

# The Factors that Influence Bureaucracy and Professionalism in Schools: A Grounded Theory Study

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## Abstract

The aim of this study is to identify the factors that influence the interaction between bureaucracy and professionalism in schools and to develop a model of bureaucracy-professionalism interaction. This is a qualitative study carried out in grounded theory model. The study group consisted of 10 male and 10 female teachers who were working in Sivas province during the 2015-2016 school year. The theoretical saturation was reached in 20 teachers by adding participants to the study group until the number repeated by generic expressions was reached. The data were collected with a semi-structured interview form. Data are analyzed in three steps. The first stage is open coding; the second stage is axial coding and the final stage is selective coding. Regarding the interaction between professionalism and bureaucracy, teachers think that a school where there is no bureaucracy is not available, but that professionalism should gain importance. It was seen that the interaction between bureaucracy and professionalism existing in schools is integrated into issues such as programming-planning and implementation. So schools should regulate the school work and operations of school principals, without denying the existence and necessity of bureaucratic regulations.

**Keywords:** Professionalism, bureaucracy, grounded theory study, planning, programming, implementation

## 1. Introduction

Bureaucracy is a form of government and organization which, as Max Weber suggests, should be in an ideal organization structure. Bureaucracy is an effective form of management in the organization's acquiring rationality, eliminating turmoil, and avoiding ambiguity (Aydın, 2010). In general, bureaucracy is the process of organizing scattered transactions and actions according to rational and objective rules (Başaran, 2000). While bureaucracy shows its existence in many organizations, Bursalıoğlu (2012) characterizes school as a bureaucratic institution considering bureaucracy as one of its unique features.

The features of the bureaucracy structure in schools can be described as follows: i) to establish division of labour according to competence in the sharing of official duties (supports specialization); ii) teachers are responsible towards school administrators or group leaders; iii) laws and regulations are binding; iv) school staff demonstrate their impartiality and coherence, v) the person to work in a specific position at school demonstrates their occupational competence and professional qualification (based on expertise).

Bureaucracy is a sociological phenomenon developed to achieve desired results, and a project that organizes human activities throughout the history of civilizations. Schools, where we spend most of our life, are also one of the forms of bureaucracy (Yücel, 1999). Those who oppose the bureaucratic nature of school do so because bureaucracy constitutes an obstacle before their using it for their own benefit (Bursalıoğlu, 2012). Bureaucracy functions to protect its own structure. However, it may reveal some problems. The biggest problem for managers is considered to be the supply of sources and managers' obligation to account for to their superiors. In the context of communication, it is the realization of inter-individual relations within the limits of hierarchy, status and authority. It is understood that bureaucracy may have negative effects in relation with change in that the decisions taken in line with the rules, regulations and generalities blunt the creativity, hierarchy constitutes

obstacles before change and innovation (Sapre, 2000). In such an environment, harmonization is out of question since an increase in the orientation of the profession depends on success and seniority (Aydin, 2010).

It is essential which conditions bureaucratic features are functional and not functional under (Hoy and Miskel, 2010). According to the literature, it can be stated that bureaucracy may be obstructive as well as effective and it is not true to maintain it at a very strict or very slight level. While Craig (1995) thinks that in Japan bureaucracy supports innovation and provides faster production; Adler and Borys (1996) found out that there are types of organizations in which bureaucrats could be obstructive or functional. Yılmaz (1999) pointed out that Hall and Weber's bureaucracy approaches have the same bureaucratic features in Turkey as in the western countries; and that Hall and Weber's theories of bureaucracy are useful and effective tools for examining the school organization structure in Turkey. In an empirical (experimental and observational) study by Hoy and Sweetland (2000), it was found out that it is possible to have a hierarchy and a formal structure that would not hinder education and teaching in schools.

Schools are neither completely bureaucratic nor nonbureaucratic. Different bureaucratic features of organizations in different fields can be a source of organization-specific management. It can be said that the bureaucratic features may not be at the same level in every school, and positive and negative results may not be collected under the same factors.

According to Hoy and Miskel (2010), besides the contributions of bureaucratic features, there are side effects as well: i) While rationality is a positive result for ensuring objectivity, it may cause disturbance to treat all equal regardless of what contribution they make to the organization. ii) Authority hierarchy may lead to clogged communication while providing disciplined compliance and co-ordination. iii) While providing continuity and uniformity, the rules may cause the organization's getting stricter resulting in an effort to comply with the rules instead of the objectives. iv) Occupational orientation, on one hand, can create an incentive for employees; on the other hand, it can cause conflict between success and seniority in line with the principles of bureaucracy.

