

UNDERSTANDING THE ROLE OF BUREAUCRACY IN A DEMOCRATIC STATE

Khalid Ali Khan Afridi¹

ABSTRACT

The term 'bureaucracy' was coined within the 18th century to refer to "a country ruled by means of appointed officers". Max Weber has emphasised its indispensability for the rational attainment of the goals of a corporation. He has endorsed cutting modern bureaucratic shape of agency as it is far based on felony and rational-legal authority. In reality, it makes the felony rational-legal person of the bureaucracy who is supposed to decide the overall form and content material of corporations within the present context. The regulations, policies, processes, written documentation, impersonal norms, neutrality, anonymity, non-political criterion of selection and training, all are predicted to contribute to the strength of prisonrational framework of organisation. Bureaucracy is the administrative structure of any large organization, public or private. It is the government by permanent office-holders. Bureaucracy is a system of administration wherein there is a specialization of functions, objective qualifications for office, action according to the adherence to fixed rules, and a hierarchy of authority and delegated power. Organizations such as the armed forces or administrative agencies are common examples of bureaucracies. Bureaucracy is a formal, hierarchical organization with many levels in which tasks, responsibilities and authority are delegated among individuals, offices, or departments, held together by a central administration. According to many sociologists and anthropologists, the development of bureaucratic organizations is necessary for the emergence of any modern civilization.

KEY WORDS: Public Administration, Bureaucracy, Department, Office-holder, etc.

INTRODUCTION

After independence, the Indian authorities, each at the centre and the nation, adopted policies for ensuring economic improvement and social justice to meet the growing expectation of

¹ Postgraduate Student, LL.M. (Constitutional and Administrative Law), Faculty of Juridical Sciences, Rama University, Kanpur

hundreds. This led to the increase in the length complexity of the authorities operations and extra duty upon the shoulders of senior administrators as they should reply undoubtedly to the procedure of financial development and social needs. This resulted in the growth and consolidation of formal powers in the fingers of some. Besides, it has left substantial discretionary powers with them because the policies and rules aren't giant and elaborate sufficient to cowl all topics. Moreover, it created considerable competence and expertise and in turn increase the effectiveness of the function of public officers who became professionals at the issues. The statement of C.P. Bhambri on this aspect is really worth to be mentioned which says: "from confined authorities we've moved to the era of 'massive authorities'. Even though 'huge government' is an everyday phenomenon but inside the developing international locations it assumes special significance. 'Massive government' assumes 'massive paperwork' and it is true to mention that the extra the vicinity of public policy, the greater is the role of implementation and carrier groups"²

1.1 MEANING OF BUREAUCRACY:

The term Bureaucracy is derived from the Latin word 'bureau' which means 'desk' and the Greek word 'cracy' or 'kratia' which means 'rule'. Thus it refers to the desk rule or the desk government. The term 'bureaucracy' was coined by a Frenchman, Vincent de Gournay, who first coined bureaucracy in 1965. At the same time, there are evidences that the word was used in its French form by a French Minister of commerce, in the eighteenth century to refer to the government in operation. The term came into use shortly before the French Revolution of 1789 and from there spread rapidly to other countries. Bureaucracy did not exist in its basic practical form in the earlier periods, but gained prominence in the nineteenth century as a concept and an institutional format, for the accomplishment of large-scale multiple and complex tasks. Today, the bureaucracy is the major institution and social technique for handling and controlling the affairs of modern nations. Bureaucracy is the collective organizational structure, procedures, protocols and set of regulations in place to manage activity, usually in large organizations and government.

As opposed to adhocacy, it is represented by standardized procedure (rule-following) that guides the execution of most or all processes within the body; formal division of powers;

² Satyanarayana Rao A.V (1979): Weber and Welfare Bureaucracy: The Indian experience, Journal of society for study of State Government, Vo.6, No.4, PP.210-22.

hierarchy; and relationships, intended to anticipate needs and improve efficiency. A bureaucracy traditionally does not create a policy but, rather, enacts it. Law, policy, and regulation normally originate from a leadership, which creates the bureaucracy to put them into practice. In reality, the interpretation and execution of policy, etc. can lead to informal influence. A bureaucracy is directly responsible to the leadership that creates it, such as a government executive or board of directors. Conversely, the leadership is usually responsible to an electorate, shareholder, and member or whom-ever is intended to benefit. As a matter of practicality, the bureaucracy is where the individual will interface with an organization such as a government etc., rather than directly with its leadership. Generally, larger organizations result in a greater distancing of the individual from the leadership, which can be consequential or intentional by design.

