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## **SOCIOLOGY. MANAGEMENT**

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Kataev D.V.

### **THE DICHOTOMY OF THE TYPE "MANAGER" AND THE TYPE "MANDARIN" IN THE CONCEPTS OF THE NEW PUBLIC MANAGEMENT**

**Kataev D.V., Russia, Lipetsk State Pedagogical  
University, Associate Professor of Sociology, PhD in Sociology**

#### **Abstract**

The article discusses the various options for concepts implicitly and explicitly link to Max Weber, seeking to reform the civil and public service. The need for social and political control over the state bureaucracy, replacing the ethical orientation of mandarins on the principles of management and appear relevant at the moment.

**Keywords:** rationalization, the ideal, formality, charismatic leadership.

Productive in terms of the application of the creative legacy of Weber, presented the concept of reforming the civil and public service apparatus "New Public Management", which has shown its effectiveness in many Western countries.

The aim of the reform of the "new public management" are structural and managerial changes in the state bureaucracy in the industrial countries and especially in England, New Zealand, Canada, Australia and the United States. The concept of reform is V. Niskanena theory, according to which the effective functioning of the public administration should be based on market principles. This ideological transformation, as noted by D. Savoy, carried out initially by conservative governments - in the United Kingdom

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(1979-1991), in the United States (1980-1988), Canada (1984-1993) - and continued Labour or Liberal parties in New Zealand (1984-1993), in Canada (1993-present), in the United States (1992-2001), in the UK [1].

If we turn to Max Weber, it means that the traditional liberal and social-democratic parties have adapted rational economic ethic for public administration bureaucracy, while economic goals supersede political. In this, as the German sociologist, it is the process of rationalization and, above all rational orientation of "scientific management" [2].

The concept of "new public management" was preceded by numerous unsuccessful attempts to rationalize the public sector through the functional, structural and staffing reform. Among these concepts, streamlining management should be noted PPBS (Planning, programming, and budgeting systems), MBO (management objects), TQM (total quality management), CQI (continuous quality improvement), and others. For the most part, they are based on the methods of auditing and financial controls and did not have much success. The practical failure of reforming the bureaucracy led to the emergence of a number of academic papers on public administration and management, which entered the general concept of "new public management". In these and other theories of the bureaucracy were sharply criticized in a double aspect: as governance and as a status group. This criticism was supported by a number of political leaders of Western countries. [3]

Among the main approaches to the reform of the "New Public Management" should be the following:

Application of the new management style through the "personalization" of the public sector.

Strengthening of political control over the bureaucracy, "debureaucratic actions" and "a bureaucratic post of restructuring".

The imposition of economic and market principles of management in the public sector.

The contrast between the rational and the traditional management is in a dialectical relationship with the types of managers and their ethical beliefs. Above we discussed the comparison of two ideal types of Max Weber officials (patrimonial bureaucracy and rational-legal). They correspond to two types of ethics: the ethics of conviction (Gesinnungsethik) and ethical responsibility (Verantwortungsethik).

As in the theory of rationalization of bureaucracy Weber, in modern concepts of "new public management" as opposed to the two ideal types: type of good governance and management type of mandarin traditional bureaucracy.

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Type of Business

The main objectives of management in the public administration are the same as in the private sector: the achievement of results, quick customer service, cost reduction. The characteristics of the ideal type of management include a high level of management skills and knowledge, initiative, knowledge of accounting techniques, operational monitoring and strategic planning. [4]

To denote such managers as "technical intelligentsia". This is reflected in the formal rationality of processes and technologies. Unlike the literary educated mandarin manager has practical knowledge to achieve goals in public administration and civil service, with an emphasis on strategic planning, goal-setting, cost effectiveness, market research, and so on. D.

Political values in governance give way to the "spirit of management". W. Plowden believes that "the future manager of Whitehall (government street in the UK) will know the price of everything, but will have no values," [5]. The growing role of science, in this case, scientific management, as evidenced by M. Weber about the growing process of rationalization, "increasing intellectualization of all walks of life" led to the fact that "in principle no longer any mystery, unforeseen forces, therefore, all things are possible under its influence through the rational, preliminary calculation. This means demag of the world", "Spirit management" weakens the political control and replace it on the model of "entrepreneurial leadership." Consequently, there is a replacement of traditional political values of economic, aimed at the analysis of the balance of cost and profit.

Thus, the modern type of manager in the concept of "New Public Management" on the one hand in many of its features deviates from the ideal-typical characteristics of a bureaucratic official Weber, on the other hand in certain terms, the same as Weber's theory of economic action. This manifests itself primarily in the "personalization" of management, which is the individual responsibility of managers for achieving the objectives, as opposed to the traditional "ministerial accountability" of the bureaucracy. This is also reflected in the dominance of "hierarchy of knowledge" over the "hierarchy of power," with an emphasis on managerial knowledge and competence, mobility within and between departments in the open recruitment from external sources, differentiated pay, depending on the results achieved. [6]

The emphasis on the personal qualities of the manager and his practical knowledge management is seen in contemporary literature as "charismatic leadership" in the management [7], a

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concept that for the first time in the scientific revolution brings Weber.

Based on the interpretation of Weber's charisma, modern politicians are developing this concept and treat it as a set of management knowledge and skills, as well as economic efficiency. As such qualities should be noted communication, innovation, flexibility, integrative and strategic thinking.

