost all education stakeholders apart from representatives of mukhtars and directors of local administrations are involved in.

**Table 9 Who Should Take Part in National Education District Board/Commission? (You Can Choose More Than One Option)**

Options	N	%
District Director of National Education	352	84%
A primary school principal	322	76%
A secondary school teacher	319	76%
A high school teacher	316	75%
A high school principal	315	75%
A secondary school principal	315	75%
A kindergarten teacher	314	75%
A kindergarten principal	313	74%
A primary school teacher	310	74%
Three parents	297	71%
A vocational high school principal	292	69%
Faculty or college representative, if any	283	67%
3 representatives from 3 unions with the most members	282	67%
Education Supervisors / Education Inspectors	276	66%
Provincial Student Representative Three students	268	64%
A vocational high school teacher	265	63%
District governor	243	58%
Representative of a selected educational association	227	54%
Mayor	222	53%
A representative from the professional chambers	168	40%
Others	3	1%

Considering the options with an acceptance ranging from 53% to 84% , it can be said that the majority of participants prefer a district education board/commission model, in which almost all education stakeholders, apart from the representative of the professional chambers and others, are involved in. That is, most of the participants prefer a participatory educational approach rather than a centralized educational approach.

**Table 10 - Who should take part in the Vocational Secondary Education Board / Commission? (You can choose more than one option)**

Options	N	%
Province / District Director of National Education	294	70%
A representative of the related faculty or school	286	68%
A vocational high school principal	271	64%
A vocational high school teacher	269	64%
A secondary school teacher	259	62%
A secondary school principal	258	61%
Public Education Administration	258	61%
Provincial Student Representative, Three students (secondary school, vocational school, high school)	257	61%
A high school principal	255	61%
Chamber of Tradesmen Representative	254	60%
Education Supervisors / Education Inspectors	251	60%
A high school teacher	251	60%
Three parents	250	59%
3 representatives from 3 unions with the most members	226	54%
A representative from the professional chambers	225	53%
Small / Organized Industry representatives	224	53%
Representative of a selected educational association	222	53%
Governor / District Governor	215	51%
Mayor	213	51%
Public Institution Directorate Representatives	186	44%
Others	3	1%
Chamber of Industry and Commerce Representatives	0	0%

Apart from the last three options, all of the other options have received more than 50 percent preference. Eventually, it is apparent that a great majority of the participants prefer a participatory board/commission model for secondary vocational education.

**Table 11 Who Do You Think Should Be in The School / Board / Commission? (You Can Choose More Than One Option)**

Options	N	%
Three Teachers	419	100%
Two Parents	364	86%
A student	318	76%
Union representatives	245	58%
Mukhtar	169	40%
Others ( lease Write) .....	2	0%

The options regarding those, who are directly involved in education like teachers and students or associated with education like parents and teachers' unions, have received an acceptance ranging from 58% to 100%. This clearly shows that almost all participants consider that a school board/commission, in which teachers, students, parents, and a representative of the respective union take part, is essential.

**Table 12 Who Do You Think Should Be in The Education Inspection and Evaluation Commissions? (You Can Choose More Than One Option)**

Options	N	%
Teacher	366	87%
School Principals	357	85%
Education Supervisors / Education Inspectors	308	73%
Parent	270	64%
Board / Commission Representatives	222	53%
Union representatives	218	52%
Governor / District Governor	216	51%
Non-Governmental Organizations	210	50%
Mayors	209	50%
Chamber Representatives	139	33%
Mukhtar	111	26%
Others ( lease write) .....	2	0%

Taking into account the preferences varying between 50% and 87%, it is apparent that the majority of participants prefer the participatory inspection and evaluation commissions in education. This clearly shows that almost all of the participants are well aware of the crucial role of inspection and evaluation in education.

