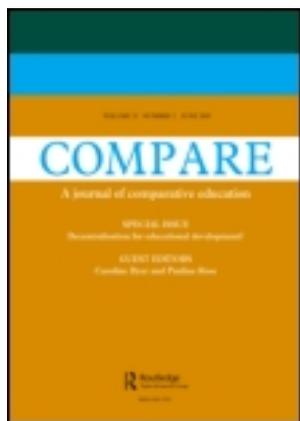


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A comparative case study on school management practices in two schools in the United States and Turkey

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This study aimed at comparing administrative processes in two schools, one in the United States and one in Turkey, in light of the two distinct administrative paradigms: the Anglo-Saxon and Napoleonic traditions. The study showed that in the Turkish school, which is thought to be an example of the Napoleonic administrative tradition, school management practices were found to be relatively less effective mainly due to the centralized system, lack of communication among the staff, limited in-service training options for the school staff and limited school budgets. On the other hand, the management practices in the American school, which is thought to be a typical example of the Anglo-Saxon administrative tradition, were found to be more effective compared to the Turkish school mainly because of the school's embedded decentralized structure, participatory understanding among the school staff, effective communication strategies of the principal and various options of in-service training offered to the school staff.

Keywords: Comparative study; Administrative processes; Schools; School management; Anglo-Saxon tradition; Napoleonic tradition

Introduction

The issue of centralized–decentralized governance structures and their influences on education systems has received a great deal of attention in recent decades. National education systems show great variation in certain respects because of the dissimilar historic paths they have followed. On the other hand, many (especially the ‘new institutionalists’) believe that world education systems are converging because of increasing learning capabilities of systems from each other. Globalization and information revolution have brought the continents closer, along with making the educational practices less different. The American and the Turkish school systems, for example, are clearly distinct and have indicated signs of moving in opposite directions (Simsek & Yildirim, 2004, p. 155). The education system in Turkey is centralized, which means that the policy-making function is in the hands of the Ministry of Education that has power over all educational matters. The Ministry determines the personnel policy and arranges training, certifying, appointment and salary schedules of teachers (Erdogan, 2002). On the other hand the public school system in the US is governed by an open decentralized system. State legislatures are responsible for public education. Their task is to authorize funding and give legislative support for the schools. All states have state boards of education, which

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deal with policy development, personnel recruitment, budgeting and the law (Hlebowitsh & Tellez, 1997).

Schools are open systems, which mean they have linkages to the external environment from where they receive inputs. These inputs go through a transformation process, produce outputs and have an influence on the environment. Therefore the effectiveness of the school as an organization is based on the school's adaptation to both internal and external environmental forces (Lunenburg & Ornstein, 2004). Rowan and Miskel (1999) state that organizations as open systems develop governance structures under the influence of external forces such as historical, economic and political conditions. The authors give examples of this from the US, Germany, France and Latin American countries. They add that as they have different political backgrounds these countries have developed different governance patterns within their institutional sectors.

In both Turkish and American education systems there are reform movements. Currently, in the process of becoming an EU member, the Turkish education system is initiating some reforms to raise the level of Turkish education to a European standard. Total quality management and strategic planning activities are two of the latest educational efforts that are intended to elevate the schools to conform to the European Union norms and standards (Silman, 2005). Similarly, in recent decades in the US, a strong move towards centralization and nationalization of state educational policies that would create uniformity and standardization in policies between states is observed (Rotberg, 2004, pp. xi–xii). By the 1990s, President Bush had a significant role in the nationalization of state policies in line with federal goals. The act titled *No Child Left Behind (NCLB)* is the federal education bill that was passed in 2001 and signed by President Bush in 2002, representing more federal intervention in local education. The aim was to bridge the achievement gap between minority and non-minority children by establishing a comprehensive framework of standards, testing and accountability (Rose & Gallup, 2003).

This study attempted to examine and compare Turkish and American school administrative processes and practices shaped by the national political traditions by using two schools, one in each country, as research sites. The two national political traditions correspond to two administrative paradigms: the Napoleonic tradition which connotes centralization and the Anglo-Saxon tradition which connotes decentralization. With regard to the aforementioned reform initiatives in the education systems of both countries, and by focusing on two school cases as representation of two somewhat dissimilar administrative paradigms, this paper directly relates to 'educational reform and school change'. The researchers believed that looking at the administrative processes in the two schools, one in Turkey and one in the US, would also provide some insights into how the administrative processes supported or impeded the change process in both systems.