Teaching staff of schools, as bureaucratic institutions, consist of teachers who perceive themselves as experts in their fields. There is no clear and simple answer to the question of whether school should be loose or well-structured in bureaucratic terms, because the features of the environment are binding (Aydin, 2010). As one of the features of the decisive environment for how bureaucratic work should be, is the expertise of teachers and administrators. It can be seen how the fact that educational organizations have not understood the importance of expertise given place to experts (Bursalioglu, 2012) influences professionalism of teachers and principals, and thus how they shape bureaucratic features. Such problems are issues that need to be investigated.

It is possible to say that professionalism is related to the attitudes and behaviours that a person has developed towards the work and the quality of work (Güven, 2010). In the context of teaching profession, professionalism can be defined as the effectiveness of the teacher in determining the quality of learning activities and teaching (Day, 2002). It can be argued that there is a relationship between professionalism and having knowledge about the field, acting in line with the service ethics, trying to meet the needs of the target audience in service sector, developing a strong commitment to the profession, and being able to behave autonomously while fulfilling the occupational requirements (Cerit, 2012).

Hoy and Miskel (2010) argued that teachers could display professional autonomy at times when the bureaucratic structure of the school is effective, and that professional behaviours are not restricted by strict rules. In effective bureaucratic school structures, teachers will feel empowered, communicate internally with their colleagues, and have a sense of difference (Kepenekçi, 1998). Bayhan (2011) found out that effective school structure provides co-operation among teachers, and teachers help and support each other in solving the problems they face during professional practice.

It can be said that there is a relationship between bureaucracy structuring and professionalism of teachers. Hoy and Sweetland (2001) explained that although there is a widespread view that bureaucracy constitutes negativities regarding employees of the organization, it offers positive sides, and different kinds of structures can be formed based on the level of formalization and centralization.

		<b>Formalization</b>	
		Enabling	Forcing
<b>Centralization</b>	Enabling	Bureaucracy	Rule-bound bureaucracy
	Obstructive	Hierarchical bureaucracy	Obstructive bureaucracy

Figure 1: *Typology of School Bureaucracy* (Hoy & Sweetland, 2001)

Hoy and Miskel (2010) discussed the situations in which professionalism and bureaucratic levels raise in such structures as following.

		<b>Professionalism</b>	
		High	Low
<b>Bureaucracy</b>	High	Weberian	Authoritarian
	Low	Professional	Chaotic

Figure 2: *Organizational Structure Typology of School* (Hoy & Miskel, 2010)

There are Weberian schools, where both bureaucracy and professionalism are high. On the other hand, the school structure is authoritarian when bureaucracy is high but professionalism is low. It is added that professionalism increases in cases where bureaucracy is low; and a chaotic environment is born when both bureaucracy and professionalism are low. In order to determine the professionalism and the bureaucracy interaction in schools, which is referred to in the literature, in a concrete way, it is necessary to investigate what practices are rooted in what bureaucratic and professional features. In this context, the aim of this study is to identify the factors that influence the interaction between bureaucracy and professionalism in schools and to develop a model of bureaucracy-professionalism interaction.

For this purpose, answer was sought for the following questions:

1. Can you tell the main mindsets that determine the flow of works in your school?
  - a) What can you say about the factors (e.g. legislation, relationships, etc.) that facilitate the flow of works/functioning in your school?
  - b) What can you say about the factors (e.g. legislation, relationships, etc.) that complicate the flow of works/functioning in your school?
2. Do you think that you are forced into a power relation by rules or legislation in your job?
  - a) In which ways do you think you can do the works that you are interested in? /Do you think motivation is in place?
  - b) In which ways do you think you have to do the works that you are not interested in? Do you feel any imposition is applied?
3. Could you tell any behaviors of teachers and administrators that remind of professionalism in your school? Why do you think such behaviors are professional?
4. Could you tell any behaviors of teachers and administrators that remind of bureaucracy in your school? Why do you think such behaviors are bureaucratic?
5. What are some jobs you do by combining bureaucracy and professionalism? Could you give an example?
  - a) What do you think about the nature of such works?
  - b) In relation with such works combining bureaucracy and professionalism, in which situations does either, bureaucracy vs professionalism, have a stronger influence?