**Table 13 In Your Opinion, Which Duties Should the Central Government Hand Over to Local Education Units? (You Can Choose More Than One Option)**

Options	N	%
Maintenance and repair of buildings and facilities	284	67%
Determining elective courses and their content	271	64%
Purchase of building hardware needs	266	63%
Meeting the needs for educational materials	266	63%
Professional education and training programs and their contents	250	59%
In-service training of the staff	231	55%
Construction and repair of buildings and facilities in the province (planning and budgeting)	219	52%
Special Education and Guidance	213	51%
Income-expense planning	259	62%
Appointing school administrators	256	61%
Measurement and evaluation	247	59%
School opening and closing	243	58%
Preparing textbooks according to determined educational content	245	58%
Computing Board	239	57%

Determining the content of educational programs at all levels and types	236	56%
Distribution of personnel throughout the province (transfer etc.)	236	56%
Publishing textbooks according to determined educational content	232	55%
Education program policies at all levels and types	230	55%
Inspection and evaluation (financial, administrative, education and personnel)	230	55%
Personnel expenses (salary, treatment, assistance, additional pay, travelling allowance, etc.)	231	55%
Appointing provincial / district boards and administrators	226	54%
Staff vacant positions, and staff recruitment	222	53%
Identifying the general objectives and policies	151	36%
Determining the appropriate procedures and principles for the application of the laws	140	33%
Issuing regulations and guidelines	135	32%
Law Board	127	30%
Others	6	1%

Considering the views of the participants, whose choices correspond to 50% or over, we can say that a great majority of the participants consider that 22 duties out of 27 duties should be handed over to the local education units. On the other hand, it can be said that they want the Ministry of Education to carry out only some duties such as "identifying the general objectives and policies, "determining the appropriate procedures and principles for the application of the laws, "issuing regulations and guidelines", etc.

## DISCUSSION

Studies conducted on education administration lay it bare that participation of stakeholders in education administration has a crucial role in developing a sense of belonging, diversity, and development. In line with this, the teachers and administrators, who participated in this study voluntarily, preferred educational administration that is based on both decentralization and diversity. This can be expressed as a desire of reflecting their culture and identity to education, taking responsibility, and improving education.

Education develops by building on qualified experiences (Dewey, 2014). Every experience is in line with the possibilities of the environment that we live in. Local possibilities create the experience. For this reason, adopting an education system with participatory local dynamics will facilitate the acquisition of the desired qualifications in education. As stated by Gobby and Niesche (2019), good governance in education administration should be carried out through horizontal and non-state relations, stakeholders and common network governance, and local mechanisms such as governing bodies, boards, and councils. Education boards are structures where many different experiences and points of view are combined and discussed. It contains all the experiences of the local. Therefore, education administration should be strengthened by enacting regulations enabling local boards/commissions to take active roles in managing education. Table 5 clearly demonstrates that the majority of the teachers and administrators that participated in the survey prefer local education administration model rather than centralized education administration model. The overall results acquired through the survey clearly indicate that the sample group prefers a participatory education model in which the education administration is grounded on boards/commissions education model.

To achieve the good governance principles, sustainability, productivity, and quality as well as efficiency in education, it is essential to switch to local education boards model in Turkey. This model allows the participation of education stakeholders to involve in decision making and managing processes. To this end, educational boards need to encompass the respective stakeholders such as school principals, teachers, students, parents, and local administrators, representatives of universities, educational unions, non-governmental organizations, and local administrative bodies. In addition to the local education boards, various sub-boards or commissions need to establish to increase participation as well as to distribute the duties in competent hands. People need to learn the difference between working under the strict control of a single authority and working in an environment where contrasting demands and ideas are available to discuss (Hammer & Stanton, 1998). This can be achieved in a system that adopts good governance. Tables 8, 9, 10, 11 and 12 clearly demonstrate that



the teachers and administrators that participated in the survey prefer a diverse participatory education board/commission model in managing education.

Considering table 8, 9, 11, 12, 13 that provide information about the choices of the teachers and administrators participated in the survey, it is apparent that they prefer individuals from different institutions, organizations, local facilities, and non-governmental organizations to take active roles in the boards of education. This is a solid indicator that they are aware of the crucial role of board diversity in ensuring participation, accountability, transparency, reliability, effectiveness, and efficiency in education. In their studies, Pechersky (2016), Gobby and Niesche (2019), García-Sánchez et al (2015) state that board diversity, which relies on participatory effective governance, provides contribution to make healthier decisions. Here, it is obvious that the choices made by the teachers and administrators coincide with the scientific studies conducted in the field.