Background: the Napoleonic and Anglo-Saxon administrative traditions

The French Revolution replaced the 'old rulers' in France by emphasizing centralization, in which institutions were subjected to the strict control of the state. The new French administrative model attempted to bring about social equality and progressive values. Napoleon promoted a rational system of public administration based on the unit of the department governed at the superior level by a class of bureaucrats with international experience. Through state tutelage, the central state in

France took control of the local governmental institutions and gave these institutions limited financial initiative. This could only be exercised within the framework defined by national legislation and had to be subordinated to the initiative of the central power (Feigenbaum, 1997; Roberts, 1995). In short, the nation-building process in France was facilitated through a highly centralized, unitary state organization system (Feigenbaum, 1997).

The centralized administrative structure was later reflected itself in the French educational system. In the early years of the Revolution, the government paid a great deal of attention to educational reform. Educational policy in France was centralized. Initially the 'écoles centrales' (central schools) were replaced with 'lycées' which had autonomy and a decentralized structure. However, through the Civil Code, initiated by Napoleon in 1800, a new educational system was constructed. Bonaparte aimed at designing a secondary educational system that would guarantee national unification. The lycées were created in order to imbue their students with the values of hard work, respect for property, obedience to the social rules, and loyalty to the state. This was to be a guarantee of social and political stability. This uniform system of state secondary education which had an integrating, nation-forming function was supervised centrally by the Ministry of Education (Lyons, 1994).

The Turkish administrative system adopted the Napoleonic tradition. The Republic of Turkey has a unitary state structure, which derives from the National Pact of 1920 during the War of Independence. As in France, the organization of the administration is based on the principle of centralized and local administration. Rational-Weberian bureaucracy was established in the Turkish administrative system to guarantee national security that arose from the need to protect territorial integrity and the independence of the nation. The unitary state structure is also reflected in the legislative, executive, judicial, and legal structures and code of laws of the state. The central administration's authority aims at providing this unity. In Turkey, there are local administrative organizations such as provincial special administration, municipalities and villages, which have their own public juristic character, duties and authorities distinct from the state (Kazamias & Epstein, 1968). Yet these local administration organizations are still supervised and controlled by the state.

Education in Turkey is firmly centralized and adopts the values and the founding principles of the modern Turkish state proposed by Kemal Atatürk, the founder of the Modern Turkey. Among others, one of the objectives of the national education system is to prepare generations who could bring prosperity to, as well as protect, the modern Turkish state. Much of the decision-making concerning education is centralized within the Ministry of National Education (MONE) which is a body responsible for determining the curricula, teaching methods, pupil assessment, personnel recruitment, budgeting, supply of equipment, and other services. There are educational directorates at the provincial level, but the power of these offices is limited to acting under the umbrella of the central bureaucracy, and they are not independent. Educational affairs in the provinces are organized by the Provincial Directors of National Education, who are appointed by the Minister of Education. These directorates, however, work under the direction of the provincial governor who is the highest public officer appointed by governments. Schools, which are governed by the MONE have limited decision-making power and are administered

by principals who are appointed by the Ministry. These principals are usually experienced teachers (Simsek & Yildirim, 2004).

Educational organizations in Turkey feature a top-down structure. In the MONE, the Minister exercises considerable authority. Delegation of authority is clearly defined in law. However, the minister and other central organs usually practice further power through controlling the power to relocate staff, appoint to high posts and distribute extra resources. The Ministry also determines the personnel policy. Training, certifying, appointments, and salary schedules of teachers are arranged by the central authority. In all public organizations, including both schools and military organizations, the personnel recruitment policies and criteria are determined by centralized laws and regulations (Erdogan, 2002).

Turkey's centralized educational system may block the development of educational institutions in a context of rapid economic and technological growth and change. Effective change becomes very difficult to achieve unless restructuring and developing a flexible management system is introduced into the public education service (Erdogan, 2002).

In the Anglo-Saxon administrative tradition the state itself is not a legal entity but one speaks of government or government departments. This tradition is in many ways conceptualized as the antithesis of the Napoleonic tradition and largely connotes decentralization, democracy, autonomy and sovereignty. The Anglo-Saxon administrative tradition has been adopted by the United Kingdom, the United States and other systems derived on the Anglo-American one. Broadly, in the Anglo-Saxon tradition, the state exists through a contract among members of society. Unlike the Napoleonic tradition, the boundaries between state and society are obscure and perhaps more flexible and negotiable (Peters, 2000).

