We are living in an age of technological revolution where computers are now an integral part of our work processing. Inspite of this high technology development human resources remains the most important resource in an organisation. The earlier idea of personnel management in the sense of a manipulative resource management like financial or inventory management had since been replaced by a more dynamic and positive concept of human resource management. Therefore, the role of bureaucracy is a complex and challenging area of specialisation. More so, in third world countries contemporaneous challenges and the nature of tasks which a bureaucrat faces have undergone changes of great magnitude, both in quality and diversity. In the developing countries, welfare orientation in administration has necessitated taking a new look at the existing bureaucratic policies and practices. In sharp contrast to the role of Public Service Commissions as solely examination conducting agencies, search has been going on to evolve a suitable model which takes care of various issues relating to other bureaucratic matters in a converted way. Central personnel agencies have been conceived as agencies to improve working of the services by a more methodical and unified control. They are also expected to coordinate action of various departments in the field of
personnel policies. It should be clear that personnel or human resource management is a staff function whose basic purpose is to help the organisation to achieve its goal. The significance of the personnel management system and bureaucracy has direct bearing on the evolving organisation designs and structures. In public administration, the role of bureaucracy constitutes a vital role for efficient administration. In other words, the efficiency of the total administrative system depends on the efficient working of its bureaucrats.

Significance of Human Resource Management

Management means getting things done with proper use of materials: human resource, financial resource and material and infrastructural resource. This involves enlisting human efforts and releasing human energy within an organization. Therefore, Human Resource management forms the core of management functions. Whatever be the position of the senior management people in an organization - it can be in financial management sector, or production management wing or any other sector of activities - a manager has essentially to look after two things: work management and personal management. Management of work is integrally connected with management of personnel. In a big organization, personnel functions are sought to be concentrated in a personnel department, which, then assumes the character of a staff agency.
In administration, personnel administration constitutes a vital sector of administration. It is a truism that no administration can rise very high above the quality of its administrators. In otherwords, the efficiency of the total administrative system depends on the efficient working of its personnel subsystem.

**Development and bureaucracy**

After the second world war, many of the Afro-Asian states emerged out of the colonial experience and embarked on radical socio-economic reconstructions in a planned manner.

The main focus of state activity changed from revenue collection and law and order maintenance to speedy development of human and natural resources, removal of poverty and malnutrition and upgrading of the quality of life of the common man. The role of administration changed from 'Executive' mode to 'managerial' mode. Pai Panandiker says 'the executive' type of administration is largely designed to carry out the directions of the government; it seeks to fulfil all the legal requirements of public service. By and large, the functions of this type are to maintain law and order, to regulate social and economic life of the society in accordance with statutory requirements, and to carry our governmental directions. In contrast, the 'management’ oriented development administration is programmatically inclined and it focuses its attention not merely on ‘carrying out’ of the various governmental directions but rather on securing programmatic values or, in other words, on the achievement of goals and successful completion of programmes. Mr. K. Hanumanthaiya made the following remark which is very

relevante"The British left behind an administrative machine which was
meant for colonial administration. We have not, however, during the last fifty-nine years since we attained Independence, made any substantial changes in the system so as to reorient it to the goals of development and welfare.

In the contemporary world, it is not possible for anyone to avoid confrontation with governmental agencies such as police, tax municipal authorities, authorities dealing with public utilities like public transport sanitation, supply of electricity, supply water, pollution etc. many times a day within our normal daily routine. The realm of bureaucratic authorities has gained in size and importance owing to the enormous horizon of the modern political regimes, which tends to encompass manifold activities with a view to achieving goals in a more scientific way. No modern state can think of surviving without the minimum support of the bureaucratic structures, as these agencies are capable of achieving objectives in an extremely efficient manner for big governmental organisations and other public sector institutions.

Civil service and other administrative agencies-dominate modern societies and political regimes. These agencies comprising the members of the executive branch below the chief political executive are normally responsible for not only implementing public policies but also influence the process of policy making. There has been an increase in the size of government bureaucracies all over the world as a result of the proliferation in the governmental functions. But the growth of the modern state and the demands of the social and economic development have given rise to administrative structures and their multiplication. These bureaucratic structures have assumed immense importance and power in view of their
technical, intellectual superiority and expertise compares to their amateur less educated political executives.

