



Bureaucratic Problems at Schools

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Abstract

The study is a descriptive study since it aims to present an existing situation. Case study, one of the qualitative research techniques, was used in the study to collect data. “Embedded single-case design” was used as a case study design in the study. There may be more than one sub strata or unit in a single case in embedded single-case design. The present study addresses the bureaucratic structure and functioning at schools. Criterion sampling and maximum variation sampling, methods of purposive sampling, were used in the identification of the study sample. The criterion was defined as working at the school as a principal for at least for five years on the permanent staff. This criterion was determined based on the thought that experienced principals would have increased awareness, knowledge and skills regarding the bureaucratic procedures at schools. A study group composed of a total of 18 school principals from each school type (pre-school (4), primary (4), secondary school (3), general high school (3) and vocational high school (4)) was formed in order to provide maximum variety in the study. Based on study findings, in terms of bureaucracy, educational institutions have unique characteristics such as harsh hierarchical structure, immense paperwork, strict rules, slow pace of procedures, workload, slow pace of procedures, quality of personnel and difficulty of assessment. Bureaucracy is experienced at school in the following areas: student affairs, personnel services, educational services, management affairs and financial affairs.

Keywords: school, bureaucracy, school principal

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Okullarda Bürokratik Sorunlar

Öz

Araştırma var olan durumu ortaya koymayı amaçladığından betimsel bir araştırmadır. Araştırmada verilerin toplanmasında nitel araştırma yöntemlerinden durum çalışması temel alınarak yapılandırılmıştır. Araştırmada desen olarak, durum çalışması desenlerinden birisi olan “iç içe geçmiş tek durum” deseni kullanılmıştır. İç içe geçmiş tek durum deseninde, tek bir durum içinde çoğu kez birden fazla alt tabaka veya birim olabilmektedir. Yapılan araştırmada, ele alınan durum, okullardaki bürokratik yapı ve işleyiştir. Araştırmanın örneklem grubunun belirlenmesinde amaçlı örnekleme yöntemlerinden ölçüt örnekleme ve maksimum çeşitlilik örnekleme yöntemi kullanılmıştır. Araştırmada okulda asil müdür olmak ve en az beş yıl müdür olarak görev yapmak ölçütleri esas alınmıştır. Araştırmaya katılan okul müdürlerinde aranan asil müdürlük ve en az beş yıl kıdemine sahip olma gerekçesi, bu müdürlerin okullardaki bürokratik iş ve işlemlerde bilgi, beceri, farkındalık düzeylerinin daha fazla olacağı düşüncesinden kaynaklanmaktadır. Araştırmada maksimum çeşitliliği sağlayabilmek için her okul türünü (okulöncesi (4), ilkokul (4), ortaokul (3), genel lise (3), meslek lisesi (4)) toplam 18 okul müdüründen ibaret çalışma grubu oluşturulmuştur. Araştırma sonucunda elde edilen bulgulara göre; eğitim kurumları bürokratik olarak, katı hiyerarşi, kırtasiyecilik, katı kurallar, iş yoğunluğu, işlerin yavaş işlemesi, personel kalitesi ve değerlendirme zorluğu şeklinde kendine özgü özelliklere sahiptirler. Okullarda bürokrasi; öğrenci işleri, personel hizmetleri, eğitim-öğretim hizmetleri, yönetim işleri ve mali işler alanlarında yaşanmaktadır.

Anahtar Sözcükler: okul, bürokrasi, okul müdürü

Introduction

When mutual effort is needed to realize an aim, individuals generally establish an organization to coordinate target-related activities and to promote the participation of the others in the efforts. The organization established to realize explicitly stated goals is a formal organization. Formal organizations like schools have structures composed of bureaucratic roles and expectations (hierarchical tasks and positions, rules and arrangements and expertise). Bureaucratic expectations define organizational roles. While some structures facilitate the procedures of the organization, others may inhibit them and undoubtedly, behaviors in school organizations are determined by structural regulations (Hoy & Miskel, 2012).

The study which pioneered bureaucracy is based on German sociologist Max Weber who comparatively studied many organizations at the beginning of the 20th century. Weber developed the concept of bureaucracy as the ideal style of organizational structure. According to Weber, ideal bureaucracy is composed of division of labor, rules, hierarchy of authority, not being personal and competence (Lunenburg & Ornstein, 2013). Almost all modern organizations including the schools have the characteristics Weber suggested; namely; division of labor and expertise, objectivity, hierarchy of authority, rules and regulations and career management (Hoy & Miskel, 2012).

