

## Evaluation of Management Processes according to the Managers of Basic Education Institutions \*

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### Abstract

Schools, which are one of the organizations in social life, have been managed with different management approaches until today. One of these approaches is the management processes approach, one of the classical management theories, pioneered by Fayol. This approach focuses on the management to increase efficiency in the organization, so it has examined the management in processes. In this study, it is examined how the managers of state and private basic education institutions use the management processes. Qualitative research method and phenomenological research design were preferred in the study. The study was carried out in the 2017-2018 academic year. The working group includes 30 school principal. Data were collected through a semi-structured interview form and subjected to descriptive and content analysis. According to the results of the study, decisions are shaped within the framework of legislation and bureaucracy, and student are admitted to the center during the planning process. While the organization process is based on legislation and competence, formal and informal forms of communication are used in the communication process. While formal and informal ways are used in the influence process, meetings are considered important in the coordination process. In the evaluation process, students and teachers are evaluated. In this study, it has been seen that public and private schools differ in terms of management processes at some points.

**Keywords:** Management processes, basic education, manager.

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## Temel Eğitim Kurumları Yöneticilerine Göre Yönetim Süreçlerinin Değerlendirilmesi\*

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### Öz

Toplumsal yaşamda yer alan örgütlerden birisi olan okullar günümüze kadar farklı yönetim yaklaşımları ile yönetilmişlerdir. Bu yaklaşımlardan birisi de öncülüğünü Fayol'un yaptığı, klasik yönetim kuramlarından birisi olan yönetim süreçleri yaklaşımıdır. Bu yaklaşım örgütteki verimliliği artırmak için yönetime odaklanmış bu nedenle yönetimi süreçler halinde incelemiştir. Bu çalışmada devlet ve özel temel eğitim kurumları yöneticilerinin yönetim süreçlerini nasıl kullandıkları incelenmiştir. Çalışmada nitel araştırma yöntemi ve fenomenolojik araştırma deseni tercih edilmiştir. Çalışma 2017-2018 eğitim-öğretim yılında gerçekleştirilmiştir. Çalışma grubu 30 okul yöneticisini kapsamaktadır. Veriler yarı yapılandırılmış görüşme formu ile toplanmış, betimsel analiz ve içerik analizine tabi tutulmuştur. Çalışma sonuçlarına göre kararlar mevzuat ve bürokrasi çerçevesinde şekillenmekte, planlama sürecinde merkeze öğrenci alınmaktadır. Örgütlenme sürecinde mevzuat ve yetkinlik temel alınırken, iletişim sürecinde formal ve informal iletişim biçimleri kullanılmaktadır. Etkileme sürecinde formal ve informal yollar kullanılırken, eşgüdümleme sürecinde toplantılar önemli görülmektedir. Değerlendirme sürecinde ise öğrenci ve öğretmen değerlendirilmektedir. Çalışmada devlet okulu ve özel okulların yönetim süreçleri açısından bazı noktalarda farklılaştığı görülmüştür.

**Anahtar Sözcükler:** Yönetim süreçleri, temel eğitim, yönetici.

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## Introduction

Management science aims to establish rules that ensure the realization of the objectives of the organization, and to benefit from the organization's human and substance resources in the most efficient way (Aydın, 2014). When considered from this point of view, the concepts of organization and management are intertwined concepts that cannot be considered separately (Ağdelen & Ağdelen, 2007). Since 1850s, organizations have gradually grown in number and size with the effect of the industrial revolution, how these organizations should be managed was seen as a problem, and solution to that has been sought (Öztaş, 2017). The first approaches suggested at this juncture were classical management theories; then evolved approaches were those of neoclassical, modern and postmodern theories (Alpaslan & Kutaniş, 2007). Classical management theory proposes philosophies related to the management of the organization that were developed in the late 19th century (Ferdous, 2016). Since the common purpose of classical management theories is to increase organizational productivity, human factor has been ignored (Aydoğan, 2013). In this respect, they are consistent with the closed system and McGregor's X theory (Yavuz, 2009).