**RELATIONSHIP BETWEEN POLITICAL AND PERMANENT EXECUTIVES**

Power is the most important variable in the study of the bureaucracy. The control of bureaucracy by political leaders has of late diminished due to the growth in the size and discretionary powers of bureaucracies. The relationship between the political leaders and bureaucracy is very intricate and complex, symbiotic as far as the formation and implementation of policies is concerned. Bureaucratic help, guidance and support are vital to the political leadership and bureaucrats have many assets: their permanence, freedom from electoral worries, their knowledge of the files, and their control of communication - which they can use to get their way in encounters with political masters.

Relationship between the bureaucracy and the politicians shows that there is a general trend towards strengthening of bureaucracies vis-a-vis the political structures. But to generalize this is not easy, keeping in view the fact that the specific situation varies from country to country. In Britain, bureaucrats are recruited and trained to show political sensitivity, their influence will, therefore, be interpretative. But French political system, being characterised by greater political instability and the traditions of stronger political authority, makes too much use of bureaucracy. Bureaucratic power is concentrated in the two wings of the administrative system: grands corps and the polytechnicians. Due to their broad based education, highly elitist
character, the bureaucrats are well equipped to exercise power and keep a
grip over administrative machinery.

It appears the bureaucracy occupies a relatively subordinate position vis-a-vis the political executives in the USA. There is a system of appointment of political executives on a very large scale at the will of the American President. But these appointments are done in a hasty manner. Besides, there are short tenured and temporary in nature and sometimes the lack of party discipline and programmes make these appointees less significant in the political system. As a result, the permanent executive emerge more powerful and influential.

FUNCTIONS OF BUREAUCRACY IN MODERN TIMES

In modern democratic political nations, bureaucracy is entrusted with the function to implement the rules and policies made by the legislature. Rule-implementation is considered to be 'mechanical' and a 'quasi-automatic process'. But this view is 'oversimplified' as administrators help their ministers to prepare the decisions as they cannot draft all the rules and regulations without the help of the bureaucrats. Therefore, the help given by the administrators to their ministers is great magnitude in view of the fact that even rule-making has become a very complex function. The political regimes are involved in the preparation of both short and long-term socio-economic development plans and policies. Hence it would be ironical to say that the administrators just play a role in the implementation of the rules and programmes formulated by the state from time to time, instead, their contribution in the filed of formulation of the rules, regulations, policies, and programmes is very important and of far reaching consequences.

But, even the process of implementation should not be considered as "automatic and mechanical". Rule implementation is also a decision making process as the administrators have to choose one path from among various alternatives available to them (J. Blondel).
Bureaucracy in Developing Societies

Recent trends indicate that in the emerging developing societies, bureaucracy has come to acquire the following features:

Bureaucracy has been regarded as an important instrument for modernisation, growth and development. But experiences generally in third world shows that bureaucracy has not been able to deliver goods as effectively as the theorists on bureaucracy had desired and expected. Infact, the structural and behavioural characteristics of bureaucracy proved to be instrumental in impeding development.

Secondly, unlike the developed countries there is less differentiation of functions in the developing countries as a result of which the powers and importance of bureaucracy crossed its legitimate limits.

Thirdly, appointments are done on the ground of merit, which is judged through a public competitive examination comprising both written and personality tests. But the intervention of primordial factors such as personal, caste, tribal, ethnic or religious considerations is still a tragic reality. Favours are bestowed on the basis of non-merit factors to those who qualify the written tests. Appointment to important posts is done mainly on the non-merit considerations. Ethnic considerations have emerged as a strong basis for public appointments. In states like India, there is a system of reservation of seats to the members of most and other backward castes and classes in the matters of public appointments. This is done with a view to make bureaucracy a representative bureaucracy. Such practices tend to limit the
ability of states to make effective rules for the society. There is absence of uniform procedures regarding the selection and recruitment of bureaucrats. This adversely effects bureaucratic efficiency which results in administrative inefficiency.

