

HOW CAN EXCESSIVE BUREAUCRACY BE PREVENTED ?

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Excessive bureaucracy, which is generally caused by the formal structure of managements or draws attention to itself by producing bifurcation of aim, prevents development and change in managements. As it is vital to implement this development and change, every organization in our country should work hard on its own level towards bringing excessive bureaucracy under control. Meanwhile, it should be given prime importance especially to non-formal structures, human relations should be improved, and educational, learning and publication activities should be intensified.

I. INTRODUCTION

The first concept the word bureaucracy brings to mind is usually a negative, humiliating and even a bad one. This negative definition, which, in one respect, explains bureaucratic application and realities best, is gaining in importance especially in the public sector. Thus the reason for work being carried out slowly, wearily, inefficiently and in complicated ways in the public sector is often associated with an unsuccessful bureaucratic procedure. Because of this unsuccessful practices criticism have been directed towards this kind of managerial structure, which was thought to be an ideal type and suggested that it had to be organized in a hierarchical manner by Weber and, finally, scientists and politicians have started to look for some means of getting measures for controlling excessive bureaucracy. Weber, thinking in terms of utopia, on the other hand, saw and defended bureaucracy as a social organization which could be effectively managed by laws, rules and regulations with the guidance of mind. But, in fact, bureaucracy whether it is seen as an organizational type or a social class which executes the commands of a ruling elite or an eastern potentate, has never been successful in practice.

Even though it is not successful in practice, bureaucracy is still a dominant factor in almost every regime and naturally has been a source of concern to statesmen

and public administrators, motivating them to find measures to deal with this troublesome situation. In Turkey, excessive bureaucracy has been criticised from time to time and some solutions have been offered. It is impossible to find a single government program that does not promise to fight against bureaucracy or its humiliating equivalent red tape. Consequently this bureaucratic wheel, which causes grievance and discomfort and keeps people from carrying out their work efficiently, has always been bitterly criticised in cartoons and articles.

Our aim in this study is to make a scientific definition of excessive bureaucracy in the light of the above mentioned criticisms and to set out the means and solutions for improving this abnormal situation. We must also make clear that the definitions and the suggested solutions in the following will reflect the situation in our country and indicate ways of improving it.

II. DEFINITIONS OF THE CONCEPT OF EXCESSIVE BUREAUCRACY

The term excessive bureaucracy implies the application of bureaucracy excessively in private or public organizations, in other words, excessive or surplus bureaucratic mechanisms hinder the state from reaching the desired aims. This definition gives only the general outline of the subject. A more detailed and realistic definition will be possible by denoting the scientific and social scientific aspect of the discussion.

Then, what does excessive bureaucracy in a scientific framework mean? from the scientific point of view this question may be briefly explained: The term "excessive bureaucracy" is equivalent to the concept of "the dysfunction of bureaucracy". This term has entered the social sciences with the name of Merton and can be briefly explained as putting bureaucratic aim into danger because of the inefficient operation of bureaucracy. Thus, the "ideal type" characteristics of bureaucracy disappears and it becomes a symbol of failure.

Determination of the dysfunctions of bureaucracy which cause failure is the first step in examining this subject. In fact, the situation created by excessive bureaucracy has caused scientists and social scientists to focus their attention on the determination and removal of these dysfunctions. Dysfunctions of bureaucracy or excessive bureaucracy may be described under four headings,

A. Structural Dysfunction :

This is the most frequently observed dysfunction in bureaucratic application. The structure of the organization or management causes structural dysfunction which is, in other words, bifurcation of aim and interest between the authority holder and the one who is given power because of the formal structure of the organization. As Selz-

nick described it, this bifurcation of aim is caused by a structure where the expectations of the individuals and the aim of the organization are not reconciled. Within a bureaucratic framework, and, moreover, everything depends on rules, laws and regulations, and also human relations are not considered seriously. In this structure the individual is not an important factor and there is a tendency to block all the ways to any kind of reforms, change and innovation. Those who have a certain position in the bureaucracy, show the strongest reaction and resistance to proposed reforms and thus jeopardize the organization's future. It is possible to find this kind of dysfunction or excessive bureaucracy in the public establishment, public economic enterprises and other establishments, reorganization and reform movements tend to fail. Besides this structural deficiency arising from extreme dependence upon laws, rules and regulations, rationalism constitutes the basic philosophy of bureaucracy and plays an important role in the dysfunctions related to personality because it places great importance on expertise.