The number of board members of the education units preferred by teachers and administrators varies between 5 and 20. Considering the requirements, this number can be lowered to ideal numbers without compromising diversity. According to the study conducted by Hernández-er nández (1999), the ideal number of members of a board of directors needs to be between 5 and 15. According to Pechersky (2016), Bozec (2005), Chen et al (2011), and Bayramoğlu (2005), the presence of external members in the board of directors strengthens the connection of the boards with the external sectors, and can provide significant contributions to make appropriate and consensus-oriented decisions by approaching the events from different perspectives. As seen in the table 8, 9, 12,13 representatives of external institutions, associations, and organizations are included in the list of options along with the educational stakeholders. The choices of the sample group that consists of teachers and school administrators clearly point to a participatory education board model consisting of both educational stakeholders and external members.

In their studies, Pechersky (2016), García-Sánchez et al , (2015), Anderson et al , (2007), Drymiotis (2008), Hernández-er nández (1999), Bozec (2005), Chen et al., (2011), Gobby and Niesche (2019) highlight that the monitoring and control function of the boards is an important issue in maintaining solid financial tables and protecting the interests of the corporate, institute and organizations. In all countries listed in the Table 4, education boards and monitoring and audit commissions composed of independent members are the leading gears of the education administration to ensure good governance. Table 8, 9,10 clearly shows that a significant number of the sample group consisting of teachers and school administrators prefer education inspectors/auditors to take part in the education boards due to their knowledge and experience in monitoring and auditing. Table 12 shows that a great number of the sample group also prefers the establishment of the inspection and evaluation commissions composed of independent individuals. Eventually, the preferences of the teachers and administrators participated in the survey voluntarily clearly demonstrate that they are aware of the necessity of managing education through educational boards along with commissions with monitoring and control function.

Development is closely associated with education; this relation significantly contributes to social peace, the development of civilization and the maintenance of the sustainable economy (Altınışık & Bekler, 2012) These contributions are the outcomes of long-term investments, in this regard; it is one of the investment areas with the highest return (Gümüş & Şişman, 2014) Adopting education administration models based-on good governance has propelled investments in the field of education. These investments in education have played a key role in achieving the desired success and welfare in all OECD member countries that embraced the participatory board model in managing education. This education model has paved the way for these countries to achieve results over OECD averages in both PISA test and in gross domestic product per capita (Table 2 and 4). PISA test results act as an indicator reflecting not only academic success but also economic and democratic development as well. Therefore, Turkey needs to provide her young population with better educational opportunities than ever before to overcome the status of being a middle-income country and achieve the level of social welfare targeted (Şirin & Vatanartaran, 2014) To achieve this, it is essential to go over the current education administration system based on data and come up with sounding reforms in

the light of these data (Şirin & Vatanart ran) As the first reform as stated by Chen et al , (2011), the corporate governance principles of the OECD should be adopted. As seen in table 6 and 7, the teachers and administrators participating in the survey prefer an education administration model that complies with the good governance principles. The data acquired through the research show that the local education boards' model is adopted by the education stakeholders, and they have adequate awareness regarding the issue.

Highlighting the importance of participatory education in ensuring efficiency and raising individuals, who are well equipped with knowledge and skills required to address the needs of the era, in his study, Şahin (2003) states that a fundamental system change is required to achieve this. He also underlines that switching from centralized education system to decentralization in education is one of the steps to be taken primarily In his study, Şimşek (1997) states that Turkish National Education system, which is strict and based on a centralized, bureaucratic, and hierarchical structure, has turned into a gigantic organism that lost its ability to think and act In this sense, Şahin (2003) emphasizes that the structure and functioning of the National Education System, which is centralized and falls short to respond to the needs of the society, should be changed. Underlining the negative impacts of vertical organization of the central authority and excessive bureaucratic work and transactions on the subordinates and staff, Onural (2005) draws attention to the need of solid changes in the organizational structure to eliminate the negative impacts. It is apparent that the Turkish National Education System needs radical changes to get rid of the negative outcomes of the current system and keep up with the requirements of the era. Based on the results acquired through the mixed method, this study presents an alternative education model to make up the deficiencies in the current Turkish Education System and ensure accountability, reliability, sustainability, effectiveness, and efficiency. This study offers horizontal organization instead of vertical (top-down) organization, decentralization instead of centralization, participatory education model instead of education based on a single authority. The majority of the teachers and administrators, who participated in the survey voluntarily, have highly preferred the model that responds to these needs (Table 5, 6,7).