Bureaucracy is characterized by high level routine operational tasks accomplished with the help of specialization, tasks grouped in functional departments, central authority, a narrow supervisory field and making decisions that follow a chain of command. The privileged strong aspect of bureaucracy lies in its ability to undertake standardized activities with high efficiency. The most important weakness of bureaucracy is its obsession with different rules that follow each other. Organizations that are structured around highly formalized bureaucratic styles and specialization provides strict commitment to chain of command, limitations on delegation of authority, a narrow supervisory field and low autonomy for its workers. Supervision is strict in these structures and behaviors are performed in a highly narrow area (Robbins & Judge, 2012).

Schools which are bureaucratic institutions are special environments. The most important and open characteristic of the organizations called schools are the human beings, the raw material that comes from the society and goes to society. Therefore, dimension of individuality of schools is more sensitive, the informal aspect is more important than the formal aspects and the sphere of influence is larger than the sphere of authority (Bursalıoğlu, 1994). According to Sezgin (2013) educational organizations are systems in which tying actions to harsh standards is difficult. Therefore, it is hard to manage educational institutions as one would manage other organizations, to place them under severe control and supervision, to determine unchangeable rules and procedures and generate severe standardization.

Based on Balcı's (2013) findings on effective schools, an administrative organization different from the customary is required in effective schools. Since the main task of the school administrator is to develop a suitable learning environment for student learning, the school administrator needs to serve more of a teaching leader. The main tasks of the school administrator is composed of visiting teachers in

their classrooms, circulating among school corridors and classrooms, being at the right places in the school at the right time and continuing the general procedures at the school. In this context effective schools require an organic structure. This structuring cannot be a fully mechanic-bureaucratic one but it also cannot be a fully “loose” one either. Maybe, a situational structuring will be more suitable for schools because establishing severe standardization, setting up procedures for every single thing and identifying superior-subordinate relationships and supervising them closely will not generate the desired efficiency and isolation of teachers as sole authorities with professional independence concerns will not work in this structure as well.

The fact that schools are bureaucratic institutions may carry the pathologies of bureaucracy to school such as stereotyping, routine tasks and difficulty of completing procedures (Bursalıoğlu, 1994). It is necessary to identify and compare the specific characteristics that the schools should have as identified in the literature with the actual bureaucratic features they have. Therefore, the current study set out to identify school principals' views on schools' bureaucratic structures and answers to questions below were sought in this framework:

1. What kind of unique bureaucratic characteristics do schools have?
2. What kinds of problems are observed at schools based on bureaucratic reasons?

Method

Research Model

The study is a descriptive study since it aims to present an existing situation. Case study, one of the qualitative research techniques, was used in the study to collect data. Case studies examine one or more cases in depth (Yıldırım & Şimşek, 2005). Case studies include the phases of identification of the problem, research field, selection of participants, data collection and data analysis (Büyüköztürk et al., 2012). “Embedded single-case design” was used as a case study design in the study. There may be more than one sub strata or unit in a single case in embedded single-case design (Yüksel, 2011). The present study addresses the bureaucratic structure and functioning at schools. Sub analysis units of the study were composed of students at schools, personnel, education and training, management and financial affairs. Results were provided for the whole study based on the data obtained for the sub analysis units.

Working Group

Criterion sampling (Yıldırım & Şimşek, 2005) and maximum variation sampling (Büyüköztürk et al., 2012), methods of purposive sampling, were used in the identification of the study sample. The criterion was defined as working at the school as a principal for at least for five years on the permanent staff. This criterion was determined based on the thought that experienced principals would have increased awareness, knowledge and skills regarding the bureaucratic procedures at schools. A

study group composed of a total of 18 school principals from each school type (pre-school (4), primary (4), secondary school (3), general high school (3) and vocational high school (4)) was formed in order to provide maximum variety in the study.

The study was conducted on the school principals employed in the province of Düzce during 2013-2014 academic year. Table 1 presents information about the working group.

Table 1

Personal Information about the Principals

Variable		<i>f</i>	%
Gender	Female	6	33
	Male	12	67
Age	20-30	-	-
	31-40	4	22
	41-50	11	61
	50 and older	3	17

According to Table 1, a total of 18 school administrators (female (n=6) and male (n=12)) participated in the study. The majority of the school principals were between 41 and 50 (n=11) however it was ensured that other age groups also participated in the study.