Compatible with many reform efforts such as decentralization, empowerment, and privatization, the Anglo-Saxon state tradition allows for the transfer of the decision-making power from the central to lower levels of government. Such empowerment is in contrast to the public management system structured on a hierarchical, Weberian model whereby lower level employees are expected to act under the direction of their superordinates (Peters, 2000).

Today, educational policy in the US is the reflection of a complex democratic process involving all levels of government, the private sector, and citizens' groups. Its education system can be traced back to the early 17th century when 13 separate colonies sought to avoid national control as a reaction to the monarchy under which they had been founded. This tradition has been retained and, in spirit, the United States has educational features of the Anglo-Saxon world (Roberts, 1995). Within this context, the federal government plays a significant leadership and supporting role. The US Department of Education is the agency responsible for federal education policy, although numerous federal agencies contribute resources to education-related programmes and activities. The Department alone contributes about 7% of total education spending. The Department originated in 1867 to provide information to states to help them establish efficient school systems. However, the mission of the Department of Education in the US is only to ensure equal access to education and promote educational excellence throughout the nation. It also aims at establishing policies on federal financial aid for education, collecting data on America's schools, disseminating research, focusing national attention on key educational issues, preventing discrimination and ensuring equal access to education (US Department of Education, 2003).

Decentralization is the ‘transfer of control of education from national to local bodies within a public, governmental system’ (Lauglo & Mclean, 1985, p. 3). Likewise, the education system in the US is decentralized in the sense that responsibilities such as regarding personnel recruitment, professional development, and programme design were given to local school districts. Yet recently there have been some reform movements in the US school system, which have aimed towards nationalization and standardization in line with new legislation. This seeks to improve schools through additional course and testing requirements, mandating new curriculum guidelines and new management processes for school districts (Hammond, 1993; Rotberg, 2004).

Purpose of the study

This case study investigates the school management practices in two schools in two countries, one in the US (in Madison, Wisconsin) and one in Turkey (in Ankara, the capital). The former case represents the Anglo-Saxon tradition and the latter represents the Napoleonic tradition. The purpose is to examine the school management practices of each in terms of administrative processes: motivation, decision-making, leadership, communication and organizational change. However, by focusing on two school cases as representative of two somewhat dissimilar administrative paradigms, that is Napoleonic and Anglo-Saxon, the findings of this paper directly relate to ‘educational reform and school change’ through a comparative case study design.

The specific research question that guided the study is as follows: what are the general characteristics of administrative processes in the selected case schools in the United States and Turkey?

Research focus: what is meant by ‘administrative processes’?

Lunenburg and Ornstein (2004) describe administrative processes and organizational structure as important concepts in school management. Concerning the administrative processes, *work motivation* is a crucial element in this process for it determines the quality of the working life within the organization and directs the efforts of the employers towards the achievement of organizational goals and objectives. Based on the research studies on the levels of job satisfaction, it is usually hypothesized that the greater the involvement, the greater the level of job satisfaction (Bogler, 2001).

An effective *decision-making process* helps organizations function effectively and influences other processes such as motivation, communication, leadership and organizational change. *Leadership* is also an essential determinant of this process. Leadership traits and behaviours are very important for organizations to run effectively. According to Owens (2000) school leaders facilitate the use of established procedures and structures to help the organizations achieve their goals. *Communication* is a process that links the organization, and the groups and individuals either within or outside the organization. Therefore the organization should make sure that this process works effectively. The last process is *organizational change*. Organizations are open systems that are shaped and supported by environmental factors (Scott, 1991). Therefore it is important to consider whether or not the organization is ready for change in terms of its administrative processes.

There have been too few research studies conducted on school management practices specifically dealing with administrative processes taken together. In one such case, Richards (2002) conducted qualitative research studies in elementary, middle and high schools in California on the influence of principals on teacher motivation. From the interviews and observations, she found out that teachers were motivated by three primary factors originating from their principal's behaviour: 1) the degree of honour and respect received from the principals; 2) the principals' regard for teachers' personal lives; 3) the principals' effectiveness and values, namely being organized and having organizational skills and being professional.