## 2. Method

This is a qualitative study carried out in grounded theory model. Since creation of concepts is very important in this method, the interrelationships between concepts are investigated (Kocabiyik, 2015). It is an appropriate

approach to understand the meanings and interactions at a particular point in the social contexts that actually take place (Ilgar and Ilgar, 2013). While grounded theory model focuses on the common aspect, meaning and experience as in the case of phenomenology science, it differs from the latter in that it creates/reveals theories about phenomena (Yıldırım and Şimşek, 2011, p.76). Since it is intended to reveal how the interaction between the bureaucratic structure and the professionalism in schools emerges, the theory of grounded theory model was selected for this study.

## 2. 1. Study Group

Determination of the study group in grounded theory usually begins with a homogeneous sample of similar individuals and as data collection process continues and the categories emerge, researcher returns to heterogeneous sampling to find out the conditions under which these categories are real (Ilgar and Ilgar, 2015). In this process, purposeful sampling is called theoretical sampling; in theoretical sampling, interviewees or other elements under scrutiny are selected by researcher to formulate the theory (Robson, 2015). The researcher determines the people to include in the study group according to the criteria of reaching theoretical saturation. For this reason, the study group in grounded theory studies ranges between 10 and 30 (Starks and Trinidad, 2007). Likewise, in this study, the theoretical saturation was reached in 20 teachers by adding participants to the study group until the number repeated by generic expressions was reached. Participants' demographic data are detailed in Table 1:

Table 1

*Distribution of Participants by Gender, Severance Year, Education Level, and School Type*

Sequence	Gender	Severance Year	Education Level	School Type
Participant 1	Male	6	Science and Technology Teaching/Undergraduate Level	Secondary School
Participant 2	Female	7	Turkish Lang. Teach./Master	Secondary School
Participant 3	Male	10	Turkish Lang. Teach./Master	Secondary School
Participant 4	Female	22	Class Teaching/ Undergraduate	Primary School
Participant 5	Male	24	History Teaching/ Undergraduate	High School
Participant 6	Male	20	Maths Teaching/Master	High School
Participant 7	Female	15	Class Teaching/Master	Primary School
Participant 8	Female	13	Counselling Teach./ Undergraduate	High School
Participant 9	Male	19	Social Studies/Undergraduate	Secondary School
Participant 10	Female	16	Preschool Teaching/Undergraduate	Primary School
Participant 11	Male	4	Class Teaching/Undergraduate	Primary School
Participant 12	Male	6	Science and Technology Teaching/Undergraduate	Secondary School
Participant 13	Female	2	English Teaching/Undergraduate	High School
Participant 14	Male	6	Vocational Teach./Master	High School
Participant 15	Female	5	Class Teaching/Undergraduate	Primary School
Participant 16	Male	4	Turkish Lang. Teach./Undergraduate	Secondary School
Participant 17	Female	2	Geography Teach./Undergraduate	High School
Participant 18	Male	24	Maths Teach./Undergraduate	High School
Participant 19	Male	6	Class Teach./Undergraduate	Primary School
Participant 20	Female	20	Elementary Maths Teach./Undergraduate	Secondary School

As seen in Table 1, the study group was heterogeneous on the basis of gender (10 males; 10 females), field of teaching (social studies (7); science-maths (4); primary education (5)) and school type (primary (6); secondary (7); high school (7)). The study group consisted of 10 male and 10 female teachers who were working in Sivas province during the 2015-2016 school year. Apart from that, the participants were selected on the basis of volunteering and willingness to participate.

## 2. 2. Data Collection Tool

In grounded theory, both structured and unstructured interview forms can be used (Wimpenny and Gass, 2000). Interviewing is the most common method of data collection; however, observation and document analysis can also be used as data collection tools in this model (Robson, 2015). The data were collected with a semi-structured interview form. The open-ended questions were first asked to four teachers who were not included in the study group, and the results revealed that the questions were clear and understandable. In addition, the questions were examined by two faculty members specializing in qualitative research. The survey questions were applied to 20 participants. The participants were informed about the interviews, then an appointment was made with the participants, and lastly interviews were held in a quiet place at the exact time of the appointment in those schools. With the approval of the participants in the interviews, 530 minutes of voice recording was obtained using the voice recorder.