1.2 CHARACTERISTICS OF BUREAUCRACY:

Max Weber numerates the characteristics of bureaucracy;

- (i) There is the principle of fixed and official jurisdictional areas, which are generally maintained by rules, that is, by laws or administrative regulations.
- (ii) The regular activities required for the purpose of bureaucratically governed structure are distributed in a fixed way as official duties.
- (iii) The authority to give commands required for the discharge of these duties is distributed in a stable way and is strictly carried by the rules concerning the coercive means, which may be placed at the disposal of officials.
- (iv) Methodical provisions are made for the regular and continuous fulfilment of these duties and for the execution of corresponding rights, only persons who have the generally regulated qualifications to serve which are employed.

In public and lawful government these four elements constitute, “bureaucratic authority”. In private economic domination these constitute “management”. Bureaucracy, thus, understood is fully developed in political and ancestral communities only in the modern state and in the private economy, only in the most advanced institutions of capitalism.

The principles of office of hierarchy and of levels of graded authority mean a firmly ordered system of subordination in which there is a supervision of the lower offices by the higher ones. Such a system governs the possibility of appealing the decision of a lower office to the higher

authority, in a definitely regulated manner, with the full development of bureaucratic type, the office of hierarchy is organised in a structured manner. The principle of hierarchical office authority is found in all bureaucratic structures in state and in large partly organizations and private enterprises. It does not matter for the character of bureaucracy whether its authority is called “private” or “public”. Office management, at least, all specialized office management and such management is distinctly modern usually presupposes through an expert training. This increasingly holds for the modern executive and employee of private enterprises in the same manner as it holds the state official. When the official is usually developed, the official activity demands the full working capacity of the official irrespective of the fact that his obligatory times in the bureau may be firmly devoted. In the normal case, this is only the product of a long development in the public as well as in the private office. Formerly, in all cases, the normal state of affairs was reserved and official business was discharged as a secondary activity. The management of office follows general rules, which are more or less, stable, more or less, exhaustive. Knowledge of these rules represents a special technical learning, which the officials possess. It involves administrative or business management. Thus these are the characteristics of bureaucracy on which a bureaucratic set up is based.

1.3 TYPES OF BUREAUCRACY:

(a) The Guardian Bureaucracy:

There are the two examples of guardian bureaucracy, i.e. Chinese bureaucracy up to the advent of the Sung Period (960 A.D.), and the Prussian Civil Service during 1640 and 1740. This type may be defined as “a scholastic officialdom trained in right conduct according to the classes” (Karl Marx). Such Civil Service regarded itself as custodian of public interest, was independent of unresponsive to the public opinion. Now the question arises: What is guardian bureaucracy? Prescription of Plato system as “‘guardian’ were not simply meant to go about doing things as directed: More important was their capacity for the essence or the public interest”. In this sense, they were meant to be custodians of the ideals and assumptions about justice and welfare that held together the city-state political myth, as Plato saw it, which was the ultimate foundation of the community. The guardians were, thus, to serve as the physical representatives of the approved ideology and as it devoted instruments too, yet in the platonic scheme qualification for guardianship was not supposed to be one of the mysteries of divinely guided revolution. On

the contrary, Plato sought to put selection for guardianship on a rational basis by systematic utilization of a carefully planned course of education.

(b) The Caste Bureaucracy:

An early example of the caste bureaucracy can be found in the history of Roman Empire during the century after Diocletian, the Emperor, was a forceful reformer of government. The legal, fiscal and administrative reforms he introduced between 284 and 304 A.D. enable the Christian Empire after him to live on. But his successors have shown the shadow rather than the substance. Eventually, on all pervading public status system pulled down the entire economy. At first, only the officialdom was affected by the spirit of the caste. A precisely defined separation functions into a large scheme of ranks and titles until in the ends of a lastly enlarged bureaucracy spent most of its time inventing and enforcing minute distinctions in official standing. With the passing of time the conversion of private enterprise to public function extended across the entire body of society. Honorific status proved to be an impoverishing burden because each title carried an increasing load of public duty. Finally, a nonbureaucratized economic order collapsed under its own weight. "The caste bureaucracy has a class base and arises from the class connection of those in the controlling positions" (Karl Marx). The British rulers introduced the class character in the Indian Civil Service as well the "Civil Lines" where almost all the "Civilians" lived was just the counterpart of the "Cantonment" in which the military forces lived. Even today, the civil service in India has not been able to shed completely its class character. In the words of Appleby, "personnel are arranged self-consciously in too firm classes and too many special services with barriers between classes and services too high ... There is too much and too constant consciousness of ranks, class, title and service membership, and too much title consciousness of membership in the public service."