One of the approaches that make up the classical management theory is Fayol's management process approach. (Aydoğan, 2013). Fayol, proposed the theory of a universal set of management functions that constitute the functions of management (Bacud, 2020). In the following periods Gregg listed them with the order of decision making, planning, organizing, communicating, influencing, coordinating and evaluating (Aydın, 2014). Being the first of the management processes, decision making is defined as selecting the most appropriate option among all the options that serve to the purpose (Özdemir, 2016). Bursalıoğlu (2015) states that organizations survives by taking decisions and that management processes are basically decision processes, that decisions are used in order to make changes in the organization, resolve conflicts and influence the members of the organization. At this point, decision participation plays an important role in balancing personal and organizational goals (Taş, 2002).

Planning is an intellectual preparation process in which the activities to be performed before implementation are designed in advance (Bursalıoğlu, 2015). If the manager involves his colleagues in the preparation of the plans, more functional and applicable plans emerge (Can, 2013). The organization step includes the topics about explanations of by whom and how the tasks handled in the organization, determination of the authority and responsibilities, and arrangement of those who make the decisions (Çetin, 2013). The organization also includes providing appropriate human, financial and material resources (McLean, 2011). The organizational structure of the schools is generally organized in a hierarchical manner according to formal understanding. However, informal organizational structure reflects the feeling of cooperation between management and teachers (Özdemir, 2016).

Organizational communication is defined in the organization as the process of transmitting and receiving a message to person or groups verbally, non-verbally or in writing (Bakan and Büyükbeşe, 2004). In an organization where communication is sufficient, organizational objectives are expected to be understood correctly and members of the organization are expected to cooperate towards these objectives (Aydın, 2014). Influence is defined as what managers try to direct the behavior of employees in order to achieve organizational goals (Balcı, 2010). After the structure and manpower required in the organization step is provided for the objectives determined in the planning process, the operation of this structure is realized through the impact process (Öztaş, 2017).

According to Fayol (1917), coordination means making the studies suitable for achieving the targets (Şengül, 2007). Combining the individual works for common purposes is one of the tasks of management. In this context, the coordination process involves motivation and influence of employees (Memişoğlu, 2013). The last of the management processes is named in the body of literature by different names such as evaluation, audit and control (Bursalıoğlu, 2015). The main function of this process for the schools is to evaluate the consistency of the education and training purposes and to improve the quality of the elements of the process (Ekinci & Karakuş, 2011).

Management processes, a common classification developed for all organizations, have found application areas in various levels of management of educational organizations and schools (Küçüker, 2015). In order to achieve the targeted success, the school management should operate the management

processes in harmony. (Polat & Küçük, 2012). In this framework, it is important for administrators to make plans within the scope of management processes, to ensure effective communication and coordination with teachers and other employees during the implementation of these plans, and to ensure that the activities are evaluated carefully in accordance with the plans (Büte & Balcı, 2010).

In terms of schools, basic education institutions provide children with basic knowledge and skills such as reading and writing, basic mathematical operations, and using their mother tongue correctly and effectively, which are necessary for them to adapt to society and live better. These knowledge and skills have the characteristics of prerequisite for further learning (Saribaş & Babadağ, 2015). In this sense, basic education encompasses the most important educational steps in the Turkish education system that covers pre-school and primary education, preparing for secondary and higher education and preparing the person for life. These institutions need to be managed effectively in order to perform their functions. It is seen as an important need to consider the management processes of public and private schools in a holistic and in-depth manner and to reveal their different aspects. Therefore, the aim of this study is to evaluate the management processes according to the opinions of the managers of basic education institutions.

## **Method**

### **Research Design**

In this study, phenomenological research design, that is a qualitative research method and a qualitative research approach, was used. Qualitative researches are accepted as a research method that emphasizes words over quantification in interpreting the data and aims to present the participants' perspectives (Özden and Saban, 2017). In phenomenological researches, it is aimed to reveal the way the participant perceives, conceptualizes and evaluates the event or events related to the research topic (Özdemir, 2010). The phenomenon discussed in this study is determined as the management processes and it is aimed to reveal the perceptions and experiences of school administrators belonging to this phenomenon.

### **Study Group**

In this study, a total of 30 principals (consisting of 19 public and 11 private school principals) were interviewed. With the idea that each school's management processes are different and that they have access to different information about the management processes, the working group was formed by selecting schools with different socio-economic characteristics in order to constitute the maximum diversity sampling among purposeful sampling methods. In addition, it was sought that the managers should have worked for at least 2 years in order to clearly demonstrate their perceptions and experiences regarding all management processes. Thus, criterion sampling method was used. The interviewed school managers were coded as (M1, M2, M3... M30); their associated school types were also included as "S" for state schools, for private school as "P", and their associated school levels were coded with "A" for kindergarten, "B" for primary school, and "C" for secondary school.