Data Collection Tool

Study data were collected with the help of the semi-structured interview form developed by the researcher. Semi-structured interview forms are preferred by researchers since they are flexible, have a specific standard, allow compiling in-depth information about a subject, can reach more participants and facilitate data collection and analysis (Yıldırım and Şimşek, 2005). Two open-ended questions were prepared with the help of literature review, views of two experts in educational sciences were sought to ensure internal validity and participation confirmation was provided with the piloting conducted on three school principals. Interviews with the participants were undertaken in two phases. School principals were asked the two semi-structured questions provided below in the first phase.

1. What kind of unique bureaucratic characteristics do schools have?
2. What kinds of problems are observed at schools based on bureaucratic reasons?

Data were collected individually by the researcher. Following the analysis of these questions, another interview form composed of five questions was prepared. The questions were examined by two academicians in education management and three school principals to ensure intelligibility and subject suitability and the form was finalized. Participating school administrators were asked the following questions in the second interview:

Based on bureaucratic reasons, as a school principal,

- a) What kinds of bureaucratic problems do you face at schools regarding student services?
- b) What kinds of bureaucratic problems do you face at schools regarding personnel services?
- c) What kinds of bureaucratic problems do you face at schools regarding educational services?
- d) What kinds of bureaucratic problems do you face at schools regarding management affairs?
- e) What kinds of bureaucratic problems do you face at schools regarding financial affairs?

During the second data collection phase, school principals who reported problems related to students, personnel, educational services, management and financial affairs were interviewed face to face for 30-40 minutes to provide more detail about the problems in the areas they stated. Views of principals were written down and were confirmed by the principals following the interview.

Data Analysis

Inductive analysis, a type of content analysis, was used in analyzing the data obtained during the study. Inductive analysis is undertaken to identify the concepts behind the data via coding and to present the relationships between these concepts (Miles and Huberman, 1994, cited in Yüksel, 2011; Yıldırım & Şimşek 2005). Participating *principals* were coded as *P1, P2...* to ensure confidentiality. Content analysis included coding the data, finding the themes, arranging the themes of the codes and identifying and interpreting findings. Themes were identified and presented based on the related literature and legislation.

Validity and Reliability

Since concepts of validity and reliability of qualitative research tradition are found dogmatic and criticized as the products of the deductive approach based on the hypothesis testing of the positivist paradigm, concepts such as plausibility and transmissibility are preferred more (Yıldırım & Şimşek, 2005). A conceptual framework was developed based on literature review and investigation of the legislation in order to increase the validity (plausibility) of the study during the development of the interview form. Statements were transcribed following the interviews and the participants were asked to confirm the notes by reading what was written. It was ensured that collected data presented the actual situation. Also, two educational administrators separately coded the obtained data. The codes were later compared and inter-rater reliability was calculated as 80%. In order to increase reliability (consistency), all findings were presented without any commentaries.

Findings and Interpretation

This section presents the views of principals in the framework of the main themes/definitions and codes (sub themes).

Unique Bureaucratic Characteristics of Educational Institutions

Table 2 presents the bureaucratic characteristics of educational institutions according to the views of principals.

Table 2

Bureaucratic Characteristics of Schools

Theme	Codes (Alt Themes)	n
Bureaucratic characteristics	Strict hierarchy	18
	Paperwork	17
	Strict rules	16
	Workload	15
	Slow pace of procedures	14
	Quality of personnel	13
	Difficulty of assessment	13

Examination of principals' views in Table 2 shows that bureaucratic characteristics of schools were listed under the following sub themes: strict hierarchy (n=18), paperwork (n=17), strict rules (n=16), workload (n=15), slow pace of procedures (n=14), quality of personnel (n=13) and difficulty of assessment (n=13). According to school principals, schools highly reflect many characteristics of bureaucracy and strict rules, paperwork and normativeness are the norm.

As opposed to other organizations, educational organizations operate strict rules and normativeness based on obligations. Bureaucratic sanctions create reluctance and impassiveness in teachers. The obligation of getting confirmation and approval of administrators in the phase of making decisions generates distrust in the profession. However, when the bureaucratic operations of the school are established on mutual good relations and mutual willingness to reach goals, a somewhat autonomous structure may emerge (P1).

Here, the personnel desires to create positive impact while undertaking many bureaucratic functions as well. Since educational organizations are managed based on laws and regulations, superior-subordinate relationships have pre-established structures. In addition to this, bureaucracy is observed in many aspects of communication such as the relationships among colleagues, environment parent profile, relationships with the personnel and relationships during student recruitment (P2).