## CONCLUSION

Switching to a model where education administration is based on boards/commissions will contribute to societies to feel stronger, to accumulate their experiences, to develop a sense of being responsible of the outcomes of the decisions taken, to add plus to the economy locally, and to take responsibility in the development of the country.

Education is such an important phenomenon that it cannot be managed with top-down decisions taken alone by a minister, general manager, governor, provincial director of national education or school principal. The right and conscious upbringing of future generations is not possible with the decisions made by single authority. This is a structural problem and structural problems cannot be solved by changing the name (like saying school leader instead of school director...). It is time to address structural problems rather than technical problems to solve the problems related to the education system. It has become a necessity to have a more modern, democratic, and participatory structural model in the education administration system. Managing educational institutions with **Local Education Boards** will solve structural problems.

Current Turkish education system is highly strict and centralized. Education administration grounds on the decisions of directorates, of which directors are appointed with top-down decisions. This governing approach that based on managing education with the decisions taken by a single authority should be abandoned immediately. The education administration system should be localized. Localization is the expansion of democracy to society. Localized democracy appears as an empirical, sociological, and epistemological concept rather than a political one, glorifying individual and social freedom (Bakır, 2014) Managing educational institutions with systems based on more democratic structures and the localization of the education administration system will contribute to the democracy understanding of all segments of the society as well. Localization in education administration will

also play a key role in the internalization of democracy by unveiling the close relationship between democracy and education.

Instead of the current Turkish education administration system that based on the directorates, Local Education Boards model should be formed to achieve the desired goals, good governance, accountability, transparency, sustainable development, and social welfare. Local Education Boards can encompass various councils and commissions such as Provincial Education Council, Provincial/District Educational Counselling and Inspection Board, School Board of Directors, School Teachers Board, District Education Board, etc. Decisions should be made based on majority voting or unanimity. Decisions taken in schools should be in line with the decisions of the Provincial Board of Education. The Ministry should hand over all its implementation duties and responsibilities to the local education boards. It should only be in a position to set top policy, to monitor, evaluate and audit.

In almost all countries of which per capita GNP is higher than the OECD average, the education administration system consists of boards and commissions (Table 2). All countries of which education systems managed by boards / commissions have scored higher than OECD averages in PISA exams. The quality of education and its contribution to the economy is quite high. Such a restructuring in educational administration is inevitable for Turkey. A pluralistic decision-making mechanism instead of a single decision-maker will boost the quality of education and the added value of education.

Grounding on all the findings and results acquired through this study, the Local Education Boards model has been developed and proposed as an alternative for the Turkish education administration system (Figure 2-3).

## RECOMMENDATIONS

1. Under the light of findings and results obtained through this study, and within the frame of the objectives of this study, a Local Education Boards model has been designed as Local Organization and Central Organization and proposed as an alternative to the Turkish Education Administration System (Figure 2 and 3).
2. It is recommended to carry out pilot scheme(s) to test and evaluate the feasibility of the proposed educational model in any province (or provinces) under the supervision of field experts within the body of the current education system. Grounding on the data acquired while evaluating education administration system in OECD member countries, it can be said that such pilot studies help identify the short comings of the model, if any. In case of any deficiencies, necessary steps are taken to make up the shortcomings of the model, and pilot studies are kept ongoing after making up the deficiencies of the model.
3. In the future, the authors can conduct qualitative, quantitative, or mixed method studies on the structure of local education boards, their internal functioning, the way that the boards are formed and the structures of sub-boards.
4. This study also constitutes ground for alternative solutions for policy makers, who consider innovative movements in Turkish education administration system. We recommend them to consider the local education boards model within their innovative movement as an alternative.