### **Research Instruments and Procedures**

In the study, the data were collected with a personal information form and a semi-structured interview form that included interview questions about management processes. For the semi-structured interview form, a draft interview form was prepared by the researcher based on the detailed body of literature review. In order to ensure the validity of the interview form and to examine the questions in terms of their meanings and clarity, they were presented to two faculty members specialized in the field of education management. Necessary corrections were made on the interview form in line with the recommendations of the experts. A pilot interview was conducted with this form and it was concluded that there was no problem with the form. The semi-structured interview form consists of 7 main questions in the context of management processes and 18 sub-research questions associated with the main questions

### **Data Analysis**

The data were subjected to descriptive analysis and content analysis. In this direction, firstly the themes were determined during the descriptive analysis stage and the data were collected under the

related questions within the framework of the research questions. In the content analysis, the data was carefully read and divided into meaningful sections and coded by finding the conceptual equivalent of each section. Similar codes were collected in the same group and categories were formed. The meaningfulness and consistency of the generated codes were constantly reviewed and edited. In addition to the researcher, it was checked by two faculty members whether the generated codes represent the category in which they were assigned and all codes; and, the categories were unanimously agreed.

## Results

### Decision Process

According to the participatory views on the decision process, decisions are taken largely in the context of legislation and bureaucracy. The decisions are impressed by principals and deputy principals in the school management and district and provincial education directorates in the senior management. In private schools, it is stated that the board of directors affects the decisions.

The participant views on the decision process are as follows:

*We are a state institution, a school affiliated with the Ministry of National Education. The laws, regulations, directives and circulars to which we are bound to are the factors that affect our decision-making processes to the greatest extent. The point of views of provincial and district directorates of national education affects us inevitably (M1, S, C).*

*We make a meeting every morning with our deputy principals. We talk about the school's agenda in those weeks. We are looking for answers to what we are going to do this week. Decision making usually takes place there (M8, S, B).*

*There is a board of directors in our school. Four of our members are educators. Decisions are taken by the board of directors based on our ideas (M21, P, C).*

### Planning Process

According to the participant opinions about the planning process, the student is put at the center of planning. Planning is made to support the interests and abilities of students in kindergarten and primary schools and academic success-oriented planning in secondary schools. Academic success is more prominent in terms of private schools and the planning process differs due to their responsibility to create their own resources.

The participant views on the planning process are as follows:

*In our school, academic success is at the forefront when we are planning. We are making plans to increase academic success. This is important when planning (M15, S, C).*

*When planning in primary schools, we aim to improve the social aspect of children rather than academic success. Academic achievement is currently not a very significant indicator in primary schools (M17, S, B).*

*For us, academic success is at the forefront. Of course, the cost part is also considered, but it is more of interest to the founder. If our decisions and innovations will take academic success one step further, we will try to make that decision (M20, P, C).*

### Organization Process

According to the participant views on the organization process, firstly the legislation and then the competence of the person are taken into consideration in determining the duties of the individuals and groups. Similar processes are experienced in public and private schools, but private schools can be more autonomous in the recruitment process and select employees according to the job description.

The participant views on the organization process are as follows:

*In the regulations it is clear who is going to do what. The duties of the servant, the guidance counselor and the deputy principal are in the regulations (M4, S, A).*

*One of the most important characteristics of an administrator should be to filter the characteristics of the persons who will work. If you get to know people, you can predict which job they will be suitable for. Among the teachers, if the work is going to be a social*

*activity, you choose people according to it and do the division of labor. If it is an academic activity, you choose people according to it and do the work sharing (M12, P, BC).*

*I decide according to what people can do. According to people's abilities. If you share the work according to what people can do, you get better results (M18, P, C).*

### **Communication Process**

According to the participant views on the communication process, formal-informal communication is used in this process. Written communication within the scope of formal communication; as the communication direction, top-down, bottom-up and horizontal communication are used. Within the scope of informal communication, verbal and nonverbal communication techniques are used.