Bureaucratic rules at schools are more comprehensive and serious. All operations should be undertaken based on formal written procedures and all should be recorded. Teachers do not have much initiative other than the in-class methods they use and behavior training they prefer. They need to ask

permission and approval for all sorts of implementations from the school principal and sometimes even from higher authorities depending on the issue. Parent permissions are also important in some regards. Legislations are obligatory and bureaucratic operations are intense (P3).

As opposed to other organizations, educational organizations operate strict rules and normativeness based on obligations (P5).

Different from other organizations, schools have to follow a sequence of rules such as correspondence rules and they follow the strict structure. Councils that are not functional but exist on paper, branch teacher meetings, various forms, many notebooks to be filled in, files to create and reports that need to be written but nobody reads.... (P6).

The fact that upper management continuously asks for thematic data makes the school management spend a lot of time with correspondence and keeps us from our fundamental task which is the improvement of teaching (P7).

Like other public organizations, schools also reflect characteristics such as paperwork, strict rules, less creativity, and lack of functionality. Bureaucratic structure hinders teacher and student creativity (P8).

Favoritism and rules have more priority at schools. Bureaucratic sanctions create unwillingness in the personnel (P9).

Bureaucracy itself is the biggest hindrance that faces the schools (P12).

Bureaucratic operations at schools are not tools anymore but the goal (P13).

Schools are more central. The strict rules are very clear and distinct. They are not decision making centers but centers for implementation (P14).

Bureaucratic rules operate more at schools. Everything is undertaken with permission and everything is registered and recorded. Administrators and teachers do not have much initiative. Formal approvals are required for each issue. Procedures are intense and very complicated (P16).

Principals are like officials that work under command (P17).

Strict rules and normativeness are strict norms at schools (P18).

Problems Faced in Educational Organizations due to Their Bureaucratic Structures

Table 3 presents the problems faced in educational organizations due to their bureaucratic structures based on principals' views.

Table 3

Bureaucratic Problem Areas at Schools

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Bureaucratic problems	Student affairs	18
	Personnel services	17
	Educational services	17
	Management affairs	16
	Financial affairs	16

When the areas in which bureaucracy is intense at schools are categorized based on principal views, it is observed that the themes are distributed almost evenly as follows: student affairs (n=18), personnel services (n=17), educational services (n=17), management affairs (n=16) and financial affairs (n=16). Based on this result, schools have intense bureaucratic procedures and operations in the areas identified above.

Below; some statements from school principals are provided regarding the bureaucratic problems at schools:

The fact that administrators decide how operations should be undertaken creates lack of self-confidence as well as unwillingness in the personnel. The fact that ideas regarding rearrangements or innovations are hindered by bureaucratic obstacles and no results are accomplished due to bureaucratic causes creates unwillingness to start new initiatives. This fact generates the loss of some feelings in teachers such as regarding renewing oneself. The negative atmosphere brought by bureaucratic obstacles is generalized and causes reluctance (P2).

It may negatively affect superior-subordinate relationships. In the name of bureaucratic power, negative outcomes can be observed such as negative competition, greed, self-centeredness, greed for a position, feelings of having the authority and the command, a monotonous working environment, technological deficiencies, dealing with a lot of paperwork and concerns for completing the curriculum in the planned period. Each task should be recorded and registered (for instance, teachers can receive the performance homework of students in a flash drive but it should be recorded as a CD or as print!). When necessary legal procedures are not fully completed regarding the activities that will develop students (such as educational field trips), the activities may not be undertaken at all (if you persist on doing the activity when legal procedures are not intact, the responsibility will be yours) (P3).

Plethora of bureaucratic rules creates reluctance in educators who already have workloads that are more intense and different than the other government officials. Bureaucratic problems are experienced in all area such as students, teachers, management and financial affairs (P4).

Even the smallest movable property at schools requires many procedures which generates loss of time and loss of labor (P5).

Teacher authority is very limited. Even for a school trip, there is loads of bureaucracy to deal with. Since teachers have to prepare reports for each task they work with, they deal with a lot of paperwork which decreases their productivity (P7).

For instance, if a bid for a school renovation is delayed by bureaucracy or the required materials are late for the science lab due to bureaucracy, education will be interrupted. Administrators buried in formal correspondence have become machine like and have even started to turn away from humanistic problems (P8).

Centralization has brought intense paperwork, chaos, non-competence and uncertainty. No flexibility is left (P9).

Assignment of incompetent administrators and intense office work kill creativity, paperwork is intense and student and personnel procedures and operations never end (P11).

