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ELENA VASILYEVA, MARIIA RUBTCOVA, OLEG PAVENKOV

# STUDY OF VALUES IN SOCIOLOGY OF PUBLIC ADMINISTRATION ON THE EXAMPLE OF PUBLIC EMPLOYEES' VALUES IN THE REPUBLIC OF SAKHA (YAKUTIA)

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Sociology of management borrows the concept of "value" in philosophy disregarding the fact, that this concept has come a long way of development and requires a certain refinement to the tasks of empirical research. Values have obtained a self-sufficient implication by the end of the XIX century in Neo-Kantian philosophy (W. Windelband, H. Rickert), being defined as the "things-in-themselves" and should not be regarded as means to any other purpose. M. Weber succeeding Neo-Kantian school has associated values with "essence" as an insight to human actions and culture [Pavenkov, 2011].

Associated with pure sociology, the idea of the essence of values of Emile Durkheim was set out in his report "Jugements de valeur et jugements de réalité" (Value Judgments and Judgments of Reality), where he describes several approaches to determine the notion of value. According to the first approach, the value should be considered a "simple statement of the impressions produced by the thing by virtue of its intrinsic properties" [Durkheim, 1995. P. 288]. So life is valuable by virtue of the fact that people are living creatures, or bread has value as it serves food and helps to maintain life. Scilicet, the value of things

is described through their functions or the benefits they bring. However, this approach leaves out the diversity of human ideas and feelings. The postulate of value that "consists in things and express their essence" is contradictory to numerous facts of discrepancy between object and value properties. For example, a square of cloth that in the eyes of a patriot is perceived as a banner.

Therefore, Durkheim tends to the second approach, according to which the value of things shouldn't be associated with the "intrinsic" properties, but with the collective ideal, because the value evolves by affecting collective rather than individual subjects [Durkheim, 1995. P. 290]. Value judgments of individuals are determined by collective consciousness endowed with moral authority, and beyond mental activity of individuals. According to Durkheim, society is legislator, but at the same time it creates and maintains all the benefits of civilization we are bound heart and soul. It keeps order, but besides it brings good and mercy [Durkheim, 1995. P. 291]. Eminently, according to Durkheim, not things are criteria for assessing the values and ideals, but vice versa.

Pitirim Sorokin regards values as the basis of his

## ИССЛЕДОВАНИЕ ЦЕННОСТЕЙ В СОЦИОЛОГИИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ НА ПРИМЕРЕ ЦЕННОСТЕЙ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ РЕСПУБЛИКИ САХА (ЯКУТИЯ)

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**Аннотация:** В статье рассмотрены результаты исследования ценностного базиса государственных гражданских служащих Республики Саха (Якутия). Указано, что в социологии управления ценности рассматриваются в рамках подхода Т. Парсонса как регуляторы взаимодействия, приписанные к определенным социальным ролям. В ходе исследования было выявлено, что в Республике Саха (Якутия) можно выделить четыре группы, опирающиеся на различные ценностные установки. Молодые служащие без стажа государственной службы и служащие пенсионного возраста более охотно разделяют ценности открытости и клиентоориентированности, хотя руководствуются при этом разными мотивами: молодые служащие ориентированы на карьерные достижения и социальный статус, а для служащих пенсионного возраста эти ценности соответствуют их представлениям о модели «народного правительства». Молодые служащие со стажем государственной службы от трех до пяти лет и со стажем более десяти лет разделяют ценности классической бюрократии. Они часто разочарованы в карьерных перспективах, однако стремятся сохранить имеющийся социальный статус, при этом служащие со стажем менее пяти лет демонстрируют более низкий уровень лояльности.

**Ключевые слова:** государственная служба, ценности, социология управления, бюрократия, новый государственный менеджмент.

sociological system. Considering the socio-cultural dynamics, he comes to conclusion that value is the essence of culture, so the components of an integrated culture are interdependent [Sorokin, 1992. P. 429]. Therefore, "every definition in its restricted sense is a value – cognitive or any other. Any value assumes norms of its implementation or rejection... On the other hand, any norm – legal, ethical, technical or any other – is an immutable definition, in positive or negative value" [Sorokin, 1992. P. 200].

