



# International Journal of World Policy and Development Studies

ISSN(e): 2415-2331, ISSN(p): 2415-5241

Vol. 2, No. 11, pp: 81-89, 2016

URL: <http://arpgweb.com/?ic=journal&journal=11&info=aims>

## Bureaucratic Rules & Their Implications: A Study of Jammu & Kashmir Bureaucratic Procedures

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**Abstract:** It is a known fact that things are rarely accomplished in the Indian bureaucracy, in general, and the J&K bureaucracy, in particular. Projects rarely reach their stage of culmination, for one reason or the other. The major reasons that even a layman perceives are, adherence to a plethora of rules & regulations and the primacy of means rather than ends in official work. The end result most obviously is red tapism, official delay and goal displacement. While on one hand, bureaucratic rules act as safeguards against the tyranny, favouritism and corruption in official dealings, they tend to kill dynamism, innovativeness, initiative, discretion and efficiency. In fact over bureaucratization is greatly responsible for our underdeveloped state of administration and governance. These age-old procedures and rules have over a period of time turned out to be nothing but tools in the hands of the bureaucrats, lending them power and monopolization. It is high time, conservativeness and excessive controls are done away with and new innovative, high tech modern and efficient procedures are adopted for deft and appropriate goal attainment. A study of the J&K bureaucracy vis-à-vis its rigidity of rules and procedural preferences, along with the related implications, has been depicted through this paper.

**Keywords:** Rigidity of rules; Impersonality; Plethora of legislation; Procedural delays; Rule of reason, Red tapism; Delay meaning denial; Procedural specification; Primacy of means or ends; Deregulation; Delegation of authority; Timidity and conservatism in administration; Goal displacement.

### 1. Introduction

The two main Weberian characteristics strictly adhered to in the present day Indian bureaucracy is the presence of rule and the procedural specification. Both of these eventually led to the rigidity of rules as well as a dire contradiction as to the importance of means or ends in following the bureaucratic procedures.

#### 1.1. Rigidity of Rules in Bureaucracy

Strict adherence to inflexible rules and regulations is very evident in the bureaucratic system, leading to the rigidity of rules. The structure of the administrative system is very formal and impersonal rules and regulations are enacted to maximize efficiency and to facilitate rational decisions. The working behavior and the attitudes of the bureaucrats are governed by a set of rules. Accordingly to Weber, a bureaucratic organization is governed by a “constituent system of abstract rules” and the activities of individual members “consist in the application of these rules to particular cases”. This set of abstract rules provides objectivity, calculability and impersonality to bureaucratic actions (Weber, 1968). Rules are thus necessary for the efficient conduct of day to day administration. Gouldner has listed many functional aspects of rules like specificity of communication, fixing responsibility, impersonal control, legitimization of authority and punishment. The execution of all administrative work is to be thus in accordance with rules and law, and the chief law is the good of the people.

Therefore, one of the major characteristics of bureaucracy is the application of inflexible rules by the officials, which are often opposed to mere common sense. But, this is also important to safeguard the official’s position, narrowly restricting his powers. Subsequently, this leads to appallingly complex procedures in administration, resulting in ineffectiveness due to lack of purpose and lack of speed. The normal conclusion is the “delay”. Ultimately “delay becomes denial”, as centralization becomes frustration, departmentalism becomes inaction, inflexibility becomes idleness and complexity becomes decay. Slowly and majestically the whole machinery of the government grinds to stand still (Parkinson, 2003).

Parkinson has also referred to a “plethora of legislation”, wherein the world is covered by numerous acts of the parliament and number of committees and the end result is the creation of mountains of papers between them. Undoubtedly, as the professors of jurisprudence say that law is the regulator of human conduct. But no law can effectively work unless there is an element of acceptance by the people in the society. In actual practice, rigidity for rules and procedural delays give rise to corrupt practices.