## 2. 3. Data Analysis

In this model, data analysis is carried out by analyzing the data immediately after collection, and including the resulting concepts, phenomena and processes in later data collection stages (Yıldırım and Şimşek, 2006). In the grounded theory method, data are analyzed in three steps. The first stage is open coding; the second stage is axial coding and the final stage is selective coding. The actions to be taken at these stages are explained below (Robson, 2015):

1. Open Coding: Based on the data, the first categories of information are created about the phenomenon. Within each category, several sub-categories are searched and the data are sized. Baş and Akturan (2008) describe open coding as identification, naming, categorization and description of the phenomenon in the text.
2. Axial Coding: After open coding, it develops the data with logical diagrams in new ways. The main category describes causal situations, actions and interactions, contexts and results (Mc Can and Clark, 2003). This process allows all of the induction and deductive thinking processes, questioning methods, making suggestions, and comparing data.
3. Selective Coding: It requires combining of the categories in the axial coding model and presenting of the typical situational arguments and hypotheses. Polit and Beck (2010) point out that in identifying the selective coding; certain criteria must be considered such as i) taking focus in such a way as to be associated with other categories; ii) quite high frequency value; iii) being theoretically saturating; iv) being concise but comprehensive, v) representing an important feature in the research; and vi) constituting an aspect of the research question.

In addition, the emergence of the theory through analysis, also known as continuous comparison, was provided by interaction with data and comparison of theory and data (Pigdeon and Henwood, 1996).

## 2. 4. Reliability and Validity in Qualitative Research

Since qualitative research approach was used in this study, it was considered more accurate to use terms such as credibility, transferability, dependability and verifiability instead of validity and reliability (Lincoln and Guba, 1985). In order to ensure credibility in the research, all interviews were recorded during the application stage, and the participants' voice recordings and interview notes were confirmed and their views were asked to add or change. The researcher paid due diligence to be as objective as possible at all stages of the research. As regards transferability, researchers need to give readers enough details to decide on similarities in practice and content. Therefore, in the method section of the study; explanatory information was given on the place, time, and content of the research. In order to increase the consistency of the study, all of the findings obtained in the study were presented directly to the reader without comment and generalization. In addition, all the data obtained in the research were evaluated, coded by three individual researchers and general consensus was reached among all codings. The consistency of the codes used independently by two researchers was determined by making markings as "Consensus" or "Disagreement". As a result, 91% of consensus was reached between the two experts who examined the qualitative data. In order to increase the dependability of the study, it was ensured to purify the data from raw data to follow the steps to confirm the process notes.

### 3. Results

#### 3. 1. Findings Obtained by Open Coding

The open codes regarding implications of strong bureaucracy and professionalism in teachers' mind.

Table 2

*Opinions on Participants' regarding Associations of Bureaucracy and Professionalism*

Codes related to bureaucracy		Codes related to professionalism	
Categories	f	Categories	f
Distribution of tasks	8	Specialization	9
Waste of time	8	Professional responsibility	7
Paper waste	6	Students' academic success	5
Body of rules	4	Providing team collaboration	5
Regarding as imposition	3		
Drowning in detail	3		
Total	32	Total	26

Regarding works dominated by bureaucracy the most, the participants mentioned 'Task Distribution' (f = 8) and 'Waste of Time' (f=8). In relation with distribution of tasks, the participant coded as K5 defined bureaucracy as "determining the party having the authority which executes the superior-subordinate relationship within borders of certain rules". Regarding waste of time, the participant K1 pointed out that *the transactions take a long time and people are very tired and nervous about this process*; while K15 said *there are exhausting transactions, and people tend to make an effort not to do their work and they overestimate them*.

It was found out that specialization is the most frequently mentioned concept by participants (f=9) in association with professionalism. K7 defined it as "Specializing in one's branch by learning the subtleties"; whereas K13 described it as "maturity in one's branch". Most of the participants (f=7) indicated *professional responsibility* as a connotation of the concept of professionalism. Regarding works dominated by professionalism, the participant called K14 mentions "fulfilling of responsibilities without intervention", while K10 defined it as "the sense of mission" about this issue.

Furthermore, some of the direct quotations from other subcategories related to bureaucracy were found as follows:

It was stressed that it is tiring to transfer all the transactions on paper and to progress accordingly (K18) (Officialism)

The body of rules which hold the interests of the institution at the forefront rather than individual interests (K9) (Body of rules)

The jobs and processes imposed on the people in a lower position by those in a superior position (K8) (Regarding as imposition)

Focusing on details and missing the big picture (K1) (Being stuck in details).

