



## Nature of the Indian bureaucracy: A study of the J&K governing system

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### Abstract

In the midst of these changing times, where the world has witnessed upheavals in the domains of economy and polity, how far have the bureaucracies been affected? Not much really, when we take India into consideration. Does it imply that this part of the world is almost non-existent on the globe and hence, the stagnant, static bureaucracies. But the facts are quite contrary..... India is a fast growing power and hence a vital spot on the globe, a seat of great economic and political advancements. Only the developmental bureaucracy poses a big question. Almost no change can be seen there. The quintessential of Indian bureaucracy, even in this modern era, only implies administration (of power). Exactly the same applies to the state of Jammu & Kashmir. Public seems to have started asking questions and justifying the status quo is becoming difficult with each passing day. Through this paper, the essentials of Indian bureaucracy can be reflected upon, along with the idiosyncrasies that can be done away with and should have been done away with, long back, by studying the administrative and governing system in the state of Jammu and Kashmir.

**Keywords:** weberian model, hierarchy of authority, division of labour, presence of rule, procedural specification, impersonality, technical competence, developmental bureaucracy, neutrality, nomenclature transition, consumer dissatisfaction

### Introduction

The administrative machine can never be put to a stop, with the operators of this machine working with objectivity and impersonality. The official or legal authority given to an officer is strictly limited and well defined. An officer's responsibilities and authority are defined by a definite system of hierarchy. There is no concept of ownership and the officers are accountable for the resources they need to put into use for the sake of the public service. An official must exercise his or her judgment and his or her skills, but his or her duty is to place these at the service of a higher authority; ultimately he/she is responsible only for the impartial execution of assigned tasks and must sacrifice his or her personal judgment if it runs counter to his or her official duties. Administration is based on written documents.

### Indian Bureaucracy vis-à-vis the Weberian Model in Post-Independence Era

Irrespective of the nature of the political systems, all modern bureaucracies possess the Weberian characteristics to varying degrees. The Indian bureaucracy also exhibits some of these characteristics to the following extents:

#### a) Hierarchy of Authority

It goes without saying that while the Indian bureaucracy is strictly maintaining the hierarchy of authority, as envisaged in the traditional bureaucracy, the decision-making processes have become extremely slow, subjective and authoritative in nature, leaving lesser scope for participative and dynamic decisions. This characteristic has been limited to the supervision of the lower officers by the higher ones in India.

#### b) Division of labour

While specializations have gained impetus in various areas, the spirit, of team work and coordination have remained wanting in the Indian bureaucracy. It has paved the way for the shunning of responsibility. Accountability mechanism is deeply affected, as nobody owns the complete responsibility of the product or the project

#### c) Presence of Rule.

The rule of law has been adopted in such an extreme form, that the menace of `red tapism has got permanently embedded in the system, causing a delay in all its proceedings. Weber's model has exhibited a dysfunctional potential and resulted in a pathological behavior of an Indian bureaucrat.

#### d) Procedural Specification

The procedures adopted in the present day administration are not technically sound and need to be revisited. The outcome of this procedural specification is `red-tapism and corruption in its highest form. "Procedures" rather than "results" are given more importance in the Indian administration.

#### e) Impersonality

Impersonality is completely non-existent in the set up of Indian bureaucracy. Personal biases and preferences are quite evident. Infact, nepotism has emerged due to personal preferences rather than impersonality. Much regard is given to the individual persons involved in all the spheres.

#### f) Technical competence

Technical competence and merit were the criteria of

appointment in public bureaucracy; but all kinds of social pulls and pressures operate in making appointments, thus diluting merit. Norms of behaviour of public servants are determined by following procedures and rules and regulations in administration. Every day deviation from procedures is seen these days.

