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Bureaucracy as a general social phenomenon of management

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Abstract

One of the flexible and plastic social groups is the state bureaucracy. Bureaucratization captures more modern Russian society. This article deals with the problem of bureaucracy in the management of Russian education.

1. Introduction

Scribe in Egypt, - nobody hears me? - More important Pharaoh¹.

The state bureaucracy, the only social group that not only survived all the disasters-reaching reforms, but also with obvious benefits for itself uses all of the turmoil of the social system. To a large extent, this amazing social plasticity is supported by the intrinsic properties of this group, the ability for its members to change and conform their own views on internally valid for yourselves actions, the notion of individual responsibility, belief in social justice, professional self-assessment with the dynamics of social relations.

The beginning of research of problems of bureaucracy in the world of science put A. de Tocqueville [1], having revealed the trend of bureaucracy movement to the dominating position in the society and the state, put the beginning to the research of bureaucracy problems in the world of science. In a number of Western analysts of the bureaucracy K. Popper, J. L. Cohen, E. Aparo, R. Pipes,

J. Habermas, E. Fromm, I. Webber, J. Galbraith, F. Hayek. should be noted. In modern science there are several types in the interpretation of the term «bureaucracy».

And, first of all, this includes the model is designed M. Weber. It had a great influence on the development of the historical science. The main components of Weber's definition of bureaucracy are hierarchical subordination of all subjects of a bureaucratic structure, the activity of which is based on the law, on independence in decision-making-from the desire of a particular artist, the political neutrality and personal qualities on the basis of worker capabilities [2].

Weber's variant of understanding the social role of past and present bureaucracy is more universal.

According to M. Weber the bureaucracy of society is destiny and to solve the problem of bureaucracy is impossible neither by revolutionary nor an evolutionary way. As M.V. Maslovsky specifies, the concept of «patrimonial bureaucracy» in of M. Weber's works means not an ideal type, but specific examples of administrative structures with certain rational aspects of operating in conditions of traditional domination [3].

The most serious contribution to the historiography on this issue in Russia was

¹Taught Hati his son Pepi// World gallery: the Ancient East. St-P.: Turkey, 1994. – P. 60.

included by the works of N. M. Karamzin, S. M. Solovyov, V. O. Klyuchevsky, C. F. Platonov, I. D. Belyaev, M. F. Vladimirovsky-Budanov, L.V. Cherepnin, V. I. Sergeevich, B. N. Chicherina.

It is necessary to distinguish to the category of the bureaucracy as a special layer associated with government officials, officials involved in the implementation of state functions, system of a healthy, normal bureaucratic power and category of bureaucracy and bureaucratized apparatus fighting with any social innovations, changes into self organization, centering their own group interests, ignoring the publicans as a corner-stone.

2. Development of Bureaucracy in the History of Russia

2.1. The Preparation of the Bureaucratic Statehood

In the history of our state deep roots and traditions of the Russian bureaucracy, having its own specific features are viewed. The Russian state has always dominated over the Russian society and civil society of the European model which we have never existed. Economic transformation, for example, is carried out only from above, that is in the interests, first of all, of the bureaucracy, and with its help was implemented. On this basis the bureaucratic tradition of governance was formed: the citizen of a state is its ownership and all his actions are determined by the authority. «It is useless to criticize that a bureaucrat meticulously observes the strict rules of the regulations. Such rules are needed...

These rules are the only means to ensure the rule of law during the conduct of public affairs and protect citizens from the despotic tyranny» [4].

The state represented by the autocrat was formed to take care of all together and each citizen separately. Social function of the state was expressed in ideologue «the Priest-king». The final preparation of the bureaucratic statehood was happened in the era of absolutism and her first significant standard substantiation was fixed by Peter's «roster of all ranks military, civil and court and that which class ranks», adopted in 1722.

Three bureaucratic categories were introduced - civil, military and court. All positions - civilians and courtiers are equated to the officer's ranks. In fact, there was a revolution of sovereign service, and a bureaucratic vector of its development was established. Instead of nomination of the nobility kind, by the presence of wealth and position in society, now the priority is put on the principle of personal seniority. It was then that the bureaucratic service becomes more professional and the numerous bureaucratic people grew in privileged class [5].

The state space of the Russian Empire was formed in a continuous flow of documents, to the forefront of historical and pedagogical research there are sources that we call

contextual. They include all the documents accompanying the process of final produce of resolution, circular, order, etc. To understand the mechanisms of power is impossible without studying the nature of its language.

Documentary formalism was the measure of the quality of administrative action, therefore, the activity of subordinated organizations was often limited to a clear response on every paper «on top» of all the rules of compiled «paper». Having the skills of the writing was the most important professional requirement to the official [6].

Administrative formalism was implemented through the introduction of uniform paper forms. The unified form of a document, a single paper size, a single ritual of management was made out a controlled and managed space of the state.

Serious requirements to documents making and a strict regulation of documentary forms became less strict only in the revolutionary era, when the power of action was pressed by the power of the word.

A bureaucratic letter was vividly: an estate qualification was hidden under the florid style government official's power was directly proportional to the degree of incomprehensibility of his language. A cumbersome phrase is a tribute to rationality. With its help the sequence of events, their causes and effects was recovered the essence of this matter in details was revealed.

2.2. Bureaucracy in the Educational Management System

Bureaucracy touched on the educational management system too.