Workloads of the administrators and the teachers are heavy; most decisions are taken at higher offices (P14).

...Detailed rules, workload and discipline problems due to crowded student and teacher population, easily delayed nature of tasks due to bureaucracy, delayed assignments for teachers and administrators (P15).

Bureaucratic Problems at Schools Related to Student Affairs

Table 4 presents the bureaucratic problems related to student affairs based on principal views.

Table 4

Bureaucratic Problems at Schools Related to Student Affairs

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Student affairs	Affairs related to discipline	18
	Attendance-absence	15
	Procedures related to student representative, council etc	11
	Social activities	11
	Procedures related to parents, lack of parental support	10
	Lack of physical infrastructure, textbooks	9
	Crowded classrooms	9

Examination of principal views in Table 4 shows that bureaucratic problems collected under the student affairs main theme are as follows: Affairs related to discipline (n=18), attendance-absence (n=15), procedures related to student representative and student council (n=11), social activities (n=11), procedures related to parents (n=10), lack of physical infrastructure, textbooks (n=9) and crowded classrooms (n=9). School principals believe that procedures and operations related to discipline and attendance-absence increase bureaucracy at schools.

Below; some statements from school principals are provided regarding student based bureaucratic problems at schools.

Students' lack of respect, their irresponsible behaviors, lack of knowledge how they will behave in certain situations and the fact that they leave almost all tasks to the last minute create congestion and workload in the administration. For instance, asking for documents, applications for exams and written requests for permission. Student absences, the fact that parents stand up to school principals, management and teacher with the instinct of protecting their children, parental insults, quarrels with parents, the fact that parents do not want to understand (and follow) the legal explanations provided for them during registration (P1).

Lack of sufficient areas for the required activities for students (such as gym, project room, library), parents' indifference and negative effects of the environment (P4).

Crowded classrooms, student absences, indifference of the parents towards their children, insensitivity of the students towards school, plethora of students especially in lower secondary grades who causes problems and lack of legal sanctions (P7).

Lack of technological resources at schools does not meet student expectations (P8).

The obligation from upper management to register more students than school capacity during registration period, indifference of parents, students' low academic levels (P9).

Undisciplined students, uneducated and indifferent parents, low student achievement (P11).

Follow up of students who registered to school through address-based population registration system but who do not show up and issues related to textbooks (P12).

Bureaucratic Problems at Schools Related to Personnel Services

Table 5 presents the bureaucratic problems at schools related to personnel services based on principal views.

Examination of principal views in Table 5 shows that bureaucratic problems collected under the personnel services main theme are as follows: lack of personnel in terms of number (n=15), lack of competence (n=14), lack of administrators' contribution (or say) in personnel selection (n=13), lack of cooperation (n=12), lack of in-service training (n=7) and Frequent replacement of personnel (assignment to different places) (n=7). School principals believe that lack of educators and other personnel at schools both qualitatively and quantitatively increases the bureaucratic procedures and operations at schools.

Table 5

Bureaucratic Problems at Schools Related to Personnel Services

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Personnel services	Lack of personnel (quantitative)	15
	Incompetence	14
	Lack of administrators' contribution (or say) in personnel selection	13
	Lack of cooperation	12
	Lack of in-service training	7
	Frequent replacement of personnel	7

Below; some statements from school principals are provided regarding personnel based bureaucratic problems at schools.

The fact that especially the personnel on the permanent staff do not do the tasks allocated to them, the fact that they do not work as they should even though they are warned from time to time, the fact that their qualities and education are not at the desired level (P1).

There is a shortage of educated personnel. The fact that personnel go to the court even for procedures that are legal according to labor law creates both loss of time and loss of financial resources (P3).

Lack of personnel for school cleaning and security (P4).

The biggest problem related to personnel is the teachers who have made a habit of coming to work late. There are also cases for going to classrooms late and not paying proper care to their hall duty in their assigned duty areas (P6).

Lack of assistants, lack of teachers, teachers who take sick leaves, lack of effort by parent-teacher associations, personnel's lack of legislative knowledge about their duties and responsibilities (P7).

Lack of personnel is a problematic issue (P8).

Lack of funds for the personnel, lack of efforts to find solutions, plethora of procedures related to money, lack of permanent staff, the fact that the personnel chooses to leave even in midterm when they locate better conditions elsewhere, leaving all procedures related to subcontracting to parent-teacher associations makes the administration dysfunctional (P9).

Lack of personnel in terms of numbers, lack of qualified personnel, undisciplined behaviors of personnel in the school (P11).