Adherence to rules leads to impersonal administration which provides regularity, detachment and calculability. But it also leads to the disregard of person. At the same time, there is a tremendous scope of growth for personalized

relationships to develop and informality to exist in patches. The Indian administrative bureaucracy having its foundation in the British administration, has a well developed infrastructure of rules. But, heavy emphasis on rules and routine can be detrimental to change, developmental tasks and activities. Any administration needs to be more dynamic and different. Therefore, the dysfunctional consequences found in strict rules and procedures are delay, red tapism, unresponsiveness, avoidance of responsibility and quest for power and corruption. Devotion to rules also leads to their transformation into “absolutes” and “an end in itself”(Merton, 1963). This increases the tendency of un-productivity and inefficiency in the system.

If the civil service consciously accepts the primacy of public opinion, then it is prone to attach greater value to precedent and procedure as anchors in the winds of pressure. The written rule becomes more important as a railing to which to hold to, when the waves of public sentiment sweep freely across the deck (Rao and Mathur, 1999). A civil servant will more often act on the “rule of reason”, assuming personal responsibility for his actions, only when he has complete assurance of his knowledge and experience and he feels secure vis-à-vis his position and status.

There is considerable debate going on over the merits of the formal control systems in the field of public administration. There is an immense need to loosen these constraints and move towards deregulation and delegation of authority down the line. Initially regulations had been developed to curb abuses by the government. But time has proved that this strategy was not so successful. On the contrary, it has resulted mainly in reducing the efficiency of the government. There is, thus, an increasing call for increasing flexibility and management discretion (Ban, 1995). New initiatives can be adopted to achieve the same, while at the same time, improving the accountability mechanism of the government. The fact is that if the safe guards provided by the present system are abolished, there is a chance of further diminishing the popular trust in the fairness and openness of government.

## **1.2. Following Means or Ends in Bureaucratic Procedures**

Every system or organization is either more inclined towards the means to be followed or the goals to be achieved. The bureaucracy is oriented towards means or rules rather than the objectives or ends. Bureaucratic evil comes to surface, when it becomes dysfunctional. Bureaucracy becomes dysfunctional when its main goals, ends, objectives and functions of serving broad based public interests are replaced by hidden and behind the rules procedures. Governments should seek ways through certain changes to deliver policies and programmes by economical, efficient, effective and accountable processes. Effective service delivery should be the main concern of the bureaucracies and they should try to carve out the policy and directions for the same.

Actually, the citizen is being choked by merciless “processes”. The administrative machinery needs to function more responsibly. But, when bureaucracy acts too responsibly and consciously accepts the primacy of public opinion, it is prone to attach correspondingly greater value to precedent and procedure as anchors in the winds of pressure (Rao and Mathur). On the contrary, when he is assured of his resources like knowledge and experience, and his superior position, he feels freer and tries to take initiatives towards faster achievement of objectives and goals.

To improve the orientations towards objectives/ends, rather than means, public bureaucracies need to become more efficient, through various changes. But it seems too difficult to bring about the much talked about efficiency in bureaucracies because public bureaucracies were basically never constructed or designed for that kind of efficiency in the first place. Bureaucracies started off with an organizational design, which would enable them to safeguard the administrative process and also be constrained and controlled by it (Pierre, 1995). Now in the modern times, public sector organizations need to adapt to new types of tasks, which are being put upon them. The need of the hour are the customer-driven processes of public service design and delivery. These processes may appear appealing in many ways, but they have internal organizational impacts, which would be difficult to assess.

It needs to be widely recognized that for good performance, the engines of administration must be lubricated with the oil of discretion. Besides this concern with procedure to an extent, a bureaucrat should exert himself to make sure that each proposal moves towards its objectives and goal. He needs to assure himself of the means – and – ends relationships of administrative purposes, so that efficiency and benefits are achieved. At the same time, he religiously sticks to the prescribed means in order to reduce the risk of abuses. But these complicated and complex procedures need to be replaced with more dynamic, result- oriented methods which facilitate the public. Without a real commitment, all the procedures are useless. So, to achieve the ends, we need actual commitment of a flexible and intelligent bureaucracy. Eventually, due to such commitments, procedures may start becoming redundant. Institutions and procedures are certainly important but cannot substitute for the determination and abilities of the inhabitants of the structures of government (Peters, 1995).