With the, initiation of the process of national planning, heavy responsibility now rests with the administrators for fulfilling welfare goals in the society. The function accruing to the governmental bureaucracy thus goes beyond the traditional frame of reference of a Laissez faire state. The officials are now called upon to act as catalyst to the process of social and economic transformation. It has been generally argued that economic development of society, particularly if it is to be implemented by a massive intervention of the public sector, requires a different kind of a bureaucrat. Thus, one needs a bureaucrat who is more freewheeling, less adhering to administrative forms, less attached to the importance of hierarchy and seniority.

The Indian bureaucracy can mainly be categorised as the “traditional bureaucracy” rather than the “developmental bureaucracy”. The traditional concept of bureaucracy stems out of the Weberian characteristics. Till date, the Indian Bureaucracy has existed without any compulsions of responsiveness to the people’s needs, demands, aspirations and desires. Being a developing nation, we need to shift towards the developmental bureaucracy, where we are also concerned with promoting creativity and growth along with the stability of the system. The success in the developmental activities cannot be achieved without the concurrence and active involvement of the people. There needs to be a proper amalgamation of the traditional bureaucracy and the developmental bureaucracy. The governments need to speed up the economic growth and development by evolving appropriate changes in systems, rules, procedures, attitudes, behaviour and orientation.

In the developed western countries, the main function of the bureaucracy is system maintenance. Whereas, in a developing country like India, no function of bureaucracy is purely a maintenance function, as all functions are part of the “development process” mainly.

Even the most democratically conceived government comes to behave as if its own survival, rather than the people’s welfare, is the paramount good. This happens because the government’s ordinary day to day operations depend on entrenched “public servants” – the bureaucrats – who are always most concerned about protecting and expanding their own power <sup>[1]</sup>. They come to think of government as a kind of a private institution that exists for their sake and this makes them deeply committed to preserving the system, which they have come to believe of as “their system”. Thus, they want nothing to threaten the system because that would threaten their self-interests.

There is no doubt that for effectiveness of performance, the strength and the stability that the status gives the civil service, are the indispensable factors. But that, in no way, means that the bureaucracy can be unduly preoccupied with the legal foundations of its existence. The fact is that its own conduct as an agency of serving the public

interest is the best guarantee of its status and subsequently its effective performance. This might explain why bureaucracy cherishes “its status” as an institutional basis and as a source of its functional identity in the structure of the modern government.

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.

Most countries have experienced extensive political and administrative reforms, aiming at reducing the distance between the citizens and the public administration. Even now, the general direction of the administrative reforms in the western, developed countries is towards bridging of the gap between the citizens and the state. The main reason for this is that the public administration has been struggling to reaffirm its legitimacy in the civil society since quite some time now. Secondly, the heyday of massive spending by the public bureaucracy is gone and has instead been replaced by new budgetary levels and new administrative roles and purposes.

The policy makers can use their capabilities in the formal, legal sense, to alter the relationship between the public administration and the civil society. First, they can redesign public administration in order to make it more accessible to civil society. They can also introduce new measures of bureaucratic efficiency like in terms of customer satisfaction. This would give impetus to the customer-driven process of public service delivery. Secondly, they can revise the legal framework in order to strengthen the position of the citizen vis-à-vis the bureaucracy <sup>[2]</sup>.

It is quite clear that significant advances in the functional efficiency of the administrative state cannot be expected without the corresponding changes in the working style of the administrative system. The most important thing is the reorientation of the bureaucracy towards its role. The civil servants must shift their attention from “watching processes” to measuring their impact, from “getting things done” to giving each citizen his due, from the “technology of administration” to its effect upon the general public, from “utility” to “ethics” <sup>[3]</sup>.

### **Theoretical Framework for the Study**

For the contextual background, the functional perspective of the Weberian theory was analysed. Every aspect of Bureaucracy was studied vis-à-vis the parameters of the Weberian ideal type bureaucracy.