Some of the direct citations under other subcategories of professionalism include:

Students' making considerable progress during the period from the beginning of the school year to the end of the academic year between September and June (K1) (Effect on student achievement).

Teachers in the same branch act together in collaboration (K15) (Team collaboration).

As a result of open coding, the mutual interactions leading to the relation of bureaucracy and professionalism can be described directly as follows (Variables that may have indirect implications are not included in the first instance).

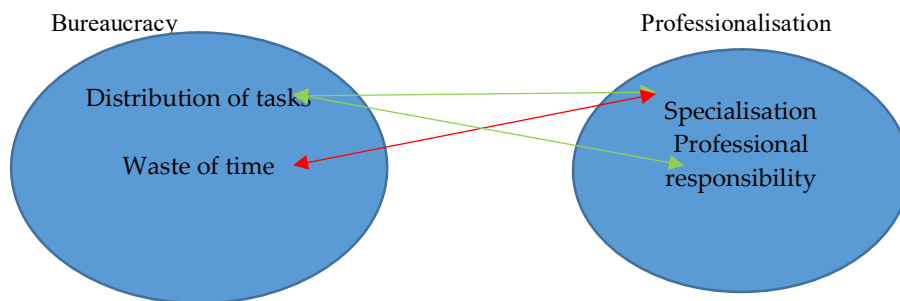


Figure 3: *Estimated Variables for Bureaucracy and Professional Relationship*

The phenomena arising from the interaction of bureaucracy and professionalism are expected to affect positively the task distribution, specialization and professional responsibility, which are existing within the bureaucracy itself; whereas waste of time, as one of the features of bureaucracy, is expected to negatively affect specialisation in professionalism. The model, which is thought to describe the relationship between bureaucracy and professionalism in schools, is compared with the relevant theory.

		Professionalism	
		High	Low
Bureaucracy	High	Weberian	Authoritarian
	Low	Professional	Chaotic

Figure 2: *Organizational Structure Typology of School* (Hoy & Miskel, 2010).

According to the theoretical model in Figure 2, types of school differ depending on the level of bureaucracy and professionalism regarding schools, bureaucracy has to be at a very low level in emerging of professionalism, and the schools with a high level of bureaucracy against lower levels of professionalism are regarded as authoritarian schools.

Axial coding was performed to reveal the context that provides the mutual interaction. Codings on teachers' views on the relationship between bureaucracy and professionalism can be converted into axial coding resulting in the following contextual relationship.

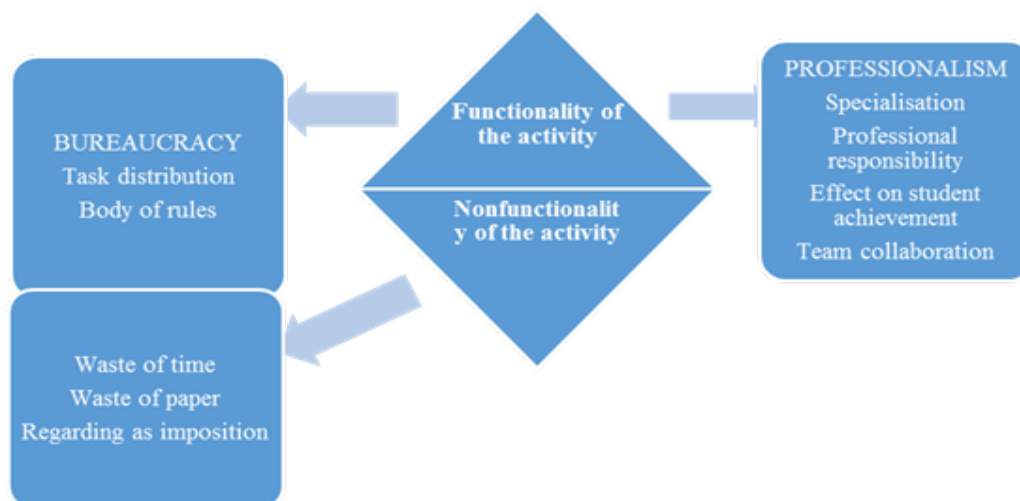


Figure 4: *Features Regarding Functionality of Bureaucracy and Professionalism*

Intervening situations that provide mutual interaction have created two basic concepts of functionality and nonfunctionality of the activity. In order to reveal the fields of activity that reveal the professional and bureaucratic interaction, the teachers were asked about the works for bureaucracy and the situations showing professional activities. At this stage, selective coding (creating the main theme) was performed to develop a theoretical model explaining the professional and bureaucratic interaction.