B. Dysfunctions Related to Personality

This dysfunction arises from a bureaucratic need for expertise. As hyper-conformism is an important factor in organizations, experts, when conditions and positions change, are expected to conform themselves to the new condition. As Merton has explained, this dysfunction arises from the maladaptation of an expert who has a good knowledge of his own field to a different condition. We frequently observe this kind of non-adaptation in our country, or, in other words, inconsistent conformism which has international characteristics. If we take into consideration how unsatisfactory are the activities for professional motivation and in-service training we can easily understand our deficiency in this field.

On the other hand, in the process of bureaucracy it is an obligation for superiors to keep inferiors under observation and even control.

C. Dysfunctions Related to Excessive Control

The strict discipline which had to be imposed in the organization as a means of reaching its aim has become an aim in itself in the course of time and the real aim has been forgotten. For this reason, both Gouldner and M. Crozier, going further, have criticized the punitive character of bureaucracy.

To the dysfunctions arising from bureaucratic structure, we must also add the dysfunctions of general and social quality. Although seen in every country, these deficiencies are more commonly seen in developing countries and especially in Turkey.

D. Dysfunctions Arising From Social Needs

Just like people, social institutions also sometimes attack and sometimes stay

on the defensive. During an attack, bureaucratization tends to increase, in other words, bureaucratic activities and the are a of power expand greatly. A typical example of this is the interference of military organizations in civil life. But by the influence of the pressure groups from outside the organization-customers, share-holders, and other juridical or real persons-the organization either stays in defense or retreats and thus the bureaucratic autonomy goes into a decline. For the Israeli Social Scientist, Eisentadt, this situation gives rise to debureaucratization. In the case of attack, Eisentadt's term, bu-reaucratization, is observed and this is the social aspect of bureaucratic dysfunction. While the activities in either case seem to be in a state of balance in developed countries, it is difficult to claim that bureaueeratization has entirely lost its effectiveness in the developing countries like ours

Having pointed out the dysfunctions under four headings, we must now answer this question : What are the measures to remove these dysfunctions?

III. Measures to Remove Excessive Bureaucracy

These may be gathered under two headigs. A. Measures against each dysfunction B. Measures in general or macro plan.

A. MEASURES TO REMOVE EXCESSIVE BUREAUCRACY

1. Measures Against Structural Dysfunction

This kind of dysfunction, which arises from the formal structure of the organization and produces bifurcation of aim, is a great handicap for the development and change of the organization. Every establishment has to strive hard to do its level best to implement the necessary development and change in managements, especially in our country. First of all, an informal structure must be given priority, and human relations in the management must be developed. Besides this, in-service training is of prime importance in managements.

T Group and Family Group instructional activities which are based on discussing and solving problems as soon as they appear amog individuals coming from different managements . T Group activities should also be developed. Since discussing and solving problems by the participation of different sections in the same management is highly beneficial, family Group instructional activities should be considered seriously. In fact, it is welknown that any kind of reform which is based on a group will result in success, bureaucratization and resistance will be reduced to a minimum if an informal structure, in plain words, the individuals and the group these individuals form accept the reform. Kurt Lewin has made studies on this subject.

2. Measures Against Dysfunctions Related to Personality

Adaptation of the person to the job is the most effective way to reduce the negative influence of extreme extertise on personality. To achieve this we must make use of some psycho-technique methods. Job placement can be made by some tests and various psychological means, and a job suitable to the person's ability can be given. When he has to change a job or a duty teh best job for him can be provided by the same method Thus, the shock, incapacity and maladaptation of the person in a new condition might be prevented to a certain extent. But a psychotechnique method, which is applied only when appointing a person to a job, will be incomplet and inefficient. For this reason, starting from adulthood ages, to motivate persons towards suitable professions might minimize bureaucracy and turn dysfunction into function to a certain extent.