W.L. Kolb has developed and refined the concept of "value" with the concept of value as function of social control. This approach has been supported by Talcott Parsons, who regarded values as patterns presuming cultural reference as their signification and legitimization. In "The System of Modern Societies", he writes: "Value is a normative pattern that defines desirable behaviour for a system in relation with its environment without essential change in functions of its units or particular causes. In comparison to value, norm is a standard that defines the desired behaviour for the unit or class of units in specific contexts for them different of contexts associated with other classes of units". Both values and norms should be institutionalized [Parsons, 2000]. Parsons writes: "In order to achieve a stable institutionalization, groups and roles should be "guided" by specific values and norms, and values and norms themselves become institutionalized only in so far as they come to life «by specific groups and roles" [Parsons, 2000. P. 17].

According to Parsons, values as normative patterns are regulators of interchanges between the elements of the system and with its external environment. Every "moral act" is a realization of cultural values in particular social situation including interactions with other social actors, i.e. values regulate social interaction either on micro level.

In fact, sociology of management applies the concept of T. Parsons, perceiving values as regulators of interac-

tions assigned to specific social roles [Borisov, Pruel, 2014; Volchkova, Pavenkova, 2002]. For example, the manager should be loyal to staff, take care of knowledge interchange, stand by his words, give lead in customer relationships, select personnel not an acquaintance, but in accordance with job requirements, adhere to the principles of mutual respect, avoiding equality with employees. The tasks of senior executives should extend into personnel education and training, including formation of its value orientations [Martyanova, 2013. P. 136-140; Rubtcova, Martyanova, 2014. P. 177-182]. In this regard, of particular importance is how the values are actually perceived and how they relate to various management and administration concepts.

Value categories are particularly important for public service as the main subject of the public administration and management [Vasilyeva, 2014. P. 124-129]. Institutionalality of public service defines high importance of axiological basis of the officials to ensure manageability within the framework of public service, as well as in its interaction with other actors of the field (politicians and civil society institutions) [Kirdina, 2001. P. 54; Rubtcova, 2009. P. 57-59]. To determine the scope of values of public officers of the Republic of Sakha (Yakutia), the study of their motivations has been divided in two steps: (1) expert in-depth interview and (2) questionnaire survey. Thus, the expert interview has highlighted the core values that, according, to experts affect the officials' motivation. The results of the interviews have been quantified by results of the questionnaire.

The survey involved 274 employees of public authorities of the Republic of Sakha (Yakutia). The sample is stratified by sex, age and occupational categories. Most of respondents described their work as a "performance of public functions" (42%), as well as "public administration and management" was considered to be the main objective of public service (27.9%). Describing the structure of working time, public employees have noted that their

**Table 1: Value system representation in matching statements**

Statement 1	Statement 2	Code
Main official task is to ensure public <i>functions</i>	At work, the most important is self-improvement and <i>professional development</i>	FD
Labour efficiency can only be improved in awareness of high <i>importance</i> of the tasks performed	Best incentive is a <i>material</i> reward (increase in income)	IM
Public officers are <i>ranked higher</i>	Society reckon officials as a <i>constraint</i> for socio-economic development	RC
Employment in public service conduce to satisfaction of any <i>material</i> needs	Employment in public service can help to resolve socially <i>important</i> problems	MI
Public officers deal with <i>confidential</i> information that shouldn't be available in open access	Public administration implies constant communication with the public, so any public activity should be <i>transparent</i>	CT
The primary task of the state is to ensure social welfare of the <i>people</i>	Public authorities <i>must</i> ensure compliance of regulations and control over previous decisions and normative acts	PM
Public officers should practice <i>creative approach</i> in implementation of their duties	Primarily, public employees should carry on <i>regulations</i> and follow established procedures	CR
Public administration should be <i>centralized</i> and maximum distanced from the public	Executive authorities must be represented in each <i>locality</i>	CL
In public service, <i>professional development</i> and self-education is prerequisite	Employment in public service provides a constant intellectual <i>development</i> without going through additional courses	DD
Public employees should be guaranteed decent ( <i>material</i> ) living	The main thing on public service is <i>stability</i>	MS

office time is allocated in most to administrative activities (29.2% of the working day) and standard regulations processing (21.4%), while the normative work causes the most of difficulties. Least of all time takes interaction with federal bodies of executive power (10.2%) and work with the municipalities (13.3%).