Table 3

*The works for bureaucracy and the situations showing professional activities in school from participants' points of view*

Bureaucracy works		Professionalism Activities		
Categories	f	Common theme	Categories	f
Filling in the class book every day	4	Programming and Planning	Concretization of Lessons	4
Distribution of tasks in schools	2		Completion of Acquisitions	4
Total (Planning)	6		Total	8
Official letters communicated (announced) to teachers	6	Implementation	Meeting Decisions	1
Documents related to the works of social clubs	5		Participation in In-Service Training	3
Documents regarding minutes of annual meetings	5		Paper responsibility	5
Documents regarding activities to do	4		Family-School Cooperation	6
Total Implementation	20		Total Implementation	15

Under the common theme of planning; the works carried out for the sake of bureaucracy were reported as filling of the class book and distribution of tasks in schools. On the other hand, the activities that imply professionalism were pointed as concretization of lessons and completion of the acquisitions. It was reported that filling of the class book is a bureaucratic activity that *is boring, exhausting and time consuming to repeat every day* (K14). Regarding task distribution; it was indicated as *work by each staff member in school in compliance with their respective job description in the legislations* (K4)

As seen above, the works in relation with programming and planning which refer to professionalism include concretization of lessons and completion of the acquisitions. *Concretization is important for better understanding of the topics taught in lessons, which depends on the teacher's professionalism* (K1). It could be inferred that professionalism brings about concretization of the lessons. In relation to completion of acquisitions; it was stated that it depends on the teacher's professionalism *to complete the acquisitions in predetermined period and taking important decisions for such completion as well as achieving the desired objectives according to the evaluation results and determining the content of the acquisition* (K12). In this case, it can be said that bureaucracy and professionalism are unified under the theme of programming and planning, as one of the areas of interaction of these two.

In relation with implementation, the works carried out for bureaucracy were reported as *official letters communicated (announced) to teachers, documents related to the works of social clubs, documents regarding minutes of annual meetings, and documents regarding activities to do*. Under the activities for bureaucracy, one participant stated in relation to implementation that *each and every official letter is communicated against signature regardless whether they are relevant or not for their respective work* (K6). The other activities listed under the theme of implementation are about drafting when and how to carry out a work in a certain way.

Regarding the activities that show professionalism in relation to the theme of implementation are the categories of family-school cooperation, paper responsibility, participation in in-service training, and meeting decisions. In the category of school-family cooperation, which has the most expressions regarding implementation theme, it



was stated that *it should be noted that family is the most important factor for positive direction of both academic achievement and personal development of the participating students, and a person competent in the field should receive family support (K6)*. The second largest category of this theme is the category of paper responsibility. K16 pointed out that *it shows the teacher's sense of responsibility to deliver to the administration within specified period of documents such as classroom assessment scales, social activities, counselling activities and meeting decisions*. According to the findings, the model that reveals the interaction of bureaucracy and professionalism in can be given as follows.