### **Weberian Model of Bureaucracy**

According to Weber, one major trend in society is increasing formal rationality. Formal rationality means goal-oriented, calculative behaviour. The growth of bureaucracy is an example of rationality applied to the organisation of work. It should be noted that Weber believed that too much formal rationality and growth of

bureaucratic power could threaten the freedom of individuals. Nevertheless, Weber argued that bureaucracy is the most technically superior way of organising work.

Weber's analysis of bureaucracy was a functional one as he was mainly concerned with official regulations and their significance in relation to efficiency. He had postulated the characteristics of bureaucracy in a way that would contribute towards the highest effective goal attainment. But in doing so, he had neglected the operational aspects of these characteristics. Thus, in the course of functioning, new elements arose in the internal structure of bureaucracy, which inhibited the subsequent operations and thus the rational goal achievement <sup>[4]</sup>.

One critique was Weber's claim that bureaucratic organizations were based on rational-legal authority. Parsons (1947) and Gouldner (1954) note that Weber said authority rests both in the "legal incumbency of office" and on "technical competence". This works if superiors have more knowledge and skill, but often this is not the case. More often bureaucratic authority rests on the seniority purely and has little to do with any kind of competence.

Merton also argues that the rule-bound behaviour can have undesirable consequences. Rules, instead of being the means to an end, as they were originally meant to be, could ultimately become ends in themselves, resulting in goal displacement <sup>[5]</sup>. The public service organizations therefore, fail in delivering the goods and end up being tagged as inefficient and ineffective.

Selznick identifies the dysfunctional consequences of bureaucracy. Most of the dysfunctions with regard to treatment of procedures and rules lead to delay, red-tapism, unresponsiveness, self-centeredness, corruption, avoidance of personal responsibility and quest for power <sup>[6]</sup>. This transition in the bureaucracy for the worse has resulted in the lack of public confidence and trust in the machinery of administration. This is further manifested through disgust and cynicism in the institution of bureaucracy.

Weber's analysis is static and thus his rational administration cannot be made applicable in environments characterized by flux, change and uncertainty, according to Blau <sup>[7]</sup>. There is lesser scope for dynamism in Weber's concept of bureaucracy, which could have otherwise provided a cushioning effect in times of crisis and instability.

Weber has overemphasized the formal aspect of bureaucracy, which results in the neglect of the importance of the informal organisations <sup>[8]</sup>. But formal and informal organisations are complementary to one another. Both need to coexist with certain consequences on the functioning of bureaucracy. Some social scientists in the recent times have even predicted the demise of Weberian concept of bureaucracy. According to Alvin Toffler, whenever organisations are caught up in the stream of technological or social change, wherever research or development is important, whenever men must cope with first-time problems, the decline of bureaucratic forms is most pronounced <sup>[9]</sup>.

### **Analytical Approach**

The study is a sociological investigation based on the

primary source information from the field. It is a "mixed-method research" as it includes both the qualitative as well as quantitative elements. It was a qualitative study, as throughout an effort was being made to understand human behaviour and the reasons that govern such behaviour in the society. On the other hand, it was a quantitative study, because there was a systematic empirical investigation, in which data was collected for analysis. The study is also "analytical" as the facts and information collected through the primary and secondary sources are used to analyse and make a critical evaluation of the whole material.

The J&K state bureaucracy presently consists of a total of 580 male and female officers from the rural and urban areas of the state as well as other parts of the country, from three different bureaucratic levels, i.e., senior, middle and junior, with the corresponding income categories and experience spans. The "Stratified Random Sampling" technique has been used for selecting the sample for the study. In this technique, the population, i.e., J&K bureaucrats, has been stratified into a number of non-overlapping sub-populations or strata, and sample items/units have been selected from each stratum. These items /units have been selected on the basis of simple random sampling procedure. Thus, 100 bureaucrats have been selected from the universe as a sample. Out of these, 20 respondents were the retired bureaucrats. The in-service respondents comprise of the 13.79% of the present J&K bureaucracy (total 580), which is the desired sample strength. The entry-level bureaucrats are completely excluded from the sample as they are devoid of the potential bureaucratic experience.