Sahin (2000) investigated the recent reform practices that the Turkish education system underwent. Using the Delphi technique, he conducted quantitative research in Ankara in order to examine the competencies that the basic education principals needed to have in order to meet the requirements of the new changes in the system. He found out that, apart from being the people expected to follow routine activities, a school principal is also expected to be a 'democratic leader', 'instructional leader', 'researcher', 'social leader', and 'human resources leader'.

Rafferty (2003), on the other hand, carried out survey research to assess the relationship between the school climate and communication. He found out that in order to build a positive relationship between the school climate and communication patterns, first of all trust should be built between teacher and principal. Secondly, teacher and principal should participate in a collaborative action where shared meanings and purposes could be achieved. Finally Rafferty concluded that the commitment and growing interaction between the staff members led to more trust and open communications in work relationships as well as better organizational outcomes.

Method

The two case studies

Turkish school: the case study in Turkey was conducted at a state basic education school (grades 1–8) located in a prosperous neighbourhood of Ankara where upper and upper middle class families resided. At this school there are 62 teachers, five administrators (one principal and four assistant principals), two counsellors, one secretary, two cleaning personnel and 1750 students. The school covers an area of 9361 m² and has 52 classrooms with one computer laboratory and a music room.

This school was founded in 1967 and became a Curriculum Laboratory School (CLS) in 1994. These were organized with the collaboration of the World Bank and established in the 23 provinces of Turkey. New educational approaches are piloted in these schools before they are put into general practice. This school was also selected to be a CLS, among other schools, by the Ministry of Education in order to try out new educational approaches with the aim of raising Turkish education to the OECD standards (ERDD, 2002). In line with this aim, a working team called the School Development Committee was involved in initiating strategic planning and total quality management activities at the school. This committee was under the guidance of the Ministry of Education.

American school: the case study in Madison, the Wisconsin state capital, was conducted in an elementary school founded in the fall of 1958. It is located in a prosperous neighbourhood on the southwest side of Madison, where upper and

upper middle class families reside. The school shares the building with a middle school and uses the rooms and grounds on the building's east side.

This school has a total K-5 enrolment of approximately 300 students and 31 regular classroom teachers. Because the school has fewer than 500 students, there is only a school principal, but no assistant principal. In the school there are two custodians, one kitchen staff and one librarian, two nurses, one 'outreach' person, and three administrative staff. Recently the school was involved in a five-year School Improvement Plan (SIP). SIP activities are monitored by a facilitator from the Metropolitan Madison School District. The goals and objectives of the SIP plan were mainly to increase students' proficiency in literacy and mathematics.

Sample

Neither case schools of this study are 'average schools'. They are both located in prosperous neighbourhoods and are involved in undertaking change initiatives as part of the recent reform activities in the education systems of both countries. Despite the atypical characteristics of these schools, the researchers believe that this comparative case study manages to build a holistic description of activities and situations under investigation. Therefore this study is significant for depicting the administrative styles and practices of both schools in relation to managing educational reform.

The participants in the study comprised 14 teachers and four administrators (one principal and three assistant principals) in the Turkish case, and 10 teachers and one principal in the American case. The researchers chose the maximum variation as a sampling strategy. According to Patton (1987) the maximum variation sampling helps researchers in selecting a small sample with great diversity. This sampling strategy will yield two kinds of findings: 1) high-quality, detailed descriptions of each case which are useful for documenting uniqueness, and 2) important shared patterns which cut across cases and which derive their significance from having emerged out of heterogeneity. The maximum variation sampling strategy enabled the researchers to work with teachers with different demographic characteristics (such as working experience, their subject areas, and gender).

Data collection and analysis procedures

Lunenburg and Ornstein's (2004) concepts were used to develop a theoretical framework for the research and interview schedules. Two of the sample questions in the schedule were:

- (a) What can you say about your motivation and that of your teacher colleagues at work?
- (b) Please identify some of the factors that helped or hindered your motivation

The researchers collected data through semi-structured interviews. The interviews took on average 30–35 minutes. The researchers tried to elicit information about the participants' perspectives on the administrative processes (motivation, decision-making, leadership communication, organizational change) practiced in their school.

The Turkish version of the interview schedule was reviewed by three experts, experienced in qualitative studies, from the Department of Educational Sciences at

the Middle East Technical University in Ankara. The draft interview schedule was later piloted with three teachers from a school that is equivalent to the case school. The instrument was revised in the light of the comments and the pilot study.