The participant views on the communication process are as follows:

*Both are available in terms of communication direction. It's going down from the top if it has to be an order. There may be an order regarding the functioning of a school planning or a distribution of tasks. But teachers also can use communication from bottom up. According to the process, both are used (M5, S, A).*

*We follow official works in writing. We follow the rest of the works in the old-style, verbal and informal way. Because this is a private school, so many activities take place etc. That's why it's hard to write in a sudden job. We generally prefer to meet with parents face to face. Both communications are in use (M19, P, B).*

*We use both formal and informal. Verbal communication is especially important. People get bored of formal communication. Therefore, we try to use in-formal means of communication. The direction of communication is mutual. It's sometimes from bottom to top, sometimes from top to bottom (M20, P, C).*

### **Influence Process**

According to the participant views on the influence process, formal-informal ways of influencing are used. In the scope of formal influence, the power-based reward-punishment methods are used; In the context of informal influencing, ways like motivating, appreciating, remembering special days, being exemplary and showing examples are used.

The participant views on the influence process are as follows:

*I don't hesitate to reward working teachers or appreciate employees. If he's really done his job, and he's really a plus to this school, I always appreciate it. At the point of punishment, if this will disrupt the functioning of the institution, I do whatever should be done to it. I use my authority there. It doesn't mean use the direct authority. I try to improve it, if it's no go, I use authority as the final stage (M5, S, A).*

*Being overly motivate (encourage) is a typical characteristic of Turkish people. Our people function with tons of motivation. We like to be praised. I'd like to motivate people, but I say things when there's something wrong. We do not behave offensively to our teachers within the community. When we praise, we praise in society. This increases our reputation (M12, P, BC).*

*We have formal authority, of course. In addition, we use our informal power and leadership. We use the reward method. So far, we have not had inflict punishment. Usually we tend not to punish. There is a formal authority given to us by the regulations, but for example we informally invite the teacher to interview. As a result of our interview, we are able to turn a subject that is considered negative to positive (M17, S, B).*

### **Coordination Process**

According to the participant views on the coordination process, coordination is made with meetings with school stakeholders and activities such as school fair, trips, activities, guidance activities, and parent visits.

The participant views on the coordination process are as follows:

*I meet with deputy principals once a week. Who did what this week? What should be done this week? How much did we do? Do we know about each other's work? I'm evaluating these (M3, S, B).*

*We invite them to school, we often organize programs such as conferences and informative seminars. We often meet with parents. We organize activities with students and parents. We invite them on special occasions (M20, P, C).*

*We do a lot of activities for our parents. We give seminars, organize training programs. We organize adaptation activities in kindergarten and 1st grade. We care about our school openings. We make decorations, serve refreshments. We give awards to students. We make small privileges to win people. When parents and students are valued here, their perspectives turn positive (M29, S, B).*

### **Evaluation Process**

According to the participant views on the evaluation process, teacher and student assessments are done. While students are tried to equipped with basic skills and evaluations are made accordingly in kindergartens and primary schools, academic achievement is at the forefront in secondary schools. Teacher assessment is largely provided by course supervision and it is aimed to increase the efficiency of teacher.

The participant views on the evaluation process are as follows:

*Our teacher evaluation is as follows; I enter classes in the middle of the semester and make an observation. At the end of the semester we are going to the course supervision. There are certain criteria in course supervision. As criteria; I am planning to make an evaluation according to the topics such as course planning, application, introduction to the course, tools and equipment used in the course, application methods and techniques, course presentation, functioning, student participation, classroom management and teaching formation gains, assessment and reinforcement. I think this work is fruitful (M10, S, B).*

*The academic achievement of students is evaluated statistically in the teachers' board. At the year-end teachers' board meeting, we extracted and evaluated the statistics of the first and second semesters of each class (M15, S, C).*

*Since we do not have an academic objective, we do not measure academic performance. The teacher gives whatever the curriculum is to the students. With respect to events, we are trying to improve our performance. We are making a learning outcome evaluation exam on the 4th grade students (M25, S, B).*

### **Discussion, Conclusion and Recommendations**

The provision of public services in countries that have adopted centralized management is carried out through detailed legislation as well as bureaucratic mechanisms (Özmantar & Sincar, 2017). According to the made in this context to results of researches; the conclusion that school principals act in accordance with laws and regulations in decision process and practices (Dönmez, Uğurlu & Cömert, 2011), in the decision-making process, the requests of senior managers affect school principals (Sezer, 2016), the school principals first applied to the deputy principals to consult in the decision process (Bakioğlu & Demiral, 2013) coincides with the findings of this study. Unlike public schools, it is observed that the board of directors affects the decision-making processes in private schools, as the principals work under the board of directors. The decisions taken in schools under the influence of legislation and bureaucracy create the impression of a centralist and normative approach. In this respect, the school managers trying to manage the school by being extremely dependent on the legislation causes them to act to protect the current situation. To avoid this situation, principals can encourage their staff to participate in decisions.