The "Interview Schedule Technique" has been used for the primary collection of information. The methods of observation and discussions have also been used to support the analytical results. The data and information gathered from the field has been statistically treated and sociologically investigated.

### **Findings & Discussions**

In order to study the nature of public bureaucracy, it was best to study it in context to the Weberian model, as it propounded the basic structure of bureaucracy. J&K public bureaucracy has been studied vis-à-vis the main tenets like its neutrality, change of nomenclature, its power structure and the controlling mechanisms over it. Overall, our public bureaucracy is traditional in its nature and possesses the Weberian characteristics, which can be assessed by the following:

#### **1. Neutrality of Bureaucracy**

Bureaucrats are the key participants in making decisions that affect politics in the most basic way. The success of the political party in power greatly depends on the way the bureaucracy functions. Rules and regulations are expected to be given a back seat in such a scenario. Thus, they are subject to political pressures. Ideally, they should not be giving in to these political pressures and should remain politically neutral. But in reality, the bureaucrats succumb very easily to these interferences and pressures, and fulfil the desires of the politicians in power.

On asking whether bureaucracy should be neutral or not, 85/100 (85.00%) of the bureaucrats responded by stating that the bureaucrats should be neutral. Bureaucracy serves the people well when they are not affiliated particularly to any faction and operate being non-committal towards any party. This group of bureaucrats believed in a non-partisan attitude and did not seem to be over whelmed by the political power.

06/100 (06.00%) bureaucrats indicated that the public bureaucracy did not need to be neutral at all, as they believed that political power needed to compliment the bureaucracy at every stage and therefore it was feasible for the governments to be affiliated to a particular political party. These respondents belonged to the senior –most level, especially of the urban origin. Past experience had taught them that bureaucracies could not remain neutral even if they tried hard for it. These bureaucrats also valued greatly the political connections that they had developed over the years. This group seemed to be awed by the political power.

09/100 (09.00%) of the bureaucrats were of the opinion that the public bureaucracies needed to be partially neutral, so that it could co-exist with the political party in power. They needed to give in somewhere and comply with the political wishes, and be strong and resist where ever they could. These respondents were the retired bureaucrats belonging to the male gender. They originally belonged to the rural areas. Having retired, these bureaucrats were exhibiting a maturity, and ruling out the extremities. They were experienced enough to realize that both neutrality and non-neutrality in the bureaucracies was situational. This part of the sample believed in playing safe, giving cognizance to political power when most necessary.

The reasons were asked behind the neutrality of the bureaucracy. These reasons were given by the total of 85/100 (85.00%) of the sample i.e. the ones who believed that the bureaucracies needed to be neutral. The relevant information was gathered from the respondents which has been recorded in the following table:

**Table 1: Reasons for Neutrality**

Reasons (for neutrality)		Response	
		Number	Percent
a)	Transparency, accountability & justice.	22	25.88
b)	Sound & rational decision making.	11	12.94
c)	Break the bureaucratic political nexus /non-partisan.	40	47.05
d)	Growth, continuity & harmony.	12	14.11
Total		85	99.98

22/85 (25.88%) bureaucrats believed that the neutrality of the government was necessary to maintain the transparency, accountability and justice around. When the governments are not affiliated to specific political parties in power, they have no reason to oblige them by being discreet and unjust. Instead neutral governments are open about way they function, efficient and impartial. These respondents belonged to the junior level bureaucracy and were doctorates mostly. They very vividly realized the implications of transparency, accountability and justice, in the administrative systems. These bureaucrats strongly

believed that loyalties with particular parties would instigate them towards unethical practices, to appease their political leaders.