Fourthly, the politicisation of bureaucracy is another characteristic in the developing countries like India. The concept of “committed bureaucracy” was mooted by the Late Prime Minister Indira Gandhi in the late 1960s implying that bureaucrats should be committed to the party in power. But due to great public cry, Mrs. Gandhi had to later revise her stance clarifying that what she wanted was commitment to the basic law of the land rather than the government. But the fact is that there has been erosion of the principle of bureaucratic neutrality in India. The appointment to top officials both at the centre and the states are done on the basis of personal, ethnic, caste and party considerations. The reshuffling and transfers of civil servants before and after the elections have become a common phenomenon. The situation in African states is still worse than the situation in Asia. In Kenya, Tanzania, Zambia, Nigeria, and Uganda as the policy of political mobilisation became an established feature of political systems, the political parties felt it necessary to look for the support of the bureaucratic machinery. As a result, a variety of pattern of links between the political parties and the bureaucracy came into play in these nations. Owing to these relationships, the bureaucracies in these states appear to function in a subservient status vis-a-vis the office of the Presidency within the framework of African socialist ideology and benevolent welfare capitalism. The enmity between the political parties and the state bureaucracies have at times become quite intensive, giving more impetus to the office of Presidency and to the institutionalisation of
patrimonialism and personal rulership. Such phenomenon is present in the Latin American countries also.

Fifthly and finally another feature of bureaucracy in developing countries is the existence of large scale corruption within its ranks. In a recent survey, it was found that Indians tops in paying the bribes and kick backs even in foreign countries to gain favour in business.

**Development and the role of bureaucracy in third world countries:**

After 1945 War, the former colonies were to attempt a mammoth exercise to bring about development in their respective countries. The goals of the rapid economic development were to be combined with the democratic political development. Development meant nation-building, growth, equity, democracy, stability and autonomy. These countries had inherited a colonial bureaucracy. The characteristics of colonial bureaucracy included centralisation of authority, hierarchical, generalist administrators, neutrality. Such a bureaucracy was elitist, authoritarian and paternalistic. Any organisation of such characteristics as colonial bureaucracy cannot be effective in playing a role in the development process. Therefore the task of policing and revenue collection came to be doubted as the effective tool for development and growth.

But some scholars made a plea to these countries to attempt to strengthen the centralised, efficient and strong bureaucracies, if they were to achieve the task of economic, social and political development. Joseph La Palombara argued for a powerful bureaucracy is said to be essential if one is to override the disintegrating influences of artificial political boundaries, the competitive forces of familial and tribal structures, the difficulty for organising and
financing political parties, the low energy output of the population and the
tendency of the population to want to expand funds on consumer gadgets
rather than on capital formation. In developing states, powerful
bureaucracies are simply necessary evils that one must learn to tolerate,
hoping for the best from a democratic standpoint.

It can be concluded with these discussions that despite the serious criticism
and the dysfunctionalities with which bureaucracy suffers, it has come to stay
as a vital and effective institution of governance. No political regime of
whatever nature and ideology can do without it. However, there are
considerable differences about the way the bureaucracy functions and the
kind of role it performs in different political regimes depending upon the way
its members are recruited trained and inducted in the political system. Its
specific role in governance would also depend upon the relationship with other
political institutions and the political leadership in the country concerned. In
the past two decades, the emergence of new public management movement
in most countries has sought to downsize the role and apparatus of
bureaucracy in most political regimes; but nowhere in the world has
bureaucracy come to be completely abolished, which reinforces its continued
importance in shaping the activities of modern political regimes, particularly
economic development, efficient administration and stability.