The level of employees' contentedness with working conditions and income is fairly high. Only 9.1% of respondents intend to change job in a short time, and more than 68% intend to work till retirement or reaching the age limit. 5% of the respondents assess the level of their wellbeing as low. The correlation between well being and career planning assessment is residual (Pearson's correlation coefficient is 0.087), which allows to draw a

conclusion of non-financial motives prevalence among employees of public authorities of the Republic of Sakha (Yakutia).

To analyse the system of employees' values, respondents were asked to choose one statement from the pair, in which the first statement coincides with the settings of the classical model of rational bureaucracy, while the second statement is related to the "New Public Management". Examples of statements are presented in **Table 1**.

Rational bureaucracy values include aspiration to the accretion of power, focus on social status, preservation of stability and formalization of activities. Employees sharing these values have chosen the following pairs of statements, indicative of:

**Table 2: Distribution of answers of public officers by values shared**

	FD		IM		RC		MI		CT		PM		CR		CL		DD		MS	
	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations	bureaucracy	innovations
<b>Sex</b>																				
Men	0,8	0,2	0,4	0,6	0,6	0,4	0,1	0,9	0,2	0,8	0,3	0,7	0,7	0,3	0,2	0,8	0,1	0,9	0,4	0,6
Women	0,7	0,3	0,3	0,7	0,5	0,5	0,1	0,9	0,2	0,8	0,4	0,6	0,8	0,2	0,2	0,8	0,0	1,0	0,4	0,6
<b>Age</b>																				
Under 30 y.o.	0,7	0,3	0,4	0,6	0,5	0,5	0,1	0,9	0,2	0,8	0,3	0,7	0,7	0,3	0,3	0,7	0,1	0,9	0,4	0,6
30 – 39 y.o.	0,8	0,2	0,4	0,6	0,6	0,4	0,1	0,9	0,2	0,8	0,4	0,6	0,8	0,2	0,3	0,7	0,0	1,0	0,4	0,6
40 y.o. – till retiring age	0,9	0,1	0,3	0,7	0,5	0,5	0,1	0,9	0,1	0,9	0,3	0,7	0,7	0,3	0,1	0,9	0,1	0,9	0,3	0,7
Past retiring age	0,7	0,3	0,2	0,8	0,5	0,5	0,2	0,8	0,1	0,9	0,4	0,6	0,8	0,3	0,2	0,8	0,1	0,9	0,6	0,4
<b>Work experience</b>																				
Less than 1 year	0,8	0,2	0,6	0,4	0,6	0,4	0,1	0,9	0,2	0,8	0,3	0,7	0,8	0,2	0,2	0,8	0,0	1,0	0,4	0,6
1 – 3 years	0,7	0,3	0,4	0,6	0,6	0,4	0,1	0,9	0,1	0,9	0,5	0,5	0,8	0,2	0,2	0,8	0,0	1,0	0,4	0,6
4 – 5 years	0,7	0,3	0,3	0,8	0,5	0,5	0,1	0,9	0,4	0,6	0,2	0,8	0,7	0,3	0,3	0,7	0,1	0,9	0,3	0,7
6 – 10 years	0,8	0,2	0,4	0,6	0,5	0,5	0,1	0,9	0,1	0,9	0,4	0,6	0,7	0,3	0,3	0,7	0,0	1,0	0,4	0,6