11/85 (12.94%) of the bureaucrats believed that the neutrality of the administration led to sound and rational decision -making. Ultimately sound and rational decisions form the backbone of administrative efficiency and effectiveness. Effective decisions lead to better service delivery. These respondents were the junior level bureaucrats, belonging to the low qualification group of graduates. The effects of the decision-making processes trickled down to the lowest level of bureaucracy and they usually had to bear the brunt of the unsuitable or undesirable decisions. Hence, they wanted the bureaucracies to be neutral, so that all decision – making was sound and rational.

A maximum of 40/85 (47.85%) bureaucrats opined that the neutrality of the administration was important to break the bureaucratic political nexus and thus make the bureaucracy non-partisan. This illegal bond had been created since long, due to the party affiliations in the government and could only be broken if the governments stopped favoring specific political parties. These respondents were the middle level bureaucrats and the retired bureaucrats. The middle level bureaucrats had the chance of witnessing their seniors, getting into the nexus with the politicians over various issues. The retired bureaucrats, too, did not hesitate in pointing out towards the nexus that existed in the administrative spheres between the bureaucrats and the politicians. Presently, they seemed to have nothing at stake and felt free in revealing the bottle necks of the past. When illegal and unhealthy liaisons exist between bureaucrats and political leaders, selfish motives and interests come into play.

12/85 (14.11%) bureaucrats out of those who believed in the neutrality of the bureaucracy, did so, for the growth, continuity and harmony of the state administration. They believed that the state would grow and prosper in peace and stability, only when its bureaucracy worked neutrally, without any political affiliations and bindings. These respondents belonged to the junior level bureaucracy and the urban areas originally. Being at the start of their careers, they believed growth and continuity was pertinent in administration. Being urbanities basically, they craved for peace and harmony

15/100 (15.00%) of the respondents, who stressed the non-neutrality of the bureaucracy completely or partially, had their own reasons for doing so. They believed that the nexus could not be done away with. The gathered information, regarding the reasons they gave, has been revealed in the given table:

**Table 2: Reasons for Non-neutrality**

Reasons (for non-neutrality)		Response	
		Number	Percent
a)	Political governance as a shield.	08	53.33
b)	Compassion & discretion cannot be ruled out.	07	46.66
Total		15	100.00

08/15 (53.33%) of the sample stated that by creating affiliations, the bureaucracy is protected as the political

governance acts as a shield for the administration. In order to stabilize its position and ensure its existence and continuity, bureaucracy needs to affiliate itself with the political power. These respondents were the retired senior level bureaucrats and some of them were the non-state subjects. The non-state subject bureaucrats, i.e. the non-local bureaucrats, were pragmatic enough to realize the implications of the political affiliations of the bureaucracy, as they had not been entirely confined to the state of J&K. They believed that it happened at the national as well as the global levels. The 25 years plus experience of the retired senior level bureaucrats justified their response, as their experience helped them realize that political protection ensures the survival of the bureaucracy in all circumstances.

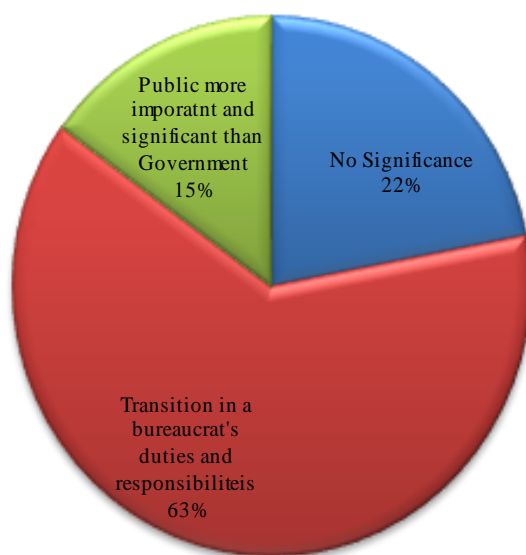
07/15 (46.66%) bureaucrats put forth that compassion and discretions could not be ruled out in any case, from the administration. Hence, there was every chance of governments being non-neutral, as bureaucrats were mere mortals after all. These respondents were the retired middle level bureaucrats and most of them were the

female bureaucrats. They strongly believed that one could not rule out certain human weaknesses, while carrying out administration. Humans could never actually boast of mechanical traits and therefore, could under no circumstances overcome their personal inclinations. They believed that bureaucrats, being human beings, could not behave like machines and remain unaffected. Political executive at the top ultimately affects the whole system of working and thus needs to be taken into consideration.