Bureaucratic problems at schools related to educational services

Table 6 presents the bureaucratic problems at schools related to educational services based on principal views.

Table 6

Bureaucratic Problems at Schools Related to Educational Services

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Educational services	Lack of material and equipment	18
	Frequent changes in programs	14
	Insufficient textbooks	13
	Teacher quality	11
	Traditional methods	7
	Lack of guidance	6
	Lack of parental support	6
	Crowded classrooms	6

Examination of principal views in Table 6 shows that bureaucratic problems collected under educational services main theme are as follows: Lack of material and equipment (n=18), Frequent changes in programs (n=14), Insufficient textbooks (n=13), Teacher quality (n=11), Traditional methods (n=7), Lack of guidance (n=6), Lack of parental support (n=6), crowded classrooms (n=6).. School principals believe that lack of material and equipment, frequent changes in programs and insufficient textbooks increase the bureaucratic procedures and operations at schools.

Below; some statements from school principals are provided regarding educational services based bureaucratic problems at schools.

The fact that teachers do not pay enough attention to their classes and that they do other things during classes, deficiencies in the physical school structure and equipment and the fact that they cannot be corrected, the dignity of all educators and administrative personnel disregarded in the public opinion as a result of wrong policies and the resulting resentment of the staff (M1).

There are problems regarding the guidance services and the content of textbooks is not compatible with the exams. It is not possible to provide applied lessons (M5).

Lack of parental support is an important problem. There are problems with the textbooks. The fact that books are not compatible with the exams leads the teachers to use supplementary resources and that causes them to move away from the program (M6).

The fact that teachers do not act with a sense of mission, problems in going to classes, lack of materials, problems in communication with parents, problems in hall duty (P7).

Cooperation among teachers is insufficient (P8).

Need for teachers on permanent staff, insufficient technological materials and problems in getting financial resources (P9).

Crowded classrooms, lack of idealistic teachers who perform their professions with love (P11).

Bureaucratic Problems at Schools Related to Administrative Services

Table 7 presents the bureaucratic problems at schools related to administrative services based on principal views.

Table 7

Bureaucratic Problems at Schools Related to Administrative Services

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Administrative services	Lack of administrators on permanent staff	16
	Temporary assignments	15
	Frequent changes in legislations	14
	Lack of participation in decisions	10
	Inability to renew oneself	8
	Attitude of upper management	8
	Lack of cooperation and communication	7
	Lack of administrative professionalism	6
Variability in inspection systems	5	

Examination of principal views in Table 7 shows that bureaucratic problems collected under administrative services main theme are as follows: Lack of administrators on permanent staff (n=16), Temporary assignments (parallel to the previous item) (n=15), Frequent changes in legislations (n=14), Lack of participation in decisions (n=10), Inability to renew oneself (n=8), Attitude of upper management (n=8), Lack of cooperation and communication (n=7), Lack of administrative professionalism (n=6) and Variability in inspection systems (n=5). School principals believe that lack of administrators on permanent staff, temporary assignments and frequent changes in legislations directly or indirectly increase the bureaucratic procedures and operations at schools.

Below; some statements from school principals are provided regarding administrative services based bureaucratic problems at schools

Impossibility to meet the need for sufficient numbers of attendants, civil servants, administrators and teachers, problems in formal correspondence and formal communications with upper management, reports, statistics or other work that are not useful in any sense to the school, system, employees or the students; a form of drudgery completed just for the sake of it (P1).

Unnecessary activities of the Directorates of Education steal valuable time. The fact that teachers are not at the status of government officials in legislation creates administrative and budgetary problems (P3).

Lack of necessary cooperation and lack of communication between the teachers and the administrators (P4).

Administration is a specific specialization in itself and therefore administrators should be more professional (P5).

Insensitive behaviors by assistant directors, lack of school civil servants, insensitivity of the upper management to problems, requirements for a plethora of correspondence and projects, existence of unplanned meetings (P7).

School budget is always insufficient (P8).

Concerns for completing bureaucratic procedures by leaving educational services aside (P10).

Arbitrary practices of the upper management (P11).

Bureaucratic Problems at Schools Related to Financial Affairs

Table 8 presents the bureaucratic problems at schools related to financial affairs based on principal views.