The school manager should closely monitor student learning by comparing learning outcomes with predetermined standards in order to take the necessary measures to improve the quality of education and training practices taking place in the school (Abat, 2010). Within this scope, it is stated that school principals consider students' satisfaction and love of school as one of the important criteria when planning (Özkan Hıdıroğlu & Tok, 2018) and one of the aims of the strategic plans is to increase the academic achievement of the students (Zincirli, 2012). School principals should give due importance to

planning in order to carry out educational activities as desired. In addition, private schools are required to plan resources because of their responsibility to create their own resources.

It is stated that efficiency will increase thanks to the clear definition of rules, powers and responsibilities in performing the tasks in the organization (Topaloğlu, 2011). The results of this study support the findings that the school administrators' behaviors of distribution of tasks in accordance with the legislation are "sufficient" (Deliceirmak, 2005) and that the school administrators take into account the professional competencies (Özgan & Aslan, 2009). In this sense, performing the duties of the school employees in a manner that does not contradict the legislation is considered important in terms of effective functioning of the organization by preventing the confusion of authority and role. Also, private schools seem more advantageous as they can choose their own staff.

Organizations take action towards their goals through communication. The issues in the organization such as how to do the works, by who and how they will be done transmitted to the relevant person through the communication (Timuroğlu & Balkaya, 2016). It was found on the researches that the administrators gave information to the teachers and listened to them, that information was exchanged between the same levels, and that the administrators used written and verbal communication styles (Ağdelen & Ağdelen, 2007). The findings indicate that communication channels are open in schools and that horizontal and vertical communication is used and it is consistent with the findings of this study. In this context, it can be said that the administrators should give importance to the internal communication styles in order to create a positive communication climate in the school.

In many cases, it is more effective for school administrators to use different ways of influencing rather than implementing a rigid control system. In this context, being appreciated and remembered makes employees feel that labor is seen and positive for their motivation (Özgan & Aslan, 2008). However, school managers emphasize that they have little authority in terms of different motivation methods such as financial reward and seniority increase in terms of influencing process (Karagöz, 2006). In this study, it can be said that almost half of school principals use formal ways of influence and this is in line with the findings of the body of literature. At this point, it is important that school managers lead the employees to organize activities that increase their motivation in terms of achieving the aim of influencing process.

School managers try to harmonize the human resources and material resources in the school towards the aims of the school through the coordination process as whole. Uncoordinated works prevent the emergence of the desired potential (Başaran & Çinkır, 2013). The meetings held at the school play an important role in ensuring coordination. In Şahin's (2013) study, it was concluded that school administrators held periodic meetings with school stakeholders. Erdoğan and Demirkasımoğlu's (2010) study states that the main communication between school and family is provided through parent meetings, school fairs or activities on special days, and families participate voluntarily in these activities. It is considered important for school administrators to create environments where school stakeholders can come together to increase communication and to ensure coordination.

As a teaching leader, the school principal should work in collaboration with teachers to guide the planning, implementation and evaluation of teaching activities and improve teaching by receiving feedback on activities (Gülbahar, 2013). In the studies, school principals; elementary school students tried to measure their social skills (İnci and Deniz, 2015), they emphasized the achievement of educational goals and academic achievement of the school (Sezer, 2016), monitored student development, evaluated the teaching process and tried to increase academic achievement (Şahin, 2013) supports the findings of this study. In terms of teacher evaluation, it is considered important for school administrators to move away from exhibiting bureaucratic behaviors and make evaluation with teachers in order to create a positive climate in the school (Çalık & Şehitoğlu, 2006). As a matter of fact, school administrators also require supervision in terms of the effective implementation of the programs in line with the aims of the school, the realization of education and training activities as planned, and the provision of teachers' working discipline (Kurt, 2009). It is thought that appreciation and giving feedback about teachers' professional activities will be beneficial for teachers to develop themselves and set an example for other teachers. Conducting supervision practices in cooperation with teachers is considered important in terms of providing a developmental impact.



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