### Recommended Model

#### Local Education Board Model

The number of people who will take part in all boards/commissions may vary. Considering the needs and characteristics of the region, the members of the board/commission can be increased or

decreased. In addition, different members can be added to the board/commissions, considering local diversity. Also, the variety of tasks can be developed again in accordance with the needs of the region and the era. This is a draft local government plan and can be further developed with the help of various scientific studies.

### **Central Organization:**

**National Education Supreme Council:** The Supreme Council of National Education will be the board that determines the education policies of the country. It implements participatory, transparent, fair, development-oriented, and scientific principles-based policies with all education stakeholders. Prepares 5-year plans and annual action plans. The Board will be the decision maker in line with the demands and objectives of each ministry, considering all requests in line with government programs and development plans. The draft texts of the plans related to education are created by this board and they decide and approve the final form of the plans to be prepared. They get together for meeting in every 2 years. When deemed necessary, it can also meet at different time intervals at the request of the minister or at the request of half of the board members. One more than half ( $\frac{1}{2} + 1$ ) of the members present at the meeting is considered valid for the decision making

**Central Organization of the Ministry of National Education:** It is the implementing unit of the Supreme Council of National Education. The central organization operates in areas such as monitoring, evaluation, supervision, determining national education policies, investment policies, preparing general and regional budgets, national teacher education, and higher education general policies. Provides financial and technical support to provincial/regional education policies. It consists of a board of ministers and 6 deputy ministers in the organizational structure. Sub-units are formed for each deputy minister who is in charge. Deputy ministers are given duties and powers within the framework of the legislation in parallel with the provincial education boards/commissions. The units for which the deputy ministers are responsible operate in areas such as policy making, monitoring, evaluation, and supervision. In the organization, the Supervision and Evaluation Board is formed which is directly connected to the minister. Audits are made on behalf of the ministry.

**Higher Education Council:** It is a slightly renovated version of the existing building. It is an autonomous institution directly subordinate to the ministry. It consists of a board/commission composed of university representatives. It is the determining body of higher education policies. The established board determines its bylaws and operation. Universities form their administrative boards and elect their rectors. It carries out higher education policy and educational activities within the plans and policies determined by the Supreme Council of National Education. It makes its administrative structure within itself, with boards and commissions. The diversity of the committees to be formed at the university is given importance, and it creates and implements decisions in scientific, artistic, professional, and social areas. The committees are based on the representation of students, academics, administrative staff, and public members.

### **Local Organization**

**Provincial/District National Education Board/Commission:** The Board/Commission determines the provincial/district education policies. It implements participatory, transparent, fair, development-oriented, and scientific principles-based policies with all education stakeholders. The Board shapes the provincial/district education plans in line with the national education policies of the Ministry of National Education. It prepares the general education policies of the province/district, considering local needs, within the framework of the plans prepared by the Ministry. It organizes the selection of provincial/district Education directors. In the organization, the Supervision and Evaluation Board is formed directly reporting to the Governor/District Governor/Mayor. Training supervisors who are experts in their fields are appointed in the implementation unit in the Board. It carries out the supervision and evaluation of School Boards, Vocational Education Boards and Provincial/District National Education Organizations on behalf of the Governor/District Governor/Mayor. It also guides educational activities.

**University:** It is an autonomous institution in the province. It acts in line with the policies of the Presidency of the Council of Higher Education in its internal policies. It forms its own board of directors. University employees elect the rector.

**Provincial/District National Education Organization:** It is the implementing unit of the Provincial/District National Education Board, Vocational Education Board and School boards. Provincial and district education directors and branch principals elect school principals. 6 branch managers are selected. However, this number can be increased according to the population of the province/district. The number of branch managers is at least six.