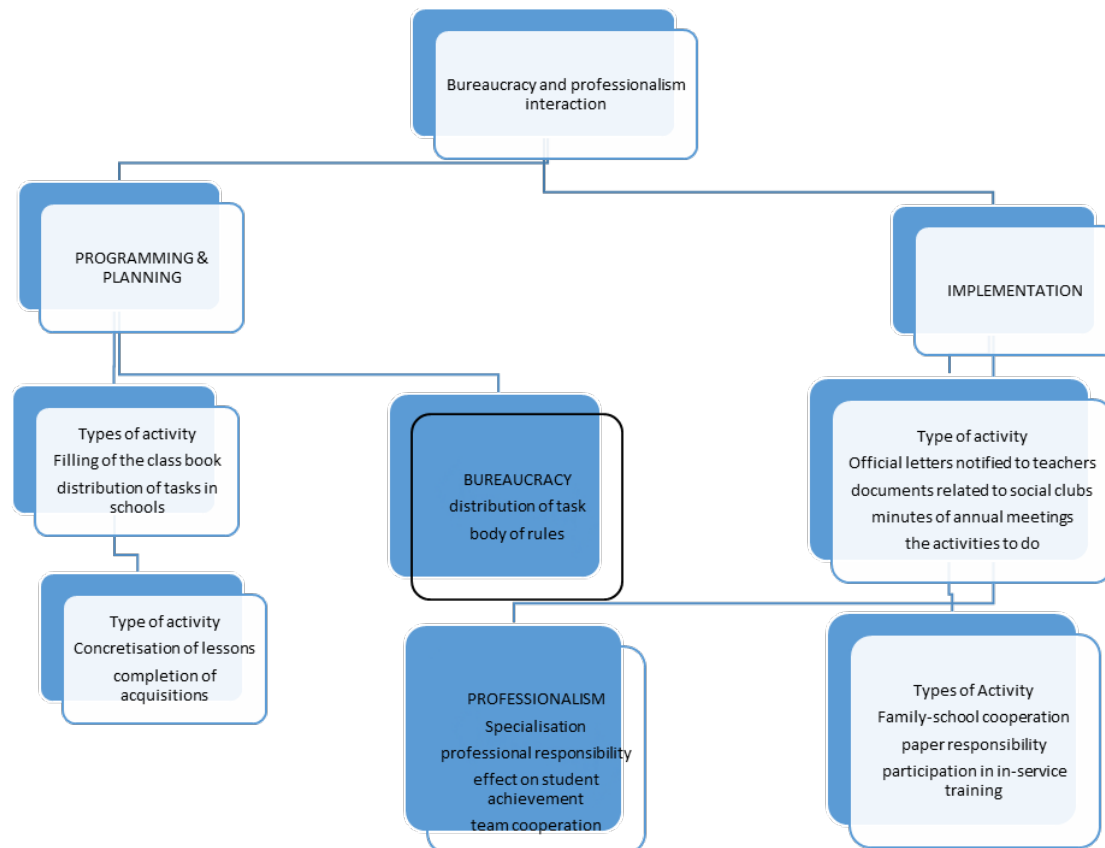


Figure 5: The model of bureaucracy-professionalism interaction

This study shows that common functions of bureaucracy and professionalism serve to *programming-planning and implementation*. Under the dimension of programming and planning; *distribution of tasks and the body of rules* provides *filling of the class book as well as distribution of tasks in schools* through the mediating role of bureaucracy. On the other, under the dimension of planning; *specialization, professional responsibility, effect on student achievement and team cooperation* were reported to be the source of concretization of lessons and consolidation of outcomes as mediating role of professionalism.

In connection with implementation; *distribution of tasks and body of rules* provide *official letters communicated to teachers, and documents related to social clubs, minutes of annual meetings, and the activities to do*, as mediating role of bureaucracy. Besides; under the dimension of implementation; *specialization, professional responsibility, effect on student achievement and team collaboration* provide *school-family collaboration, paper responsibility, and participation in in-service* provide as mediating role of professionalism.

#### 4. Discussion, Conclusion and Suggestion

This study examined whether there is professionalism and bureaucracy interaction in schools, which features of bureaucracy and professionalism are dominant if there is such an interaction, and in which applications the interacting factors show themselves. As a result of the study, a model was developed for common areas that

show the interaction of bureaucracy and professionalism, and for the mediating variables which enhance the interaction and mutually support each other.

The interaction between professionalism and bureaucracy is supported by the literature as one of the research findings (Hoy and Miskel, 2010; Hoy and Sweetland, 2000; Aydın, 2010; Daft, 2010). Studies show that the characteristics of the bureaucracy play an effective role on professionalism (Karaca, 2015; Cerit, 2012; Karaman, Yücel and Dönder, 2008). In the study carried out by Karaca (2015), it was seen that teachers' perception level of bureaucratic and professionalism was high. The study by Cerit (2012) revealed that the effective bureaucratic school structure is an important explanatory of teacher professionalism. In the study conducted by Karaman, Yücel and Dönder (2008), findings were obtained that as bureaucracy gains weight, teacher professionalism decreases. Işıklıoğlu (2007) discovered effects of reflective diaries on their professional development kept by pre-school education students during the teaching practice.