11 – 15 years	0,8	0,2	0,2	0,8	0,5	0,5	0,1	0,9	0,1	0,9	0,4	0,6	0,9	0,1	0,1	0,9	0,0	1,0	0,5	0,5
Over 15 years	0,8	0,2	0,3	0,7	0,6	0,4	0,1	0,9	0,1	0,9	0,3	0,7	0,7	0,3	0,2	0,8	0,1	0,9	0,4	0,6
<b>Rank</b>																				
Director	0,8	0,2	0,3	0,7	0,7	0,3	0,1	0,9	0,1	0,9	0,3	0,7	0,7	0,3	0,2	0,8	0,1	0,9	0,5	0,5
Deputy Director	0,8	0,2	0,2	0,8	0,4	0,6	0,1	0,9	0,1	0,9	0,3	0,7	0,8	0,2	0,1	0,9	0,1	0,9	0,3	0,7
Chief Specialist	0,8	0,2	0,3	0,7	0,6	0,4	0,1	0,9	0,2	0,8	0,3	0,7	0,8	0,3	0,3	0,7	0,0	1,0	0,4	0,6
Leading Specialist	0,7	0,3	0,5	0,5	0,6	0,4	0,1	0,9	0,2	0,8	0,5	0,5	0,8	0,2	0,3	0,7	0,1	0,9	0,5	0,5
Senior Specialist	0,8	0,2	0,3	0,7	0,4	0,6	0,1	0,9	0,2	0,8	0,4	0,6	0,7	0,3	0,1	0,9	0,0	1,0	0,3	0,7
Specialist	0,8	0,2	0,6	0,4	0,6	0,4	0,2	0,8	0,1	0,9	0,4	0,6	0,9	0,1	0,2	0,8	0,1	0,9	0,4	0,6
<b>By wellbeing</b>	<b>0,7</b>	<b>0,3</b>	<b>0,4</b>	<b>0,6</b>	<b>0,6</b>	<b>0,4</b>	<b>0,2</b>	<b>0,8</b>	<b>0,2</b>	<b>0,8</b>	<b>0,3</b>	<b>0,7</b>	<b>0,8</b>	<b>0,2</b>	<b>0,3</b>	<b>0,7</b>	<b>0,1</b>	<b>0,9</b>	<b>0,4</b>	<b>0,6</b>
Can afford almost everything	0,7	0,3	0,4	0,6	0,8	0,2	0,1	0,9	0,1	0,9	0,3	0,7	0,7	0,3	0,3	0,7	0,1	0,9	0,5	0,5
Can buy home appliances and furniture	0,8	0,2	0,3	0,7	0,5	0,5	0,1	0,9	0,2	0,8	0,3	0,7	0,8	0,2	0,2	0,8	0,1	0,9	0,4	0,6
Enough for food and clothing	0,8	0,2	0,3	0,7	0,5	0,5	0,1	0,9	0,2	0,8	0,3	0,7	0,8	0,3	0,2	0,8	0,0	1,0	0,3	0,7
Enough for food	0,7	0,3	0,4	0,6	0,7	0,3	0,1	0,9	0,2	0,8	0,4	0,6	0,7	0,3	0,3	0,7	0,1	0,9	0,2	0,8
Cannot afford even food	0,3	0,7	0,3	0,7	0,7	0,3	0,3	0,7	0,3	0,7	0,3	0,7	1,0	0,0	0,3	0,7	0,0	1,0	0,3	0,7
	<b>0,7</b>	<b>0,3</b>	<b>0,3</b>	<b>0,7</b>	<b>0,6</b>	<b>0,4</b>	<b>0,1</b>	<b>0,9</b>	<b>0,2</b>	<b>0,8</b>	<b>0,3</b>	<b>0,7</b>	<b>0,8</b>	<b>0,2</b>	<b>0,2</b>	<b>0,8</b>	<b>0,1</b>	<b>0,9</b>	<b>0,4</b>	<b>0,6</b>

Aspiration for authority, more than for increase in personal income (IM);

Desire to increase personal revenue, more than to influence the social life (MI);

Tendency to secrecy of activities (CT);

Evaluation of employees' activity as deserving public recognition and respect (RC);

Intention to focus on job functions (duties) performance than on self-development and improvement (FD);

Preference of employment stability to opportunities of higher income (MS);

Priority of documentary turnover continuity over satisfaction of people's needs (PM);

Concentration on the implementation of regulations (CR);

Propensity to support centralization of public authorities (CL).