Document «On appointment of officials in the honorary rangers of district schools» from 1816 is one of the classical examples of a bureaucratic letter: a Copy of the Highest Decree «on the 26th of August, 1811 held», according to which «should be valid from the side of the nobility of overseers, district schools, approved by the Minister of National Education» is a copy of the regulations of the Ministry to the Council of Kazan University from 8.03.1816 from MNEs Count A. Razumovsky, according to which «how hitherto defined to their positions of retired military officials were renamed in state offices, many refused...Now the Committee of Ministers allowed, retired military officers to determine the honorary rangers without renaming the state ranks» - letter from the University of Astrakhan civil Governor S. S. St. Andrew's from 22.03.1816.

Rector I. Brown makes the prescription... to the University about this subject, and asking Your Excellency to offer about to the noble Assembly» - The PostScript «to pass to the noble Assembly» from 30.03.1816. - the ratio of 25.04.1816 to inform the Noble Assembly [7].

The Transition collegiate management system for the Ministerial one was held in 1801-1810, and the documentation of this form of power organization took place even after 10 to 15 years, when there were «stamps» -

brief hierarchically organized messages about office of destination, reflecting Ministry device.

The subordination of the authorities is expressed to consolidate its expertise in the proposed state forms of language, voluntarily refusing authorship, with responsibility for the deviation from documentary standards [8]. However, analyzing the documentary sources of the local education authorities, we come to the conclusion that the formalism of the bureaucratic language of the letter was the less, the farther from the center.

So, in the case of «public pupils' trials of district schools» letter to the Vice-Governor A. I. Kortovtsev from the Head teacher of Astrakhan gymnasium A. A. Khrapovitsky, is reported that «public test to the pupils of district schools with gymnasia will be in the morning at 8 o'clock in on the 19th of June in lower secondary former hall; and in the Armenian Agababov school on the 21th of June at the same time, what implores you to order through someone should inform the local population. I hope that you will not refuse such testing honoring his visit to...», dated 12.06.1816.

PostScript on the fields from 14.06: «Instruct the city police to inform the town residents, and then let to know Khrapovitsky». The letter of policeman to Director of the gymnasium of the notification from 18.06.16.

The police report came to the Vice-Governor on 22.06.16 [9].

The document from the initiator to the contractor is shorter, deadlines are significantly reduced.

2.3. Qualitative Changes in the Design of Office Technologies

Qualitative changes in the design of office technologies occurred in the nineteenth century, when the documentary form was completely identified with the state action: «the Result of the activities of all Russian institutions and their departments was determined by the quantity of paper and thick journals» [10]. Ministerial reform was ultimately reinforced this process. In administrative writings the Canon of state activities was gradually formed, which its final clearance received in Nicolay era, when the strict observance of the form had taken over the role all the variety of official action. Standardization, rationalization not only eased the management of a large state, but unified space power and deprived of personal character its actions.

Written records, entered as a guarantor of legality and reporting, gradually acquired meaning power technologies: a corpus of documents constructs state reality, forming mechanisms of management, collaboration, social representations of the government and its agents, the norms, rights and responsibilities of individuals, about the relations between the citizen and the state.

The obvious characteristic bureaucratic model of education management in the southern province of the Russian Empire (in particular, the Northern Caspian area) was the administrative arbitrariness, lack of regulation of the activity. Felt an acute shortage of normative-legal acts,

which are clearly defined functional duties of the official, and the applicable rules and regulations, is not always determined by the examination and solution of issues in the management bodies.

3. Bureaucracy as a Special Form of Social Organization

Contents and specifics of bureaucracy at various stages of the Russian state is required to investigate, using rich theoretical tools, based on the unity of the historical and the logical ways to uncover the deep processes of its concepts, evolution and operation.

So its investigation in connection with life and activities of professional groups are completely insufficient, it involves consideration of the bureaucracy as a way of state management in different societies.

When considering the phenomenon of bureaucracy it should be a clear distinction between the mass consciousness on the one hand, the one who perceives it mainly critical - as a mechanism of state management, and, on the other hand, sociological and political approaches. In accordance with these approaches bureaucracy is characterized as a specific form of social organization, which is not limited only by official sphere of public life.

In a more narrow sense, bureaucratic organizations are systematically managed target of Association, the internal structure of which is formed to realize the goals set before them to the fullest extent possible and without any complications. The application of this specific bureaucratic principle justified in many areas of life of modern industrial society, and in those areas that were formerly run by people voluntarily, on a voluntary basis.

Because of this bureaucracy becomes a General social phenomenon, describing and defining the behavior of people in different spheres of life - in science, in political parties, in various associations. In its origin, the nature of the bureaucracy directly related to a particular stage of development of human society; therefore its existence maybe as a social phenomenon, which represents a form of political organization. Indeed, the bureaucracy is not only an instrument of execution of the institutions in the form of their operation, a layer of the employees having a kind of organization. It acts as a type of organization, becomes a way of social life.

From this it follows that a major feature of the bureaucratic organization - an impersonal, rational procedure - in the state apparatus was expressed very poorly. Of course, in addition to the instructions administrative process these and informal ties and values, influenced the course of the case.

However, recent factors in the state apparatus had much more importance than formal organization. The prevalence in the bureaucratic environment related, compatriotic relations, personal loyalty and patronage, their impact on

the success of a career of a provincial official becomes the hallmark of the bureaucratic model of education management. The prevalence of client relations was largely due to volatility status of the official [11]. This instability is often performed favorable environment for the reproduction of client relations within the government apparatus.

4. Conclusion

Studying the evolution of the Russian system of education management it seems necessary frontal analysis of documents, not allowing the influence of postclassical generalizations. Representativeness of the sample provides increase in the nominal range of sources.

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