For the American school the researchers translated the interview schedule into English. In the US, feedback on the translated interview schedule was obtained from two experts from the Department of Educational Administration, University of Wisconsin-Madison.

The researchers transcribed the tape-recorded interviews verbatim. Content-analysis was used to determine where the greatest emphasis was placed in the interview data (Marshall & Rossman, 1999). The data were broken down into manageable categories followed by thematic coding. Coding categories for both Turkish and English versions of the interview schedules emerged after the review of the relevant literature. The data collection during the first week of the interviews generated new categories and the coding was revised accordingly.

Findings

The Turkish school

The results related to 'motivation' as perceived by teachers and administrators showed that some external factors such as poor physical conditions of the school, excessive paperwork, the education system, and the excessive involvement of parents and of the central authorities in the school's affairs and low enthusiasm for their work affected the teachers' motivation negatively. The administrators complained about the lack of autonomy and responsibility to undertake initiatives, and stated that school staff attempted participatory and collaborative work. This was interrupted by bureaucracy and centralization. The principal said:

The impossibilities that arise from poor physical conditions, poor communication within the administration, the education system, and the environment affect us negatively. We have efforts for collaboration, sharing, but there is no implementation. Why? Because centralized structure forms barriers to it. On one hand, it is said that the principal administers the school. On the other hand, I am deprived of autonomy. To say the least, whatever I want to do, I need to get permission from the central authorities.

The results concerning 'decision-making' at the Turkish school showed a trend towards participatory decision-making. All administrators and teachers said that they made decisions through some committees concerning school issues such as strategic planning and total quality management. Yet most teachers complained that their decisions were not considered. They added that they were allowed to make decisions collaboratively, yet the principal still acted as the highest decision-making authority. Some teachers related this situation to the bureaucratic structure of the Turkish education in which administration was seen as the powerbase that can override participative decisions. On the other hand, the administrators complained about the reluctance of teachers in taking an active role in decision-making and avoiding taking responsibility in the application of the decisions.

Concerning the third administrative process, 'leadership', most of the teachers viewed their administrators as effective leaders. They had sufficient administrative knowledge and experience to administer the school. However, administrators felt they lacked resources. The principal, for instance, complained about the system which, he said, did not provide the school with the financial resources or physical

environment to take part in and use in-service training. Administrators stated that in the leadership process they had financial problems because insufficient budgets provided by the Ministry for their school led to them asking for financial contributions from parents. This is illegal since public schools are free of charge in Turkey. The three administrators saw their need of in-service training to keep up with new developments in the administrative field.

Results related to 'communication' indicated that most of the teachers complained about the lack of communication between teachers and administrators for various reasons. Two related this problem to the hierarchical structure of the school. The principal was the highest decision-making authority. Although teachers did participate somewhat in decision-making through reform initiatives, some saw this as lip service rather than an indication of real participative management. Some teachers complained that the administrators rarely visited the teachers' room and did not know what was happening in the school building. The principal mentioned that hierarchical tradition of Turkish school management formed barriers to communication. He complained that the principal was seen as the highest authority in the school and was expected to do everything:

Concerning communication at this school, we saw the traces of the authoritative administrative system. The principal knows everything. In fact the principal does not have to know everything. Ninety percent of what the principal knows should also be known by other administrators.

The administrators highlighted the hierarchical and centralized structure of the system which caused communication problems between the school and the Ministry of Education. They added that communication through the 'grapevine' was sometimes more effective and reliable than official communication channels.

With respect to the last process, 'organizational change', respondents emphasized the strategic planning and TQM efforts that school committees were currently undertaking as required by a CLS. Some saw these activities as positive reform attempts that were failing because of the ineffective cooperation between the central government and the school. One assistant principal stated:

These activities are conceptually very useful. Yet they do not have concrete results. In other words, the people who represent the decision-making authority for these activities do not encourage the others towards an effective collaboration. They do not do it intentionally. These things are only done for the sake of doing it, not to get any results or improve anything. No-one keeps track of these activities or prepares a convenient setting for them. The MONE should be in cooperation with the school. Otherwise neither the central office nor the school can be successful in the implementation of these plans.

The principal supported strategic planning and TQM efforts but they failed because teachers did not seem to understand that they are also partners in this process. They assumed that the principal was responsible for everything at the school. One assistant principal said that these reforms should be site-based and planned according to the needs of that particular institution. Another assistant principal also stated that these reforms should be decentralized to the local educational directories and financed by the municipalities. The general conclusion that could be drawn from the participants' comments would be stated as such that reform initiatives which were undertaken at this school failed because of the centralized character of the education system in Turkey.