Au contraire, public officers sharing the values of the New Public Management show the desire for self-improvement, perceive public service as a basis for further education and personal connections, appreciate creativity and seek to maximize revenues, which is regarded as main acknowledgement of employees' achievements. In foregoing pairs of statements they choose the ones that show:

Desire to improve professional skills, other than progress in formal functions performance (FD);

Demand for access to educational programs, other than practical experience (DD);

Desire to implement personal initiatives and demonstrate creativity, other than fully and timely carry on administrative regulations (CR);

Support for the idea of decentralization of public administration (CL);

Preference of higher income to employment stability (MS);

Desire to assist in public administration, even at the expense of income (IM);

Comprehension of low confidence to executive authorities in public consciousness (RC);

Consent to possible decrease in powers, provided increase in income (MI).

The results of survey have shown the division of all responses into two roughly equal groups: 49.3% support the values of rational bureaucracy, while 50.7% choose innovative model. Traditional model is mainly supported by male employees of 30 to 39 years, 6 to 10 years of public service experience, with a focus on social status, and possibility to assist in public administration. Other categories of officials are in general more likely to innovate.

The data was grouped in tabular form by sex, age, work experience, and self-assessment of wellbeing (Table 2). The coefficient (index) has been calculated as the ratio of the number of employees dedicated to traditional bureaucracy values to the number of employees who have chosen the values the New Public Management.

Choosing between execution of administrative functions and possibilities of self-improvement, public em-

ployees have shown devotion to administrative functions performance, which corresponds to the traditional model. Women are more eager for self-improvement as compared with men; young employees and employees of past retiring age – more than those over 30 y.o. till age of retirement; as well as employees with 1 to 5 years of experience, working as leading specialists, and, finally, those dissatisfied with their financial situation. This can be explained by the fact that these categories of public employees are experiencing anxiety at the prospect of job retention, and therefore seek to confirm their qualifications. Besides, those focused on social status and career achievements have shown strong commitment to professional development, perceiving it as a step to promotion.

Choosing between income and authority as motivators, public employees of the Republic of Sakha (Yakutia) have scoped out authority, which is related to innovative model. Material values are mainly selected by women, young employees and employees with less than one year of public service experience. On the material motives are more oriented women, young workers and workers with less than one year in rank of leading experts of specialists.

The majority of public officers, assessing their social status, have noticed public respect and recognition. Therein (a) women are less optimistic than men, (b) disappointment in level of social acceptance reduces with experience. Employees assessing their welfare as poor (poverty or survival) have shown more confidence in recognition of their social status, as well as employees with a high level wellbeing. Besides, conviction in low level of social recognition is peculiar for those focused on self-development, employment stability, as well as on the benefits and guarantees.

Obviously, authority and awareness of the importance and high status of the achieved position in public administration serves as compensation for inadequate financial allowance. However, disappointment of underestimation of public employees to the level of servitory staff, might lead to dropouts of those who have the characteristics required in the new environment.

The analysis of employees' preferences in the organization of state – citizens interaction has revealed, that the requirement for openness and intensification of communication between public service and civil society institutions is mainly supported by public officers. Men in this matter show conservative approach more often than women, young people – more often than employees of retirement age, those on lower-level positions – more often than leaders, financially dissatisfied – more than the affluent ones. However, given that most of the officials were in favour of the decentralization (except for employees under the age of 30 y.o.), we conclude that the intensification of communications is generally assumed preserving the principles of paternalism, though this might imply a decrease in the influence of the federal government.

This is also reflected in distribution of the officials' estimations as regards initiatives of their operational

process reorganisation. Thus, the requirement of creativity has failed to find any support even among young employees without significant experience public service. Executives are slightly more likely to encourage creativity, but the other categories of employees prefer to carry out the established rules and procedures to follow. At the same time they recognize the value of a centralized training, as pointed out by experts, to obtain comprehensive instructions.

And finally, when choosing between stability and prospect of raising the level of income, as provided by implementation of the new incentive scheme (payment by results), public officers prefer welfare, although opinion distribution on this matter was rather ambiguous. Women and elder officers of retiring are choose stability, as well as those completely satisfied with their financial situation.