Inefficiency of psychotechnique application in our country should be cosidered seriously. It should always be kept in mind that the negative effects of bureaucratic organizations on personality can be minimized only by this method. All the attempst made on this area should not be limited only to organizations, but must be extended widely in a micro plan, in other words, motivation to profession has to be considered seriously. Meanwhile organizations on their own part have to have a share in the works on controlling duty exchanges and promotion by means of their research departments. Besides the application of psychotechniques, an understanding of planned reform which depends on group decisions has to be made to prevail especially in the public sector. So, the reform vishes and activities which always come from the top can be participated in by sub-groups and all the management. Educational and publication activities on thes field should be intensified

3. Measures against Dysfunctions Related to Excessive Control

Our objective being motivation rather than control, to remove bureaucracy caused by excessive control we have to make groups believe in auto-control and the aims of the individuals and the management have to be amalgameted, by a slight control.

Since Turkey has been delayed in this field, immediate meassures must be taken and an atmosphere of good human relations must be created in organizations.

4. Measures Against Dysfunctions Arising From Social Needs

Some legal and political measures can be taken to bring order to organizations which show bureaucratization or an excessive bureaucratic tendency arising from the

aggressive quality of the management. The spheres of operation of the state and the pressure groups can be determined and limited by laws, statutes or written decrees. Furthermore the party in power can take some political measures to prevent the tendency towards bureaucratization by efficient management. Besides these political and legal measures, to heighten the cultural and economic standards can also help to weaken excessive bureaucracy in developing countries, in particular.

B. General Measures

Excessive bureaucracy can be minimized to a certain extent by the above-mentioned measures, but these are not sufficient. Some extensive measures are needed in general. Here, we must point out clearly that the best solution to prevent excessive bureaucracy is a democratic process, which means the use of democratic process, which means the use of democratic rights for making investigation and criticism freely. To redetermine the fields of power of every public organization and to prevent the disputes on authority by some democratic legal measures is another anti bureaucratic solution. Especially, in Turkey, to determine the fields of activities of the new ministries and their joint institutions will bring excessive bureaucracy under control to a great extent.

Besides the importance given to applied psychology, efficiency in job, motivation, encouragement, research, in-service training, we must also benefit from some new economic concepts. For instance, if up-to-date methods are applied for input and output in all industrial and agricultural managements, productivity can be measured in a contemporary way, besides, systematization of program and performance budgets by every management can also help to minimize excessive bureaucratic application.

One of the reasons for the creation of excessive bureaucracy is too much information data and flow to be taken under complete control. An excessive amount of various procedures causes both waste of time and the employment of superfluous personnel. To prevent this we have to accelerate informatic and automatization activities. The use of computers will save the time spent for various procedures and an effective control mechanism will be also put an end to red tape and unnecessary formal correspondence. Although the use of computers is gradually increasing in the public and public industrial sectors, there is still great need for it.

Here, we must add that the use of computers does not alone suffice to minimize excessive bureaucratic processes. The transfer of archives from papers and documents to micro-films is another measure which would save both time and space.

Managerial structures should be reorganized to make use of the technical in-

novations such as computers and to adopt the new technical developments and scientific researches. These considerations must be a source of concern for the reorganization of the public economic enterprises. While an organizational reform is being considered, the importance of public relations should always be kept in mind. In fact, both the abuse of authority and the complaints of the public and customers who are in relation with the management can be revealed by this department in the organization. We must attach much importance to this unit that will listen to people's complaints and prepare understandable bulletins and instructions to allow people to follow the procedures far more easily. In addition, as it is seen in Scandinavian countries, a person who could listen to people's complaints about the management may be appointed with a position free from the pressures of trade unions and influential groups.

Besides all these measures, we must consider the reorganization of the public economic enterprises, which have an excessive bureaucratic structure, in an anti-bureaucratic perspective and take pains to control the relevant operations from a single center by means of a particular ministry as Prof. Aysan has suggested. Furthermore, to open these corporations to the inspections of both the public and share-holders by transferring them to the share holders will be the most effective weapon against bureaucratic problems.

IV. CONCLUSIONS

In practice, though not in theory, the excessive bureaucratic model which takes and treats the individual as a machine creates unexpected negative results rather than the expected ones. That is why both those who in a bureaucratic structure are discouraged and the struggle against red tape has intensified.

This means that both the measures taken to remove bureaucratic handicaps one by one and the technical, legal and general measures will weaken bureaucratic dysfunctions and bring bureaucracy under control. Perhaps, as in N.A.S.A in the U.S.A., one day metabureaucracy will prevail among people and anti-bureaucratic measures will not even be a matter of concern.