(c) The Patronage Bureaucracy:

Another name for the patronage bureaucracy is the 'spoils system'. Its traditional development began from the U.S.A. though; the patronage had full sway even in the U.K. till the middle of nineteenth century. This type of civil service exists where the public jobs are given as a personal favour or political award. The system worked differently in the U. K. patronage bureaucracy marked side by side with an aristocratic social order and fulfilled its purpose.

The patronage in Britain was used only for the benefit of the sanctions of the mobility. In the United States, on the contrary, the system worked quite differently and jobs went as spoils to the victorious political party. The patronage was, thus, an exercise in democracy. The system of spoil began on a minor scale and apologetically with President Washington, President Jefferson and President Adams became a trend in 1829 when Jackson came into office and from that time until 1883, swept through all the offices of government without let and most usually without moral inhibitions. The case for the spoils systems was put at its best by President Jackson in his first annual message to the congress in 1829: "The duties of the public offices are, or, at least, made, so plain and simple that men of intelligence may readily qualify themselves for their performance; and I cannot but believe that more is lost by the long continuance of men in office than is generally to be gained by intrinsic right official station than another. Such a system, however, could not produce a civil service competent to cope with the ever growing complexities of the governmental functions after the setting in of the industrial revolution. The patronage system was stood condemned as on anarchy for its lack of technical competence, its partisanship, and it's want of spirit."

1.4 CHARACTERISTICS OF A BUREAUCRAT:

The relative importance of the various qualities shall vary with the individual differences and the institutional situations. It seems impossible to expect the existence of all the qualities in one individual, but the short comings could easily be overcome by working in administrative teams, where the qualities of the members complement each other and synergy comes into play. The administrative capacities to be considered in a bureaucrat, after his personal character and motivation are:

- (a) Willingness to assume responsibility.
- (b) Steadily enlarging ability to deal with more problems, more varied problems and more diverse people.
- (c) Strong bent towards action.
- (d) Good listener and then a good initiator.
- (e) Usually effective with people, with quick emotional perceptions.
- (f) Ability to build the competence of his organisation, by harnessing the abilities of his employees and also by appointing the ablest people.

- (g) Ability to use the institutional resources, ideas and information.
- (h) Aims at effectiveness and avoids using power or authority for personal sake.
- (i) Possesses self confidence and confesses his ignorance or personal faults.
- (j) Encourages the hearing of the troublesome or undesirable issues and then passes them on to higher authorities for quick rectifications and remedies.
- (k) A team worker and a hard but fair task master.
- (l) A dynamic initiator and development administrator.
- (m) Exhibiting honesty, simplicity, humility and sensitivity in all his dealings.

The civil servants, who were supposed to be very powerful once, are not so now, because the expectations of the people are fast changing. Instead of being a source of control, the service is now expected to serve the people. The bureaucrats are now accountable for their performance to the public. This also explains the significance of the change of nomenclature of the bureaucrats from the 'Government Servants' to the 'Public Servants'. The officials have to render service to the public and are at the same time accountable to them.

1.5 FUNCTIONS OF POLITICAL EXECUTIVES:

To have an effect of 'proximate coverage maker', or individuals who occupy formal workplaces prescribed through the political community as authoritative is of essential significance. In government, the proximate coverage makers are the cabinet contributors who shape and determine the general public guidelines. The Cabinet attracts power from various resources. For Jennings the Cabinet is the centre of the constitutional system, it is on the cabinet to decide the policies which are to be placed before the Parliament for its approval. The Cabinet draws its powers from the charter itself. The second one supply of Cabinet strength flows from 'the principle of team spirit'. The Cabinet acts as a collective unit. The precept of collective duty permits the Cabinet to expect that its choice might be implemented and defended publicly with the aid of the individual ministers. The Cabinet is able to manage and co-ordinate the works of the government through the Cabinet Secretariat and its Committees. Cabinet is served by way of the Cabinet Secretariat headed with the aid of the