Based on the results of the analysis, we can conclude that public officers of the Republic of Sakha (Yakutia) can be divided into several groups:

*Recently hired young employees* (no more than 10% of employees). Young employees are focused primarily on career achievements and, in general, social status. This group supports innovations in the organization of the public administration system, expecting that it will accelerate their career advancement. However, idealistic officials are also represented within the group.

*Elder employees* (3-5 years of experience, more than 30%). Main advocates of traditional bureaucracy. Despite the fact they might also be interested in career achievements, they tend to be conservative when reach a certain

authority. Noteworthy, in general they have a low level of loyalty to the public service. If they get a good offer, they might leave public service.

*Experienced officials* (over 10 years) can be characterized by the fact they are beginning to feel frustrated of the career growth opportunities and progress in power. However, they keep binding further life to public service. Noteworthy, this group has mastered the new rhetoric and translates the new values. For example, they like to discuss the special value if meeting the needs of citizens, social benefits, etc. At the same time, in daily activity this group is guided by instructions and belongs to the supporters of the traditional bureaucracy

*Employees of retirement age with over 10 years of public service experience.* This group started its activities before the reforms and shares the idea of the public service objectives that correspond traditional bureaucracy settings. It is important to note that contrary to expectations, the support many of the new settings associated with transparency, focusing on the needs of the population, and professionalization of the civil service.

The obtained results allow the conclusion that young officers and employees of retirement age share many of the new values of managerial model of civil service. However, these groups aren't numerous and make about one third of the staff. The other larger groups rather support traditional values of rational bureaucracy, perceiving the civil service as administrative machinery, endowed with powers. At the same time, latter groups bind with this power their opportunities for career advancement and wellbeing.

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**Summary:** The article represents the results of public employees' axiological basis study in the Republic of Sakha (Yakutia). The authors analyse values within the sociology of public administration and management and in accordance with Talcott Parsons' concept, regarding them as regulators of interaction assigned to certain social roles. The study reveals that, in the Republic of Sakha (Yakutia), four groups of public employees can be distinguished based on the differences in their value systems. Young employees without any public service experience and employees of retiring age are more likely to share the values of openness and customer orientation, although pursuant to different motives: young employees are focused on career achievements and social status, and for senior employees these values go with the idea of "People's Government" model. Young employees with experience of civil service from 3 to 5 years and with the experience of more than 10 years share the values of classical bureaucracy. They are often disappointed in career prospects; however, seek to preserve the existing social status, while employees with less than 5 years experience show a lower level of loyalty.

**Keywords:** public administration, values, sociology of public administration and management, bureaucracy, New Public Management.

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## ЧТО ЧИТАТЬ

### Колесникова Н.А., Рябова Е.Л. Гражданское общество в современной России:

Монография. М.: Международный издательский центр «Этносоциум», 2016. 266 с.



Монография «Гражданское общество в современной России» посвящена изучению основных проблем современного общества, взаимодействию гражданского общества и государства в современной России с точки зрения ученых, государственных служащих, НКО, в том числе на региональном уровне. Дается обзор теоретических концепций построения гражданского общества, оценивается современное состояние институтов социальной активности в России. Книга рассчитана на специалистов, ученых, а также на гражданских активистов, студентов, неравнодушных граждан.

### Малахов В.П., Автономов А.С., Гриб В.В. Гражданское общество.

Учебник. М.: МГИМО, 2016. 389 с.



Теория гражданского общества - междисциплинарный учебный курс, рекомендованный для изучения в высшей школе. В настоящем издании гражданское общество представлено как сложный социальный феномен, существо которого раскрывается в единстве исторического, политического, общеправового, социологического, философского, системного культурологического, аксиологического анализа. В предложенную теорию гражданского общества коллективом авторов намеренно сведены разные методологические и идейные позиции, чтобы подчеркнуть чрезвычайную сложность и внутреннюю противоречивость гражданского общества и активировать способность читателя к самостоятельному мышлению и пониманию сложных общественных проблем. Для студентов, аспирантов, преподавателей, а также для всех, кто интересуется проблемами современной общественной жизни.