Table 8

Bureaucratic Problems at Schools Related to Financial Affairs

<i>Theme</i>	<i>Codes (Sub themes)</i>	<i>n</i>
Financial affairs	Financial problems	18
	Lack of resources	18
	The fact that parent-teacher association is not controlled by the school principal	13
	Unmet needs of the school	13
	Lack of coordination	12
	Inability to have independent budgets	12
	Inability to be autonomous	11
Insufficient technologies	10	

Examination of principal views in Table 8 shows that bureaucratic problems collected under financial affairs main theme are as follows: Financial problems (n=18), Lack of resources (n=18), The fact that parent-teacher association is not controlled by the school principal (n=13), Unmet needs of the school (n=13), Lack of coordination (n=12), Inability to have independent budgets (n=12), Inability to be autonomous (n=11) and Insufficient technologies (n=10). School principals believe that lack of financial sources and provision of financial sources increases the bureaucratic procedures and operations at schools.

Below; some statements from school principals are provided regarding finance based bureaucratic problems at schools.

The fact that requested funds do not arrive in time, problems in paying the accumulated electricity, natural gas, water, telephone and internet bills.

Repairs that cannot be undertaken due to financial problems and problems to find temporary solutions, impossibility to implement budget plans due to lack of money, feelings of despair experienced while trying to meet the needs, the mentality that the principals can solve the problems and the fact that they are pushed to the limit of begging to do that, the fact that the Ministry leaves the school principals alone to deal with problems (M1).

Acting as a public organization in terms of loans and debt although we compete with private organizations and receiving funds from the Ministry stops us from making investments. Also, the fact that any kind of losses are regarded as public loss and are reflected on the school principal limits our independent behaviors (P3).

Efforts by the parent-teacher association, income from charity sales, trips, theatres and canteen are used to meet the needs and the parents contribute a little (P4).

Lack of funds, difficulties in collecting money (P5).

Financial problems are rather numerous. The government should send funds to schools. Schools should not collect donations and money for cleaning the school. The money collected from parents affect their outlook on the schools (P6).

The fact that the Ministry does not send money and the fact that the statements of the authorities to the fact that no money should be given during registration are interpreted differently by the parents (P7).

There are certain materials at school that need to be renewed every year and this fact puts the principals in a position always asking for money (P9).

Existence of an income and expense follow up system (TEFBİS) for an inexistent budget (P10).

Discussion and Suggestions

In bureaucratic terms, educational organizations have certain characteristics that include strict hierarchy, paperwork, strict rules, workload, slow pace of procedures, and quality of personnel and difficulty of assessment. Among these, strict hierarchy, paperwork and normativeness are experienced intensely at schools. Presentation of these types of bureaucratic characteristics by schools does not correspond with Bursalıoğlu's (1994) theoretical statement that "school's individuality dimension is more sensitive compared to its organizational dimension, its informal aspect is more dominant than its formal aspect and its area of impact is wider than its area of authority".

Contradictions between practices and theories about schools negatively affect educational quality. As a matter of fact, in this parallel, based on the findings of Gökçe's (2005) research titled "Force-field Analysis Technique as a Change Agent and Management of Educational Change", Turkish educational system is not ready to

meet social expectations due to strict bureaucracy, insufficient technology, limitations on resources and unbalanced distribution of resources. Teachers in Turkey support the idea that they need to meet the social expectations of change. However, they believe that the existing structure and operations inhibit this. Similarly Karaman, Yücel and Dönder's (2008) study titled "Relationship between Bureaucracy at Schools and Organizational Citizenship Based on Teacher Views" identified that bureaucracy has an impact on organizational citizenship behaviors. Also, bureaucracy affects all dimensions of organizational citizenship behavior at schools. Management of the school with a normative approach negatively affects school atmosphere. According to teachers, increases in strict use of authority results in formalized relationships.

Bureaucracy at schools are experienced in the areas of student affairs, personnel services, educational services, management affairs, financial affairs and office work almost evenly. It seems that although schools are accepted to be places that should experience the least amount of bureaucracy, bureaucratic operations and procedures are extensively experienced in almost all dimensions of the school. When these areas in which extensive bureaucracy is experienced are analyzed separately, the results detailed below are obtained:

Student based bureaucratic procedures are related to affairs related to discipline (n=18), attendance-absence (n=15), procedures related to student representative and student council (n=11), social activities (n=11), procedures related to parents (n=10), lack of physical infrastructure, textbooks (n=9) and crowded classrooms. Especially student disciplinary procedures and procedures and operations related to attendance-absence increase bureaucracy at schools.