**2. Nomenclature Transition of Bureaucracy**

In the contemporary times, the nomenclature of a bureaucratic official has shown a transition from the “Government Servant” to the “Public Servant”. This insinuates that the emphasis has shifted from the government parse to the public. This stresses upon the public service delivery as the base for running the governments. The respondents revealed the significance of this nomenclature shift. All the relevant findings are portrayed in the given diagram

**Nomenclature Transition of Bureaucracy**



**Fig 1**

22/100 (22.00%) of the bureaucratic sample asserted that it held no significance and thus it was immaterial one way or the other. These officers were either too care free by nature or this change of nomenclature had really not affected them at all. These were the junior and the middle level bureaucrats, besides the retired senior ones.

A majority of 63/100 (63.00%) of the bureaucrats revealed that the transition of nomenclature signified a transition in a bureaucrat’s duties and responsibilities. These respondents belonged to the junior and middle level bureaucracy of the rural origin mainly. They perceived the shift in the nomenclature conservatively and hence their response. This lot of bureaucrats seemed to be more sensitive and seemed to have accommodated to their new roles and responsibilities.

None of the bureaucrats believed that this transition

signified the inter changeability, of the “government” and the “public”, on its own.

15/100 (15.00%) of the respondents were of the view that public was more important than the government and that is what the transition on the nomenclature signified. These were the retired bureaucrats and the bureaucrats of the female gender. The retired bureaucrats had started considering themselves as public and had also suddenly realized the importance of the public. These bureaucrats seemed to be the more cautious ones, being sensitive enough to realize the transition in the governance patterns.

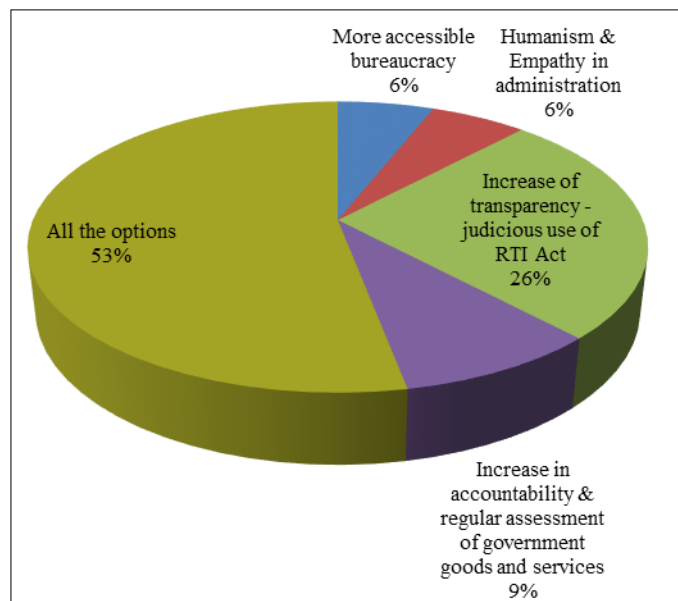
Ideally, bureaucracy requires to be neutral, but in reality, it is rarely so. Sticking to neutrality would help to break the much talked about bureaucratic- political nexus, leading to a non-partisan bureaucracy. But the fact is that

only most efficient bureaucracies can have the privilege of being neutral. J&K bureaucracy, being inefficient to a great extent, cannot afford to be completely neutral. At the same time, exercise of too much power has become an inherent part of bureaucracy, which indirectly tends to make it more inefficient. To top it all, lack of accountability and control renders it as a defunct part of the system.