Cabinet Secretary. It prepares the agenda for its conferences, takes minutes, flow into decision and supervise the implementation of the Cabinet decision by the concerned ministries and other government agencies. Sir Ivor Jennings writes, in Britain, “each minister, whether or not inside the cabinet get hold of the cabinet conclusions and it is his duty to teach his branch as to the selections taken in to this point as they need departmental action.”³

1.6 BUREAUCRACY DEFINED:

A “government by using bureau” or “desk authorities” has, in not unusual used, acquired a colour and power as emotion raiser and warfare cry. Though distortion and cool animated film it has come to mean “bungling, arbitrariness, wastefulness, officiousness, and regimentation”. A bureaucratic machine is monastic, with an unmarried formal line of command and control. It makes characterised through a hierarchy of superior and subordinate dating, wherein the man or woman assumes all authority and troubles trendy orders to initiate action. Orders reach the lowest subordinate though a chain of layers. There may be no effective delegation of authority and no longer a good deal scope for discretionary decision - making. This type of manipulate targeted administration is perfectly suited for discharging habitual capabilities, particularly simple generation. The term ‘bureaucracy’ has been derived from the word ‘bureau’ (French), which means that a desk or an office. So the bureaucracy method of a government of official is consistent with G. B. Shaw; “The bureaucracy consists of functionaries, nobility of thoughts, and the democracy idolaters.” In the words of Laski; “bureaucracy is the time period generally implemented to a machine of presidency, the manager of that’s so completely inside the arms of officers that their liberties of the regular residents.” Therefore in brief, bureaucracy may be used inside the experience of a kind of administrative company or authorities by way of officers or civil servants.

1.7 FUNCTION OF BUREAUCRACY IN INDIA:

Bureaucracy is a criticised concept. All writings on paperwork are both within from the Weber’s analyses of bureaucratic company or a critique of Weber’s bureaucratic perfect type. In opposition to this backdrop, the Indian forms additionally desire to be analysed. The developing impact of liberalisation, privatisation and globalisation, multiplied complexity in

³ Divine Donna Robinson (1979): A Political Theory of Bureaucracy, Public Administration, summer, P.143158

administrative problems, inflow of records technology, and socio-cultural upheavals are bringing in numerous modifications within the complexion of Indian paperwork.⁴

1.8 SUMMARY OF FEATURES OF BUREAUCRACY IN INDIA:

- a) Non-partisan advice to political management inside the midst of political instability and uncertainties.
- b) Administrative and managerial capacity of services.
- c) Effective coordination among institutions of governance.
- d) Leadership at different degrees of management.
- e) Provision of 'continuity and change' in management.

1.9 DIRECTION OF BUREAUCRATIC REFORMS:

Bureaucracy performs an important role in socio-economic improvement and kingdom building. It's been located that the prototypes of patronage, mum or dad and caste bureaucracy do no longer commend themselves for public management today. We're nonetheless raced with the need of a simple desire. The choice is between the bureaucrat as a functionary and the bureaucrat as not an unusual person. Do we need a bureaucracy that has the braveness of its integrity or do we need a bureaucracy with its ear to the ground. This is a main issue that wishes deliberation. The forms has been the spine of our device, which is undergoing transformation because of the enhancement of the role of the people in choicemaking and the converting position of the nation. Bureaucrats are faced with new inputs from modern-day socio-financial and political scene. It is nearly impossible to adhere to the Weber an inflexible, rule-bound, and hierarchical model of bureaucracy. Rather, the need of the hour is obvious and accountable bureaucratic system. The resources at the disposal of bureaucracy are new channels of records, strength of selection-making and political support. Modernising the administrative device and reorganising the bureaucratic shape has been the twodimensional approach adopted by using the political management in most developing international locations to revamp their paperwork. The character of forms in a single party dominant rule and in a coalition government system must be distinct and contextual. Creating and preserving a responsive and accountable

⁴ Majumdar Sumit K (1990): An analysis of Weber's theory of bureaucracy in its historical context, Indian Journal of Public Administration, 366 - October - December, PP.750-68.

paperwork that caters to the general wishes and targeted desires of developing societies has hence come to be one of the most complex troubles. The renewed function of bureaucracy must fulfil the dual requirement of 'capacity' and 'manipulate'. Ability indicates the capability of an administrative unit to obtain its objective correctly. And it requires having accountability due to 'higher authority', maximum especially to elected representative inside the legislative department. The contingency approach seeks to understand the interrelationships within many of the subsystems in addition to among the corporation and its environment, and to outline styles of courting of variables. It recommends a continuous examination to find out how changes in external surroundings are possibly to persuade the interdependencies amongst substructures and consequently their features. This technique desires to be explored similarly in an effort to draw its blessings for the functioning of forms.⁵