As a requirement and as a result of student-centered educational approaches of today, schools should be able to spend their energies and resources on student learning rather than discipline, attendance-absence, parents and infrastructure problems (all these problems should have already been solved). As a matter of fact, Balcı (2003) states that effective school approach includes in its foundation that all students can learn, that schools can make a difference in student learning and that student roles are defined as achieving at the highest possible limit. Therefore, structures that focus on learning quality rather than student based bureaucratic procedures should be created at schools.

Lack of qualitative and quantitative competences in educators and other personnel at schools result in increases in many bureaucratic procedures. Personnel based bureaucratic procedures at schools are related to lack of personnel in terms of number, lack of competence, lack of administrators' contribution (or say) in personnel selection, lack of cooperation, lack of in-service training and frequent replacement of personnel (assignment to different places).

Field studies on quality of education points to the teachers' role in order to obtain school productivity and student achievement (Militello, Rallis, Goldring, 2013) and quality of education is related to teacher quality to a great extent (Acat, 2006). Balcı (2013) also emphasize that the success in effective school and school development studies are related to teacher control. Cerit, (2012) reported meaningful and positive relationships between effective bureaucratic school structures and teacher professionalism.

When the direct impact of quality teaching on the quality of education is taken into consideration, problems in Turkey such as qualitative and quantitative deficiencies in educators, their frequent assignments to different schools and lack of in-service training will be seen as problem areas that need to be solved urgently in the name of quality in education.

Lack of materials and equipment at schools, frequent change of programs, insufficient textbooks, lack of guidance, teacher quality, use of traditional methods, lack of parental support and crowded classrooms cause the most bureaucracy in teaching and training. Although Balcı's (2013) study on effective schools mention the "Coleman Report" that cites physical resources, classroom size, program and teaching strategies as secondary resources in terms of their roles in learning and states that they do not affect teacher and student behaviors, findings of the current study point to the fact that lack of materials and equipment, frequent change of programs, insufficient textbooks, lack of guidance, teacher quality, use of traditional methods, lack of parental support and crowded classrooms increase procedures and result in channeling financial and human resources as well as time and energy to these areas. Therefore, it can be argued that these kinds of problems and deficiencies affect educational quality indirectly if not directly.

Lack of administrators on permanent staff, temporary assignments and frequent change in legislations directly or indirectly cause increases in bureaucratic procedures. Many conditions based on the quality and quantity of administrators at schools and their assignments and work conditions are negatively reflected on bureaucracy as workload and negative aspects. As stated by Balcı (2013), the actual task of the school administrator is to provide a suitable environment for student learning and school administrators should act as educational leaders. Similarly in his study "Relationship between Bureaucratic School Structure in Primary Schools and Leadership Styles of the Principals", Buluç, B. (2009) found meaningful relationships between effective bureaucracy and transformational leadership. This finding supports the results of the current study indirectly.

Financial problems, lack of resources, the fact that the principal does not control the parent-teacher association, lack of resources to meet the needs of the school, lack of cooperation, inability to prepare independent budgets, inability to be autonomous and insufficient technologies also result in more bureaucratic procedures at schools. Lack of financial resources at schools and dependence on upper management and central organization to provide and use these resources are regarded as important causes that increase bureaucracy. Robbins and Judge, (2012) suggest the use of technology to overcome all these problems in bureaucracy. According to the authors, this can help principals to create a culture that can really motivate the employees with flexibility in selecting the staff, experience, accounting and work design systems.

Suggestions below are provided based on research findings:

- Strict hierarchy, paperwork and normativeness should be decreased at schools. A system whose individuality dimension is more sensitive compared to its organizational dimension, its informal aspect is more dominant than its

formal aspect and its area of impact is wider than its area of authority should be established.

- Procedures and operations based on discipline and absence should be decreased at schools and structures that center on the quality of student learning should be founded and schools should focus on student learning.
- Existence of problems in education such as qualitative and quantitative deficiencies in educators, their frequent assignments to different schools and lack of in-service training are problem areas that need to be solved urgently.
- Negative influences such as lack of materials and equipment, insufficient textbooks, lack of guidance, teacher quality, lack of parental support should be overcome.
- The need and obligation for frequent changes of programs should be addressed again and schools should have a say in the matter to some extent.
- Crowded classrooms and use of traditional methods by teachers are continuing problems.
- Since many conditions caused by the quality and quantity of administrators at schools and by their assignment and work environments are reflected on bureaucracy as workload and negative experiences, administration should be regarded as a profession and the criteria of academic education in the form of master's degree should be requested.
- Schools should be financially autonomous.
- Technological infrastructures should be established at schools and technology should be extensively used in management, education and training, financial affairs, student affairs and other areas.

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