Regarding the interaction between professionalism and bureaucracy, teachers think that there will not be a school without bureaucracy, but that professionalism must gain weight. The dimensions interacting with bureaucracy are found as task distribution and waste of time. The dimensions interacting with professionalism are defined as specialization and professional responsibility. While the functionality which emerges as a result of the interactions of bureaucracy and professionalism is the distribution of tasks and the body of rules in terms of bureaucracy; relating to specialization, it refers to specialisation, professional responsibility, effect on student achievement and team co-operation. The findings show that on the common ground bureaucracy and professionalism could bring positive results under certain circumstances. Although our finding seems to overlap with the theories regarding the interaction of bureaucracy and professionalism, it seems unclear what concrete indicators institutions have for showing in what ways and how bureaucracy and professionalism relate with each other.

Hoy and Sweetland (2000, 2001) classify the bureaucratic structure of schools as effective and preventive; referring to effective schools where *professional relationships are open, cooperative, supportive and empowering*. Apart from that, it was pointed out that in obstructive schools behaviours of teachers are closely governed and strictly controlled. As a consequence, development of professionalism of the teachers is prevented in preventive schools. Similarly, Hoy and Miskel (2010) argue that schools that are effective in terms of bureaucracy support teacher professionalism. In his study, Geist (2002) found out that teachers' and administrators' trust in their respective institutions and the relationship between effective bureaucratic structure and teacher professionalism were effective. It was noted by Bayhan (2011) that effective school structure helps teachers solve the problems they face during professional practice. In this context, we can say that schools have the interaction of bureaucracy and professionalism based on the characteristics of the environment and that the research findings are supported theoretically.

Also it was seen that the interaction between bureaucracy and professionalism existing in schools is integrated into issues such as planning and programming and implementation. In relation to planning, as a common theme, the activities indicated regarding bureaucracy include filling of the class book and distribution of tasks in schools, while the activities regarding professionalism are reported as concretization of lessons and consolidation of outcomes. According to Welker (1992), professionalism depends on teachers' qualifications, their attitudes towards work and their level of commitment, and their relationships with other teachers, administration and students, and that professionalism plays a role in teachers' contributing to the development of curriculum-related materials. It can be said that the linear relationship between professionalism and development of curriculum-related materials is in parallel to the relationship between professionalism and the concretization of lessons. Altinkurt and Yılmaz (2014) pointed out that it was possible to increase the willingness of teachers to become more professionalized and to participate in the school management process. Participation in the school management process can be linked to planning and bureaucracy. Therefore, it can be said that the relationship between professionalism and participation in the school management process and the starting points of professionalism and planning interaction, as one of our findings, intersect.

Under the other common theme, which is implementation, the activities related with bureaucracy are found as notifications (announcements) to teachers and documents related to various works; whereas the activities refer to family-school cooperation, responsibility for paperwork, participation in in-service training and meeting decisions regarding professionalism.

Terzi (2005) argues that it is possible for teachers to exhibit more professional behaviours in a healthy school environment where there is a relationship between teachers based on cooperation and professional development. In this context, a supportive school culture can be regarded as an important factor in the

professionalism of the teachers. Therefore, it is likely that bureaucracy serving for the editing of documents related to various works and the official letters notified in school can, instead of an excessive bureaucratic structure, has a positive effect on professionalism.

As a result, the main function of bureaucracy for schools is the distribution of duties and rules as a whole. The main function brought by professionalism to schools is the provision of specialization and professional accountability. Among the activities born by the interaction of the functions provided by bureaucracy and professionalism to school; filling of the class book and distribution of tasks are based on bureaucracy; at the same time, they fall under the planning stage, which also includes teacher professionalism. As for the activities arising from the interaction of the functions added to school by bureaucracy and professionalism; completion of acquisitions are based on professionalism, but also are within the planning stage which includes bureaucracy as well. Regarding the activities resulting from the interaction of the functions of bureaucracy and professionalism; official letters communicated to teachers and preparation of various papers are based on bureaucracy, at the same time they are covered in the implementation phase that incorporates professionalism as well. In the scope of the activities arising from the interaction between the functions brought to school by bureaucracy and professionalism; school-family collaboration, paper responsibility and participation in in-service training are based on professionalism, and it is in the implementation stage which also includes bureaucracy. In the light of the study findings and conclusions, following suggestions may be brought.

Schools should regulate the school work and operations of school principals, without denying the existence and necessity of bureaucratic regulations.

Informative work should be given to ease teachers' resistance to bureaucratic activities.

In order to enable teachers to demonstrate professional behaviours, a school structure should be established in which the control mechanism is not intensive and there are regulations that enable them to control work, allowing them to identify teaching activities in the classroom.

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