**3. Consumer Dissatisfaction and Bureaucracy**

Consumer dissatisfaction is rampantly witnessed these days. Consumers in public administration are the public and they do not seem too happy with the service delivery systems. Bureaucracy has been widely targeted on this front, as the public service delivery is largely associated with the efficiency of the service providers i.e. the bureaucrats. There are certain lacunas that need to be removed or rectified, in order to effectively satisfy the public and their needs. Efforts need to be made and new ways need to be devised to achieve improved public service delivery. All the relevant findings regarding the ways of overcoming this consumer dissatisfaction are portrayed in the given diagram:

**Ways of Overcoming Consumer Dissatisfaction**



**Fig 2**

06/100 (06.00%) of the respondents believed that making the bureaucracy more accessible to the public would solve the problem. These were the junior level bureaucrats, who perceived bureaucratic accessibility to be mainly instrumental in overcoming the consumer dissatisfaction. They believed that consumer and senior level bureaucrats were inaccessible to the public. The other 06/100 (06.00%) of the respondents stated that inculcating the qualities of humanism and empathy in administration would serve the purpose. These were the junior level female bureaucrats. Women always valued humanism and empathy in administration, rather than the men. 26/100 (26.00%) respondents opined that increase in

transparency with the judicious use of “Right to Information Act”, would ensure consumer satisfaction. These respondents were mainly the retired bureaucrats and the bureaucrats from the middle level of the rural origin. The retired bureaucrats were quite enthusiastic about the implementation of the RTI Act, in order to increase the transparency, as it was no way going to touch their skin.

09/100 (09.00%) of the respondents were of the view that an increase of accountability and regular assessment of goods and services would lead to removal of consumer dissatisfaction. Actually this would bring efficiency in administrative and thus public would be served better. These bureaucrats were the non-state subjects. They were quite comfortable with the idea of regular accountability and assessment.

A majority of 53/100 (53.00%) of the respondents believed that all the given options put together simultaneously, would help in overcoming the consumer dissatisfaction in the best possible manner. These were the junior and the middle level bureaucrats.

Bureaucratic accessibility has, undoubtedly, become the most wanting feature of administration in J&K. The common man feels alienated from bureaucracy, mainly due to the unapproachable attitude of a bureaucrat. The creation of bureaucratic elitism has added fuel to the fire. The bureaucrats in J&K have developed a unique sense of superiority, over the years which have widened the chasm between them and the public they serve. The small extent of bureaucratic accessibility that exists in J&K is mainly due to the instruments like State Accountability Commission (SAC) and the Right to Information Act (RTI). But these are not foolproof enough and can be misused to an extent. Besides, these instruments require completely compatible systems to operate. The inaccessibility and other lacunas in bureaucracy lead to the consumer dissatisfaction. J&K public administration is marred by consumer dissatisfaction, as the public perpetually feels that they are being taken for a ride by the administration. The best ways of overcoming this dissatisfaction, is through the increase in transparency by the judicious use of RTI Act and the increase in the bureaucratic accessibility. A closer analysis reveals that consumer dissatisfaction has become a learned behaviour, through the negative conditioning over the years, in the public. They habitually harbour a dissatisfied attitude towards the administration. It seems likely that a positive conditioning of quite a few years is going to help the public unlearn the attitude associated with consumer dissatisfaction.

**Conclusion & Recommendations**

J&K bureaucracy is traditional in its nature and possesses all the Weberian model characteristics. But, all these traditional characteristics are being challenged in the modern contemporary times.

It was found that it was imperative for the public bureaucracies to be neutral and not be affiliated to any political party. In reality, it is hardly so. Political affiliations are turning the bureaucracies defunct and robbing them of real efficiency.