Duties of this board;

Determining elective courses and their contents, purchasing building equipment needs, meeting the needs of educational materials, vocational education and training programs and their contents, in-service training of personnel, construction and repair of buildings and facilities in the province (planning and budgeting), special education and guidance, income-expenditure planning, planning, measuring and evaluating school institution manager elections, opening and closing schools, preparing or selecting textbooks according to the determined educational content, data processing board, determining the content of education programs of all levels and types, distribution of personnel throughout the province (transfer, etc.), publishing textbooks according to the determined educational content, policies of all levels and types of education programs, inspection and evaluation (financial, administrative, education-training and personnel supervision), personnel expenses (salary, treatment, assistance, additional payment, travel, etc.). Planning the appointment of provincial/district boards and administrators, creating and recruiting personnel will be in the form. In addition, an independent supervisory board will be established in the province and this board will carry out supervision and guidance activities. The supervisory board will report directly to the governor or mayor.

**Vocational Education Board:** It continues its activities in line with the policies of the National Education Supreme Council and the Provincial/District Board of Education. It gets together with a meeting in every 2 years and carries out vocational education policies, considering the needs of the region. The university works in collaboration with local industry and commerce.

**School Boards:** School boards are directly affiliated with the Provincial/District Education Organization. Selects the school administration. It plans and enforces the education policies of the school, the textbooks to be taught at the school, the weekly course schedules, the ceremonies to be held at the schools, and the social and sportive activities. It determines the school's budget and carries out the year-end audit of the budget. It can make a request to the supervisory board for the supervision of education and training activities.