1.10 COVERAGE IMPLEMENTATION AND BUREAUCRACY:

The contribution of the better civil servants and the higher judiciary to the country has been great. However, the group which has served in the first sixty years after the independence and contributed maximum to its progress and development until now is certainly 'the better civil carrier'. Bureaucracy performs as one of a kind position in choice making and implementation in special structures. Bureaucracy is considered simply as an agent of the policy formulators. As Wallace Sayre has aptly placed it, as "now not an independent brain in its own proper but instead the neutral executor of plans made by other" however, this isn't always authentic for all structures. In maximum international locations, bureaucracy is one of the crucial actors in making governmental selections. In most current structures, its energy as choice maker has been gradually increasing. In a few places it takes initiative in policy formations while in others, it merely waits upon these proposals from its political bosses.

The function of paperwork in developing countries assumes a new significance in the put upindependence generation. Societies in developing international locations are on the whole traditional and stand in a need to get modernized with the assist of technology and generation.

⁵ Kuldeep Mathur (1972): Bureaucratic response to Development: A Study of Block Development offices in Rajasthan and Uttar Pradesh, National Publishing House, Delhi, PP.5-19

The activities of the state have elevated manifold thereby making involvement of human beings and their representatives a pre-requisite for the formulation of guidelines, priorities of applications and implementation of schemes.

Consequently, bureaucracies of developing societies should endure the brunt of these heavy duties: First, in adjusting themselves to the brand new wishes, aspirations and images of the new regimes and, secondly, in equipping themselves to stand new demanding situations and deal with them through whatever manpower they've.

Consequently, an alternate in attitudes, behavioural styles, standards and ethics of performance has been considered necessary. Significantly, the paperwork in a growing country enjoys virtual monopoly in phrases of knowledge, expertise of regulations and strategies. The political executives have a tendency to lean closely on bureaucracy for recommendation, steerage and counsel in policy formulation.⁶

CONCLUSION

In other words, paperwork concentrates at the machinery for the implementation of public rules. Despite the fact that policy making and policy implementation are two wonderful capabilities of presidency, they may be carefully interrelated. Coverage is laid down via the legislature or political authorities who are vested with the strength of giving policy the legal authority. The legislature lays down policy in standard terms that's commonly expressed inside the form of acts and laws. With a purpose to deliver a more unique expression to those acts and laws, the bureaucratic arm of government performs an essential position in policy making.

Even in recent years, the position of bureaucratic and of presidency in coverage making has grown vitally. Therefore, it appears odd that policy making in addition to coverage enforcing have come into the fingers of the bureaucrats. Beneath the Indian Constitution the pinnacle degree bureaucrats have a constitutional duty to advice on coverage choice. The secretaries to the authorities of India, for instance, take or suggest ministers to take decision that arise in the framework of current laws or policy which otherwise can't be handled with the aid of habitual procedures. Such choices clarify the scope of a policy and finalise its utility in new and unique situations.

⁶ T.K.Kimpan (1994): A Theoretical overview of representative bureaucracy synthesis, *International review of Administrative Sciences*, Sept 1994, 60(3), PP.385-97.

Additionally, they recommend at the monetary and administrative implications of various policy options. Therefore, the top degree bureaucrats, specifically secretaries to the government of India and kingdom governments, play more than an advisory function within the public policy system process.⁷

REFERENCES

- a) Appleby, P. H. (1953). *Public Management in India: Report of a Survey Authority of India*, 11.
- b) Dey, B. k. (1978). *Bureaucracy, Improvement, and Public management in India*. New Delhi: Uppal Publishing Residence.
- c) Emmert, M. A., & Taher, W. A. (1992). Public sector specialists: The consequences of public quarter jobs on motivation, activity delight and work involvement. *The Yankee Evaluation of Public Management*, 22(1), 37-forty eight.
- d) Gladden, E. N. (1945). *The Civil service: Its Issues and Destiny*. *Public Administration*, 23(2), 102-112.

⁷ Pai Panadikar V.A. and Ksheerasagar S.S. (1974): *Bureaucracy and Development Administration*, Center for Policy Research, New Delhi, P.13-20