Neutrality in bureaucracy in J&K should mainly exist to

break the bureaucratic-political nexus, so that bureaucracy becomes non-partisan. Besides, neutral bureaucracy leads to transparency, accountability and justice in administration. Neutrality in bureaucracy is also required for the sound and rational decision-making. It is also known that ultimately neutral bureaucracies foster growth, continuity and harmony.

It was also found that political affiliations could, at times act as a protective shield for the bureaucracy. At the same time, it needs to be acknowledged that it is the human beings after all, running the administration, and therefore, their inclinations, compassion or discretions, cannot always be ruled out.

The neutrality of the bureaucracy needs to be maintained, whatever the efforts or the cost. Impersonality, being the major traditional characteristic of bureaucracy, needs to be upheld, in all forms and at all levels. The bureaucracy has to grow into a strong entity and not be manipulated by the political party in power. In fact, acting neutral is going to lend an intrinsic power to the bureaucracy and make it stronger than the existing political executive. Public bureaucracy has a permanency, which any particular political executive lacks. This feature could be used as a weapon against the political manipulations.

The nomenclature transition from the 'government servant' to the 'public servant', actually signifies a transition in a bureaucrat's duties and responsibilities. The junior and the middle level bureaucrats from the rural origin signified their conservative attitude by stating this. This also pointed out towards their sensitive nature. This lot of bureaucrats has readily accepted the transition of nomenclature and have consequently acknowledged their changed duties and responsibilities. To some extent, it also signifies that public is more important and significant than the government. Ultimately, the transition in the nomenclature enhances the importance and significance of the public. It implies that the government is subservient to the public. The transition, therefore needs to be adhered to very strictly, so that it brings home the right message. This transition has been, to a great extent, instrumental in changing and improving the mindsets of the bureaucrats and making them realise that they are there to serve the public.

Consumer dissatisfaction is the result of gaps between the expectations of the consumers i.e. the public, and the service provided by the service providers i.e. the public servants. It was found that the best way of overcoming the consumer dissatisfaction was the increase in the bureaucratic transparency, which could be brought about by the judicious use of the instruments like RTI Act.

The other major ways of overcoming the consumer dissatisfaction were found to be the increase of accountability and regular assessments of government goods and services, more accessible bureaucracy, and propagation of more humanism and empathy in administration; all put together.

Although, these things are going to bring the desired results, but to attain sustainable improvement, it is necessary to bridge the gap that originally occurs due to factors like not knowing what the consumers expect, not selecting the right service delivery mechanism, not

delivering to the service standards and not matching the performance to the promises. When these service delivery gaps are removed or filled, it shall lead towards better quality public services, thus enhancing consumer satisfaction.

One of the main preconditions for learning of the administrative techniques and processes by the bureaucrats is the complete consistent interaction between the public and the bureaucracy. Besides, acting as stimuli for the administrative behaviour, the public also provides the base for the feedback mechanism which entails better and improved bureaucratic performance in future. After independence, bureaucrats were gradually viewed as strangers and usurpers. The bureaucracy was accused of apathy to the public cause and unresponsive to the public problems and thus seen as a repulsive entity. Even today, the bureaucracy seems to have isolated itself from the common man and thus is unable to cope with the socio-economic changes and the ever rising aspirations of the people, in the developing nations. But due to the introduction of the social welfare state in India, ways of democratic planning started afresh. People's participation in almost everything also becomes very important. Eventually, all this led to an increase in the points of contact between the citizens and the officials. This necessitated a change in the administrator's attitude and behaviour towards the public. They needed to show genuine concern and feelings for the welfare of the citizens. At the same time, the bureaucrats started to deliver better, as they started learning while delivering the services. The first hand contact with the masses proved to be beneficial, for their performance.

Fortunately, with the use of information technology and the spread of mass education and mass media, the role and functioning of bureaucrats and public servants is coming under effective public scrutiny. People are getting more exposed to the merits and attitudes and actions of the bureaucrats. The bureaucracy needs to show empathy towards the problems of the citizens and reduce the menace of red tapism.

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