Infact, the success of the plan formulation and implementation, effectiveness
and efficiency of governmental operations, achievement of targets and
organisational goals largely depend upon the functional efficiency of the
administrative and technical personnel at all levels. The top level
administrators, however, should be able to relate the accelerating rate of
technological change to present and projected programmes. They should be
aware of economic and social forces which have an import on governmental business. The civil service by and large claims to be responsive. It is apparent that the single most important motivating factor for staff is the opportunity to be of service to the public. It seems almost miraculous that the desire to genuinely serve the public should be born, should survive and; should flourish amid all the politics, tensions and impersonal imperatives of modern bureaucracy. The concept of service, has thus remained conspicuous in spite of the many changes which might have been expected to erode it.\(^1\)

The rapid unending expansion of developmental activities has created complex problems and the greatest single obstacle to progress is the shortage of trained manpower. This problem can be surmounted only by instituting right type of personnel policy with the objective of producing, as rapidly as possible, the skilled and knowledgeable personnel needed in modern administration. In scientific management, efficiency is understood to the synonymous with economy in operations.

**Representative bureaucracy: Emerging Trend**

Recent Studies on the social background of top administrators in some of the countries have shown that higher civil servants might be said to form a ‘distant social group’ or to serve as the ‘representative’ of the upper classes, but as efforts are being made to broaden the civil service representation, the composition is changing though the pace is slow. It is interesting to note that social perspectives having entered the bureaucracy through the recruitment process, and reflecting the social background of civil servants, has been an important theme in recent administrative studies.\(^2\) The basic argument has been that bureaucrats carry their class prejudices into their
official life land only when all classes are properly represented in the civil service when the different viewpoints get due consideration. Studies have shown that higher civil service in India is largely drawn from a small (10%) section of the community. The position is no different in most advanced as well as developing countries, as the middle class occupational groups dominate the higher civil service to the extent of 80- to 85 per cent. Iranian civil service reflects its composition an increasing number and proportion of members with higher educational qualifications. In Australia, for many decades, both the commonwealth public service and the various state services were recruited at the school-leaving level and the junior school level. The recruitment was for routine jobs and promotion to higher positions was selective. It kept the best people out. India, Bangladesh and Pakistan differ from the more advanced ones essentially in the high degree of its over-representation which depends on the proportionate strength of the middle class in the total work force. Many attribute the success of American democracy to the representative character of the Federal civil service. On the other hand Bruce Hacket has observed that, “the finding that higher civil servants in the United States have been drawn from a rather broad social base in contrast to the traditional experience of some European societies, might be viewed as evidence that in this case recruitment has been mainly on the basis of talent or technical proficiency rather than social considerations. The bureaucracy has also been viewed as a representative institution, differing from its European counterparts mainly in being more “democratic in this respect”. In Africa, the public view of the government service has been one of suspicion. There is still too much of a tendency for civil servants to regard themselves as privileged intellectual elite removed from the politicians as well as from the masses.
Peoples Participation

Political modernisation in developing countries implies that there should be meaningful people’s participation in governmental decision making. Public bureaucracy is an important instrument of political modernisation in developing countries and consequently as an institutional arrangement, has to bear the greatest strain of converting political and social demands into programmes and actions. Bureaucracy has also to continually adjust to competing political demands. In many countries like Iran, Bangladesh, Pakistan and Indonesia, bureaucracy at times shares power with military. In countries where there are stable bureaucracies but unstable political systems, the administration has not been able to meet the growing challenge of modernisation and social change. The main problem in many developing countries remains: how to strike a balance between administration and politics because the hypertrophy of politics is as undesirable as the bureaucratic bulge. The ability and capability of administration to play its part in the development process is greatly influenced by the peoples participation. Administrative reforms also frequently occur in response to major political changes. The political context also influences the working of the internal system. In many countries of the group, policy formulation is accepted to be the role of political processes and its implementation the task of administration. The compulsion of situation and the political implications of policy alternatives and of discretion makes it difficult to the senior civil servant to maintain a purely neutral position. It has been observed that, “if he is to function effectively, a politically neutral senior administrator must be committed to the national goals of his society and be sensitive to its political
At the higher levels, civil servants must have political sensitivity as well as technical skills. The political implications of techno-administrative decisions have to be weighed. The enlarged scope of the governmental activity and the decline of the Parliament have favoured growth in the political influence of top civil servants. The administrative centralisation in France, has increased the political role of the higher bureaucracy but in general top grades can be highly politicised only when powerful and well organised political parties control the totality of the political system. In pluralistic democracies, political participation has been increasing since the adoption of universal suffrage. The presence of pressure groups and intergroups rivalries tend to preclude the possibility of top civil servants being highly politicised in a partisan sense, but the same conditions make them more aware of political inputs and outputs in decision making process. In Africa, it has become necessary for the public services to ensure that they are organised to provide one of the pressure groups in society for the promotion necessary for development. In every country, the degree of political hegemony is inversely proportional to the degree of bureaucratic hegemony. Perhaps the single most important lesson to be learnt from the passage of the Civil Service Reform Act, 1978 in USA is that public policy is not created in a vacuum. It is influenced by more than it influences its environment. The working of the political system, specially in the developing countries, has shown that in a struggle for power between public bureaucracy and political leadership, the former thrives, if the leadership authority is weak. Looking at Africa as a whole and some countries of Asia, the political revolution, that brought the leaders power, has failed to satisfy the economic and social needs of the people. This has led even to the overthrow in many cases of the elected govs by their armed forces and in others to the emergence of one-
party states. In the new African States, the public service was subject to new pressures from party politics, tribal interests, and often selfish ambitions. Most of these pressures were decisive, with damaging effects on the morale and efficiency of the civil service.  

