

## **Development of Bureaucracy in Administrative Management**

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**Abstract:** In this article, the history of the origin of bureaucratism, the rational management system, the failure of public administration, red tape, heavy procedures, administrative obstacles, the peculiarity of the rational bureaucracy system. Also, scientific researches and conclusions of foreign and our country's scientists on the role of administrative bureaucracy in resolving disputes arising in state administration were analyzed and studied.

**Keywords:** bureaucracy, administrative barriers, red tape, rational bureaucracy system, bureaucratic mentality, bureaucratic rituals.

When we talk about bureaucracy, it is related to the employees of the administrative apparatus of any social organization - officials, officials who have gained enormous power over other people. The peculiarity of the bureaucratic form of management is a certain set of procedures, thanks to which the official is the only person on whom the success or failure of solving a particular problem depends. Such exclusive power separates the official from ordinary citizens, elevates him above society and creates a special aura of "bureaucratic mentality"<sup>1</sup>.

The term "bureaucracy" entered scientific circulation thanks to the German sociologist, economist, historian Max Weber, the author of the most complete and comprehensive sociological study of the phenomenon of bureaucracy.

Weber proposed the following principles for the bureaucratic concept of organizational structure:

- hierarchical structure of the organization;
- hierarchy of orders based on legal force;
- the subordinate's obedience to the superior and responsibility not only for his own actions, but also for the actions of subordinates;
- specialization and division of labor according to functions;
- a clear system of procedures and rules that ensure the uniformity of the implementation of production processes;
- a system of promotion and tenure based on skills and experience and measured by standards;
- orient the communication system to written rules both inside and outside the organization<sup>2</sup>.

<sup>1</sup> Попович А.С. От бюрократизации управления до бюрократизации мысли / А.С. Попович, З.А.Попович. – М.: ЛЕНАНД, 2014. – 392 с.

<sup>2</sup> Вебер М. Социализм. Речь, произнесенная в Вене перед австрийскими офицерами с целью их общей ориентации (июнь 1918) // Вебер М. Политические работы (1895–1919) : пер. с нем. М., 2003. С. 300–342.

Weber used the term "bureaucracy" to denote a rational organization whose recommendations and rules are the basis for efficient, scientifically organized work. He considered bureaucracy as its own ideal image, the most effective means of managing socio-economic systems and individual structural units.

According to Weber, the strict formalization of bureaucratic relations, the clarity of the distribution of role functions, and the personal interest of bureaucrats in achieving organizational goals lead to timely and competent decisions based on carefully selected and verified information<sup>3</sup>.

However, later they began to distinguish between bureaucracy in a positive sense - a system of rational management, and bureaucracy in a negative sense - an irrational system of management in which instructions, orders, assignments and other formal attributes of power are ends in themselves.

The complexity of society, its management processes, and the development of the economy lead to an increase in the influence of the bureaucratic system. The larger the structure to be managed, the greater the number of managers required and the greater the number of agreed upon rules under which it operates. Moreover, the main negative factor that makes the bureaucratic system complex, rude, and full of corruption is, as always, the human factor. Thus, it is certain that a new bureaucracy will emerge from bureaucracy, one thing leading to another.

There are three main problems that arise from the existence of bureaucracy. It is the self-sufficiency of a system of alienation, bureaucracy, and inertia. Added to this, of course, is the problem of corruption, which is already strongly associated with public office in people's minds, although this is not always the case.

The problem of alienating the management system from the person is a stereotypical approach that treats the person as another impersonal standard without taking into account his individual needs. It's easier to take a long-tested guideline and follow it than to try to get to the bottom of the problem<sup>4</sup>.

Bureaucrats who tend to accumulate past experience, follow traditions, and resist innovation, get used to a certain system of doing business that has been established for years, and it will be very difficult to reorganize in new directions. The desire to preserve the established order in the institution at any cost, complexity, detail, and the passage of many examples make the bureaucratic system so volatile that it is difficult to respond to rapid changes in society, especially at the current stage of human development. There is even a special term to describe this situation - "bureaucratic rituals". The need to control every step, to fill out a huge number of reporting documents, makes bureaucrats out of experts. Bureaucracy permeates professional fields and the quality of service industries suffers<sup>5</sup>.

The role and importance of the bureaucratization of state administration and bureaucracy as a socio-political phenomenon, a separate culture that is a parasite on human civilization, despite many scientific and journalistic publications on this topic, it is still not possible to fully understand the true nature of this topic. Its harmful effects on public life, public consciousness, social system stability, and national security are still not sufficiently evaluated.

At the same time, in the context of the process of modernization of the state administration system announced by the authorities, the issues related to highlighting the characteristics of the internal bureaucracy require special attention.

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<sup>3</sup> Weber M. *Theory of Social and Economic Organization*. N.Y., 1947. P. 223-338.

<sup>4</sup> Ленин В. И. *Государство и революция* // Ленин В. И. Полн. собр. соч. М., 1981. Т. 33. С. 1-120.

<sup>5</sup> Найшуль В. *Высшая и последняя стадия социализма* // *Погружение в трясину: (анатомия застоя)* / сост. и общ. ред. Т. А. Ноткиной. М., 1991. С. 40-60.