Figure 2 Local Organization

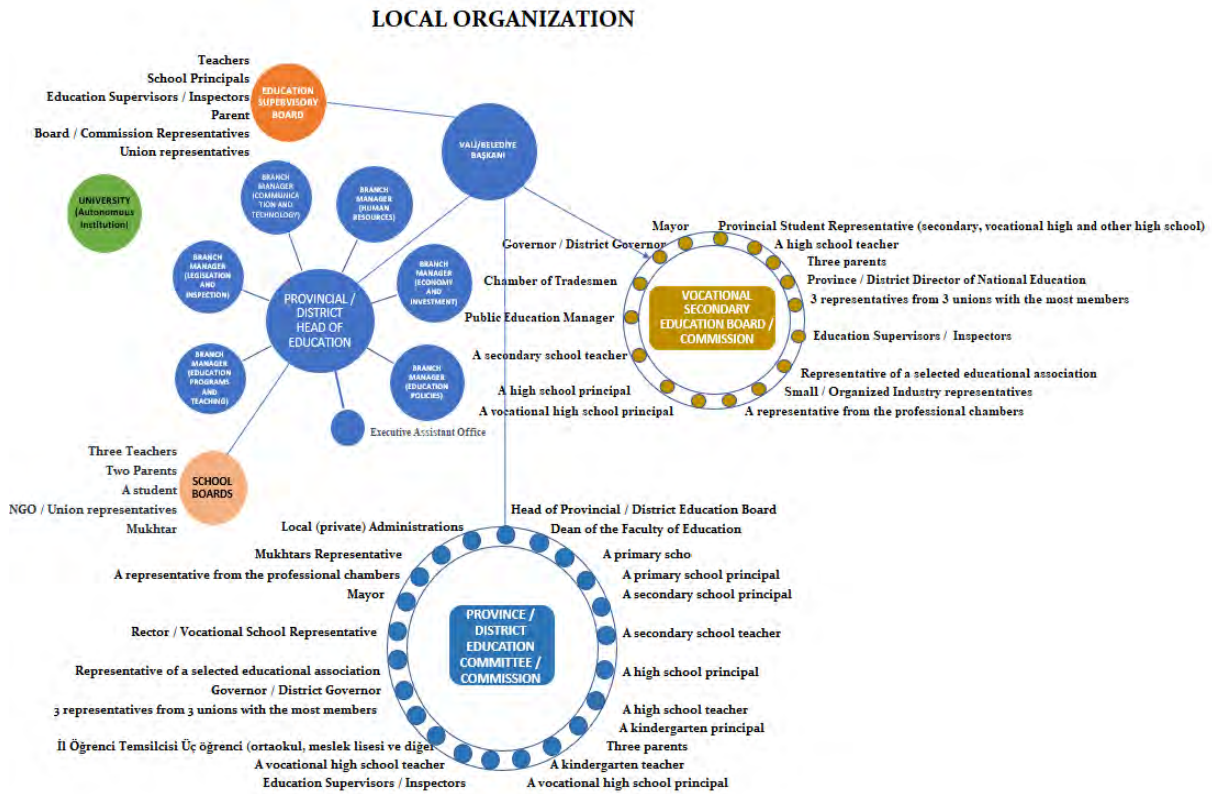
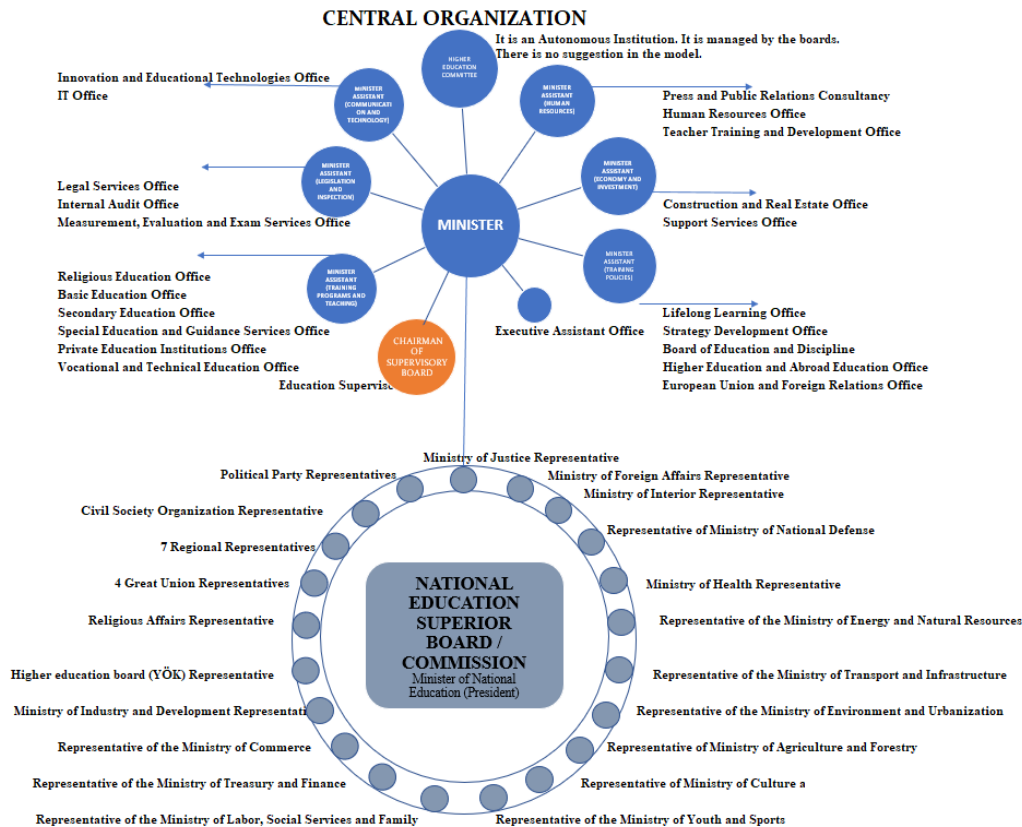


Figure 3 Central Organization



## Limitations

This study is limited to the use of mixed-method, exploratory sequential design, and general scanning model. The quantitative part of the study is limited to random systematic sampling consisting of 8450 teachers and 387 administrators working in the Seyhan district of Adana province in the spring term of the Academic Year of 2016-2017. In different years, there were no opportunities to work with more administrators and teachers. For qualitative data, the population has been limited to 36 OECD countries, and among these countries, the sample has been limited to Turkey and 15 countries, of which per capita GDP and PISA exam averages were above the OECD average, and the purposeful sampling has been used. The fact that this study includes only GDP and PISA exam results of 16 countries out of 36 OECD member countries is accepted as a qualitative limitation of the study.

The local education boards model that developed within the scope of this study is limited to the general structure. This article was produced in the doctoral thesis of PhD Suphi Turhan.

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