

美國社會官僚化的趨向

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The Trends of Bureaucratization in American Society

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摘 要

美國雖然實行聯邦國家，各州依據憲法擁有固定權限，然而美國社會組織體猶相當具有整合性。且其組織化之原因甚多。其一，社會團體在維護社會秩序、傳承文化價值、表達人民意見等原初功能之外，更有助於國家的統一與政府的統合。派深思(Talcott Parsons)即認為：「聯邦政府與地方政府的分開，並未帶來相當衝突的主要原因是：結社團體介於兩者之間，發揮了緩衝的功能，並促進公眾政治參與…團體的普遍特質加強了社會容納的過程，同時散播了更普遍的價值體系。」(李士崇：七十九年)利益團體更往往以聯邦機關為訴求對象，郡、縣、市地方政府亦然，州的地位或有式微跡象，聯邦與各州間逐漸趨向調合的合作關係(彭慧鸞：八十年)。

其次，長久而落實的法治觀念，經由語言及共通價值觀念的社會控制，重視理性思考，資本主義社會的注重管理等因素，皆促成美國傳統社會的組織化。

晚近則因行政難以中立、受民主思潮衝擊、臨時性因素介入，傳統社會的組織型態仍在反省中多所改變，惟基本架構當不致受影響。亦即韋伯心目中層級節制的組織(Bureaucracy)，於適應社會變遷中容或產生「調適的結構」，猶不失其一定的重要性。因此，美國在後工業社會，社會組織日增其複雜性、衝突性及變遷性，個案式的矩陣組織(matrix organization)暴增，仍與古老的層級節制組織維持一定的關係(Walter F. Baber:1983)。官僚組織具有難以改變的擴張性(David Beetham:1987)。

關鍵詞：官僚組織、社會團體、合理合法、臨時性。

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ABSTRACT

In Weber's view, the spread of bureaucratic form was part of a general process of rationalization in modern society. This trend was inevitable because its characteristics of precision, continuity, discipline, strictness, and reliability made it technically the most satisfactory form of organization for those who sought to exercise organizational control (Tom R. Burns and Helena Flam: 1987, 221). To be an institutionalized strategy of social control (idem.), bureaucratization is very unique and clear in American society.

Probing into the American society, social rule systems, markets and collective bargaining systems, bureaucracy and formal organizations, and expertise, technology and social organization are primary factors in the process of bureaucratization. They are categorized in social, economic, technological dimensions.

This paper analyses some factors influencing bureaucratization in the American Society. These factors includes the functions of social groups, sense of rule-by-law, social control, rational thinking, and scientific management. Moreover, administrative neutrality, participatory democracy, and temporary society play important roles recently. Although it is a federal nation and democratic political system, on the basis of bureaucratization, the American society is still organized and highly homogeneous in its developing process.

Key words: Bureaucratic Society, Social Groups, Rational and Legal, Temporary, Organized and Bureaucratized.