The American school

The following results relate to administrative processes at the American school. The data concerning 'motivation' revealed that all teachers at the American school seemed willing to work hard, and look for new ways and methods to help children learn. Some teachers related their high morale to the in-service training opportunities provided for them. They enjoyed the in-service classes where they could learn new things and share them with their co-workers. One said:

One thing that helps us become motivated is the fact that we have many in-service classes so we are introduced new things and we get to try them...We also have some book clubs that, when there are new programmes coming, we can discuss them and we try things in the classroom and we try to share our professional experiences.

The American principal also said that he was happy to work hard, especially for children, the environment was comfortable, and he had good relationships with his staff.

Concerning 'decision-making' processes, all teachers said this was promoted by committees (vision committee, data gathering committee, best practices committee, and leadership committee), each established for the recent reform initiatives undertaken at the school. Every teacher had a voice in decision-making, and their opinions and input were sought by the principal before he reached final decisions. Yet they stated that whatever decisions they made at the staff meetings, the principal made the final decision in line with what he had in mind. Participants added that their committee decisions and activities were controlled by the district office. This was similar to the Turkish school where staff complained about the bureaucratic central office control over the school.

Teachers were content with the shared decision-making process fostered through the committees that they sat on. Some complained that certain factors hindered decision-making. Five thought that during this process everybody gave their opinion but it was difficult for them to sift the ideas and reach consensus. The principal saw the master bargaining agreement between the union and the school as the greatest factor that hindered the decision-making process. This agreement decreased his autonomy in making decisions about certain educational issues:

The master bargaining agreement is between the union and the school. This is an agreement that we have to follow with teachers. It tells things like how much time the teacher must use as planning time or how often the school should hold staff meetings. They also set rules on job postings. This limits my decision-making in the school.

Findings concerning 'leadership' showed that all the teachers perceived their administrators as hardworking, diligent, receptive to new ideas, open to criticism, friendly and approachable. He visited homes of the students in crisis, tracked their progress and dealt with their behavioural problems. One teacher said that he was enthusiastic about learning new things, building on his knowledge by attending some classes as part of the professional development programme. However, the principal saw some weaknesses in himself as an administrator. He said that after the summer holiday he would give teachers a chance to evaluate him.

As regards results concerning the 'communication' process, most of the teachers complained that they did not have enough time for communication. Teachers said that, due to the recent mandates from the district office, they had little time to speak to each other. Yet all teachers said that communication among teachers teaching the same grade level was good. Teachers would come together, share their classroom

materials, handouts, and their classroom experiences either at the grade level meetings or through visits to each others' classrooms. All teachers were content with the communication tools that the principal used. Among these tools were e-mail, newsletters, bulletins, voice-mail, and telephone. Teachers said that the principal was always accessible through these and by appointment.

Teachers did not know how communication took place between the central district office and the school. Three teachers mentioned a move in the education system towards centralization and standardization which would limit their freedom in their classrooms. They also complained that because of the new governor, the state had far more weight in making educational decisions. The principal was also concerned about increased centralization and bureaucracy:

We operate under the guidelines of the School District. Our SIP (School Improvement Programme) committee submits things to my supervisor for approval. We report to the assistant superintendent. Federal government barriers to what we do, making mandates. In Madison, 20 years ago it was pretty much a local building business. It became much more centralized in the last five years. Our teachers do not like that. Now everything is decided by the school district. There used to be 30 report cards for 30 different schools. Now there is one that everybody should follow.

This made it clear that increased centralization and bureaucracy in the American education system made communication between the district and the school more centralized and hierarchical.

Findings about the administrative process of 'change' revealed that all the American teachers were very positive about the new initiatives the school has recently undertaken. The biggest organizational change attempt in the school was the SIP programme designed by a committee. This year's plan was different because it had a five-year planning and implementation process. Most teachers agreed that although SIP was mandated by the district office, schools had autonomy in designing the organization and the components of their own improvement plan. But the principal said that the SIP was strategic planning developed by the district, so each school's plan had to fit in with the district's strategic planning. One teacher said that, outside the SIP, the school was involved in other activities which also contributed to school improvement:

There are other things we do. We had family fun night that did not come up under SIP where we invited parents to come and do activities with their kids. We do plan reading days when we devote all of our day and we invite guest readers to come in, especially on Dr. Seuss's birthday. So there are other things that are done outside SIP.