Problems

Bureaucracy’s problem can be partly attributed to the fact that it can seldom perform surgical operations on its workforce. Much of the reorganization effort would depend on outside evaluation and the open door policy. There is the need to have small units in each department who can ask pointed questions. The central policy review staff is asking such questions about policy, looking ahead, trying to be much critical of the administration. Such an evaluation, asking difficult questions will prevent the bureaucracy sinking back into a perhaps complacent or a non-thinking attitude. The expanding economic activities demand that not only civil servants in general be fully equipped and trained for the great tasks but orientation and motivation should permeate specially the higher echelons. Such orientation is being provided in almost all countries to equip them to undertake the more complex tasks and to create the necessary environment. It is also to be ensured that better tools and techniques are used at all levels to improve performance and productivity. In recent years, every government is looking more closely at the basic day-to-day problems in promoting the growth and development of individuals in an orderly and systematic manner as no organisation is stronger than the top brass to direct its activities. These are the officers who are the prized asset on whom rests the responsibility for continual successful operations as well as future growth of personnel.
administration. Lack of proper planning for continual availability of such persons may prove fatal in emergent situations.

Administrative culture, Bureaucracy and Development:

Every Civil service has its own administrative culture, a sub-culture of its society. It consists of a set of patterns and guidelines for behaviour that are distinctive form but not inconsistent with patterns generally applicable to the country as a whole. The administrative culture can be viewed with attitudes and standards, values, beliefs, and assumptions of individual civil servants. The growth of this administrative culture has been conditioned and even controlled by a good number of organisational characteristics. There are many factors where formal relationships between individuals in organizations have effects on the attitudes, status and social arrangements within the organisation. Formal structures, which in the proposed model of central personnel agency will be determined by the exigencies of situations and circumstances, are likely to contribute to the administrative culture needed to man the challenges which are in the offing. Conversely the administrative culture which is prevailing specially in these days, has serious repercussions on the formal relationships.

Nicole S. Morgan has drawn attention to this in Canada where she found that the current age structures of administrative officials in the federal civil service, which has resulted from recruitment patterns in an earlier period, is having an impact on attitudes of officials which contribute to declining productivity and growing ineffectiveness in the federal bureaucracy. The coming decades require an administrative culture which puts a premium on work ethic and a new work culture. In order that the government is result bound and not procedure bound, the central personnel agency will have to initiate action whenever called upon to do so.
It is clear that a qualitative change in the civil service whereby they are effectively to act as servants of the people requires a conscious inculcation of attitudes and values. This is not possible if traditional codes of conduct continue. The problem is further complicated by the difference in life styles sophistication and opportunities. Well designed recruitment and training policies are being evolved to take care of this aspect. Many attempts are also being made by various countries through quota systems, reservations, language options and such methods to allow into the civil service of a large section of the society. A country’s development largely depends on its efficient administration and here comes the vital and positive role of bureaucracy. Proper Human resource development and efficient bureaucracy will go a long way in the socio-economic development of a country.


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