According to D. Richards, the concept of "new public management", "magic" and "religion" in the understanding of charisma Max Weber replaces rational ability of managers "to make money" [8].

Type of mandarin.

The traditional type of civil servant is seen as a type of mandarin [9]. The first group of mandarins status Weber studied in the analysis of extra-patrimonial rule and Confucianism as the social class of ethics and professional ethics of traditional Chinese officialdom.

The official Mandarin represented the ideal of literary educated gentleman. They were recruited from all social strata on the basis of competitive examinations handed. Decisive were not professional knowledge and competence, and classical literary education, which included, in particular knowledge of the traditions and rituals, recorded in written sources. Educated enjoyed high prestige, regardless of social background, which represented the status group to keep the unity of the Chinese culture.

Transformation of Confucianism in the administrative and bureaucratic conservative ethics aimed at preserving the existing order and permanence, "which proved to be very convenient for the organization of management of a vast empire." The social prestige of the literary educated bureaucrats prevailed over economic success.

In contemporary sociology of organization and management of mandarin type in many of its features coincide with the ideal type of an official patrimonial bureaucracy of ancient China, as it appears in the interpretation of Max Weber. Traditional government officials also form a privileged status group are the elite liberal arts education, pass a competitive examination, the "social debt" takes precedence over economic interests. This type of official Niskanen refers to as "budget-maximizing bureaucrat" [10].

The most common mandarins criticized for conservatism and traditionalism, which are inherent in a standardized behaviors, actions and decision-making mechanisms. Mandarins as a status group, isolated from the economy, social structures and society in general. As negative characteristics such as Mandarin also called

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incompetence, inefficiency, corruption, stasis, which contrasted with the positive characteristics of the entrepreneurial style of management in public administration.

This opposition corresponds to Weber's dialectic of the material and the formal rationalization of management, its interpretation of "amateurism" and "professionalism" (traditional and rational-legal domination. The most important factor in the rationalization of management, ie. E. The process of changing random, unscheduled, conventional and related to customs forms of action to deliberate, calculated and accordingly organized, systematically planned forms of action in favor of Max Weber to replace the traditional ethical beliefs "ethics of conviction" in the rational "ethic of responsibility".

The concept of "new public management" Weber was transformed into a rationalization of management to replace the traditional ethics of mandarins on the economic entrepreneurial culture. As a means of reforming public sector management are the following: 1) deprivilegization public service; 2) the politicization of positions; 3) social and political control.

1) Deprivilegization includes the introduction of the contract system, a temporary appointment, differentiated payment depending on performance, underemployment. These measures have been taken in the UK [11], in the United States [12], New Zealand, Canada and Australia. [13]. As the positive results it should be noted the reduction of the budget and bureaucracy in Great Britain 1979-1990 by 20%; increase of civil servants working on a contract and permanent reduction of working: in the US the increase in contracts from 5.5 to 6.3 mln., and vice versa decrease continuously employed in the 1984-1996 period.

Despite this, the traditional bureaucracy maintained its position, adapted to this reform, and modified its main provisions in their favor. K. Hood notes that officials retained the constant increase in salary and bonuses in accordance with the position in the hierarchy, regardless of the effectiveness of the [14]. This confirms Weber's thesis steadfastness bureaucracy, "where time has passed bureaucratization of management, there is created almost as effective as a form of domination and unwavering."

2) The politicization of the civil service is the replacement of bureaucratic controls on meritocratic principles. In practice this KV described Ponting as "the politicization of the civil service through the back door. [15]. In contrast to the usually implied "politicization" as belonging to a particular party, this meant an individual managerial orientation or "private" public appointments from the political leadership of the private sector in Western

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countries already mentioned. It has become an effective counterweight to the traditional power of the mandarins. From the perspective of Max Weber's political leadership appointments can be described as one of the aspects of the dialectical relationship of politicians and bureaucrats. Political leaders through the appointment of civil servants gain control over the bureaucracy, but the recruitment of managers from the same layer, which is subject to control more closely resembles, in our view, "the game into the beads."

3) The political and social control. According to Weber, bureaucracy superiority over other forms of control due to the "expertise" of professionally trained officials. His excellence in professional knowledge, Weber writes further, any bureaucracy is used as a "secret" to avoid public scrutiny. Impact: The "secret knowledge" is replaced by the concept of "professional secrecy", which serves as a means of protection from public scrutiny and political leadership.

The concept of "new public management" and as a means of political and social control over the bureaucracy should be noted the establishment of numerous commissions and committees.

Gain control over the various branches of government bureaucracy complicated the preservation of "administrative secret" bureaucracies, making the bureaucracy has become more open and accountable. The constant monitoring and accountability of the bureaucracy of politics and society is Weber's interpretation of the restriction of the power of the bureaucracy as the bureaucracy should be subject to continuous systematic, cross-examine (Kreuzverhör) parliamentary commissions.

These trends have led to widespread use of the concept of "new public management" for public sector reform, is to replace the traditional bureaucratic mandarins ethics of rational ethics managers.

This vision of public administration reform largely coincides with the interpretation of Max Weber in the concept of "new public management". In our opinion, not enough attention is given to replace many traditional bureaucratic ethics officials rational ethics of managers, which has proven effective in many countries.

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