The interviews concerning the change process revealed that most participants were quite positive about the change process. They believed that the change initiatives undertaken at the school were going to be successful over the next five years.

Conclusion

This qualitative study revealed both similarities and differences between the administrative processes in Turkey and the US. These processes represent two dissimilar administrative, public and educational governance paradigms, namely the Napoleonic and Anglo-Saxon. The findings showed that teachers at the American school were content with the in-service training opportunities and working environment, which increased their motivation. They were also allowed to participate in the decision-making process, which was fostered through the

committees, although the final decisions were still made by the principal. The staff pointed out that they were very positive about the new initiatives the school had recently undertaken as part of the change process. Being aware of the latest moves in the American education system towards more centralization and standardization, and the increasing number of mandates from the central office, it could be argued that the change process triggered by the SIP at the American school seems to be the result of central involvement at the state and the federal levels in the education system. As a result, in both cases, each located in two entirely different national systems, formal and systematic change attempts under the labels of TQM and strategic planning (the latter being only in the Turkish case) were initiated by the central authorities. TQM was the common organizational change tool being used in both systems that are derivations of two quite different governance paradigms (Napoleonic and Anglo-Saxon). We draw the attention of future researchers to management trends that cut across national boundaries in education and school management systems.

Another similarity is that the Turkish school teachers were also allowed to participate in the decision-making process as part of the TQM and strategic planning activities. As in the American school, teachers stated that the principal was the final decision-making authority. However, the interviews showed that most of the teachers in both cases viewed their administrators as effective leaders. It could be argued that it is the centralized and bureaucratic systems, not the leaders' personal choice, that allowed or prohibited participation.

The last similarity between the two schools is related to the communication process. The administrators complained about the hierarchical and centralized structure of the system which caused communication problems between the school and the Ministry of Education in the Turkish school. Likewise in the American school, the principal noted some communication problems between the district and the school due to increased centralization and bureaucracy.

The difference between the American and the Turkish schools appears in the findings which tell us that Turkish teachers were not as happy as the American teachers, mainly due to some external factors such as poor physical conditions, excessive paperwork, the centralized education system and parents' intrusion into the school's affairs. On the other hand, the American participants seemed happier because the American school incorporated practices and activities that facilitated organizational change. Teachers were allowed to evaluate their principal. The American school had an open climate which would help it adapt better to changing environmental conditions.

It could be argued that the similarities between the two schools stem from the centralized characteristics of both the Turkish and American education systems. Although both systems had centralized features, the differences between the two schools can be attributed to their basic administrative paradigms that were shaped by the different historical and political backgrounds of Turkey and the US. The results showed that the centralized Turkish education system, one influenced by the Napoleonic administrative tradition, impeded the reform goals and plans for effective implementation. On the other hand, despite the recent centralization moves in the American education system, which follows the Anglo-Saxon administrative tradition, at the American school there seemed to be more dynamism in response to the restructuring efforts.

Slater *et al.* (2002) state that the field of educational administration should not look inward but develop a broad vision. The internationalization of educational administration offers an opportunity to go beyond geographical borders. The authors add that there should be educational borrowings of policy and practice, in-depth understanding of other education systems and showing an international mindset. Cross-cultural research helps one see other values and other ways of seeing things (Slater *et al.*, 2000). Based on these arguments, this comparative case study is believed to make a significant contribution to the literature by providing comparative insights into educational policy and practice. This study offers the Turkish reader the opportunity to go beyond the geographical border of Turkey and examine the similarities and differences between educational policies and practices within an international context.

However, case studies have certain limitations. The findings of case studies are specific to the few cases they examine. Therefore they may not relate to many other cases (Ragin, 1987). Nowadays mixed systems of administration are emerging. In Europe and other parts of the world there may be countries which use Anglo-Saxon and Napoleonic management structures together. For example, in France since 1982 there have been rapid reform movements in the education system towards decentralization and school-based management. The state still has a significant degree of control of education, yet with respect to the aims of the educator, the state has transferred much of the responsibility to the local level and to schools (Zanten & Robert, 2000). Finally, it could be said that it might be useful if similar studies were carried out at more schools in other countries in order to see how different management structures can be compared.

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