The current state of public administration structures is such that the size of the administrative apparatus and, accordingly, the public sector's expenses for it exceed the norms of financing from the budget within the share. This situation requires implementation of systemic reforms in order to optimize the activity of the bureaucracy. Historically, it developed within the framework of statehood, and from the 14th century, internal bureaucracy - neglecting the essence of work for the sake of formality - began to be associated with red tape. Therefore, in order to understand the problem of bureaucracy, it is necessary to distinguish two semantically close, but still different concepts: bureaucracy as a social group that manages the state on a daily basis, and bureaucracy as a way of working of some managers<sup>6</sup>.

At the current stage of development in Western democracies, the so-called realistic concept of bureaucracy dominates. As a rule, the essence of the evolution of the modern Western view of bureaucracy is to supplement the Weberian model with the possibility of changing the bureaucracy through personnel rotation. The concept of "bureaucracy" is usually used in the context of the inability of a bureaucratic organization to function effectively. Bureaucratism, in contrast to rational bureaucracy, is theoretically evaluated as a negative phenomenon<sup>7</sup>.

One of the common features of modern bureaucrats and their predecessors is that they do not fit the requirements of bureaucracy in the classical Weberian sense. The modern domestic bureaucracy is often represented by people from the old Soviet nomenclature. This is evidence of the so-called personal succession - the selection of successors to positions in the state apparatus based on the personal choice of the previous leader, rather than personnel competition. E. Gaidar said that in the process of property distribution, first of all, the nomenclature (and its "subsidiaries" are called Komsomol business) got rich. We can conclude from this that as a result of the transition from a totalitarian system to a democratic political system, a unique social network of individual bureaucrats who not only successfully survived political changes, but also strengthened their political power due to these changes, and the economic situation in society was formed.

The increasing politicization of the bureaucracy became possible due to the action of a number of factors. This is primarily the political weakness of modern politicians. We identify several main reasons for the degradation of the modern political elite. One of them is the complete dependence of politicians on political technologists and speech writers. Their lack of political thinking and political intuition turns modern politicians into shiny artificial mannequins who declare what is "necessary" in a "necessary" situation. In his time, V. Churchill saw the difference between a politician and a statesman in that a politician is directed to the next elections, and a statesman is directed to the next generations. Orientation to political technologies keeps statesmen away from politics. The desire to create an ideal image, but not directed and supported by real work, the fear of making a wrong step and not liking the voters, the inability to take responsibility for the situation in the country - all this makes politics, its strategic decision-making<sup>8</sup>.

It is well known that low wages do not guarantee a decent standard of living for officials and are a strong argument for their low motivation to work and the main condition for the spread of corruption, which can replace wages in such conditions. However, an increase in the salaries of officials is not positively correlated with a decrease in bureaucratic and corrupt behavior by them. The weak link between high wages and honesty is that this relationship is based on the assumption that officials become corrupt due to financial hardship. But the fact that the most

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<sup>6</sup> Румянцева Е. О коррупции, бюрократизме и предпринимательстве // Проблемы теории и практики управления. 2016.

<sup>7</sup> Гречко П.К. Бюрократия: опыт осмысления // Вестник Российского университета дружбы народов. Серия: Философия. 2016.

<sup>8</sup> Russell E.J. Bureaucracy Within the Emergency Services In Command of Guardians // Executive Servant Leadership for the Community of Responders. Cham: Springer International Publishing, 2017.

notorious cases of fraud and bribery involve well-off or even financially independent people proves him wrong.

In order to avoid bureaucracy, it is necessary to introduce a mechanism that assumes responsibility for the results of certain decisions. Moreover, such responsibility should be personal, which should minimize the negative consequences of dishonest civil servants.

The development and implementation of effective and efficient accountability mechanisms is a cornerstone in combating the bureaucratic manifestations of officials. The problems of bureaucracy should be viewed from the perspective of the balance of trust in civil servants, which encourages the establishment of certain restrictions on the activities of officials through clear instructions, census and public control, and regular inspections of the work of officials.

The implementation of the rule of law means the use of formalized rules that provide accountability, transparency and accountability for the decision made. Moreover, in a country with developed democratic institutions, the legitimacy of power depends on compliance with these rules. At the same time, the bureaucracy not only leads to abuse, but also lowers the legitimacy of the authority through the inappropriate behavior of the officials as the exclusion of the persons who have gained the state powers from the interests of the society. The development of the country directly depends on the effectiveness of the fight against bureaucracy, which is the opposite of reforms and modernization of the country<sup>9</sup>.

The results obtained during the study of bureaucracy as an anomaly in public administration are the basis for concluding that there is no generally accepted definition of the concept of "bureaucracy" in the scientific literature on public administration issues. This phenomenon is mainly related to failures in public administration, red tape, heavy procedures, administrative obstacles, indolence, in fact, when officials make certain decisions for malicious reasons, they do not adequately respond to the appeals and needs of citizens. Studying the foreign experience and practice of combating bureaucratic manifestations and evaluating the possibilities of introducing its acceptable elements into the national state management system is a promising direction of further research.

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