At the same time, Simon has pointed out, “Ends themselves, however, are often merely instrumental to more final objectives”. These intermediate levels become ends with reference to levels below, but means with reference to levels above. In this chain of hierarchical structure, various subunits contribute their limited goals as means towards the ultimate goal of the total organization (Denhartt and Perkins, 2001). This helps in bringing order to the complex process of achieving goals.

## **1.3. Theoretical Perspectives**

Max Weber was one of the earlier writers to provide systematic treatment of bureaucracy. Two of the main components of his bureaucratic model were:

- i. **Presence of Rule:** The degree to which the behaviour of organizational members is subject to organizational control.

- ii. **Procedural Specification:** the extent to which organizational members must follow organizationally defined techniques in dealing with the variety of situations they face (Marx, 1967).

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 (Jacob, 1996).

The American sociologist, Robert K. Merton, expanded on Weber's theories of bureaucracy in his work *Social Theory and Social Structure*, published in 1957. While Merton agreed with certain aspects of Weber's analysis, he also considered the dysfunctional aspects of bureaucracy, which he attributed to a "trained incapacity" resulting from "over-conformity." He saw bureaucrats as more likely to defend their own entrenched interests than to act to benefit the organization as a whole. He also believed bureaucrats took pride in their craft, which led them to resist changes in established routines. Merton also noted that bureaucrats emphasized formality over interpersonal relationships, and had been trained to ignore the special circumstances of particular cases, causing them to come across as "arrogant" and "haughty".

Robert K. Merton argues that certain aspects of bureaucratic procedure may be dysfunctional to the organization. In particular, they may encourage behaviour which inhibits the realization of organizational goals. Firstly, the bureaucrat is trained to comply strictly with the rules but when situations arise which are not covered by the rules, this training may lead to inflexibility and timidity. Secondly, the devotion to the rules encouraged in bureaucratic organizations, may lead to a displacement of goals. There is a tendency for conformity to official regulations, to become an end in itself rather than a means to an end. Thirdly, the emphasis on impersonality in bureaucratic procedures may lead to friction between officials and the public (Merton, 1963).

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 (Merton, 1957). 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 (Selznick, 1957). 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.

The bureaucrat is usually seen as strictly conforming to formal rules or else acting in terms of a system of informal rules. In either case his behaviour is seen to be governed by rules. Don H. Zimmerman's study suggests an alternative perspective. Rather than seeing behaviour as governed by rules, he suggests that members employ rules to describe and account for their activity. Part of this activity may be in direct violation of a stated rule, yet it is still justified with reference to the rule.

Zimmerman claims that his research indicates that the actual practices of using rules do not permit an analyst to account for regular patterns of behaviour by invoking the notion that these practices occur because members of society are following rules. He argues that the use of rules by members to describe and account for their conduct makes social settings appear orderly for the participants and it is this sense and appearance of order that rules in use, in fact, provide and what the ethno methodologists, in fact, study (Zimmerman, 1971).

The problems of bureaucracy are complex in the developing nations rather than in the developed nations. Weber's concept of bureaucracy, although idealistic, seems to get irrelevant with each passing day, in the present fast moving world. Too much formalism has become unacceptable. A system is emerging where means should merely be the tools for achieving the ends and nothing more. Goal orientation is very important for better administrative and delivery mechanisms, in the present times. It is becoming very important to get things done, rather than just justifying the means.

## 1.4. 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.

## 2. Findings & Discussions

### 2.1. Rigidity of Rules in Bureaucracy

No doubt, rules are necessary to maximize efficiency and to facilitate rational decisions in our formal administrative system. Rules help in authenticating the decision-making processes and removing the discriminatory loopholes. In fact, adherence to inflexible rules is one of the major characteristics of bureaucracy as propounded by Weber. In fact, rules lend bureaucracy a legal power base. But rigidity of rules also leads to complex procedures and thus lack of speed. Strict adherence to rules proves to be a readymade excuse for those who do not want to work. At the same time, it tends to enhance timidity and conservatism in the administrative personnel.

#### 2.1.1. Timidity & Conservatism vis-à-vis Rigidity of Rules in Administration

Due to the plethora of legislations, delay becomes inevitable. Too much rigidity and inflexibility could foster inaction and idleness. Eventually, it may kill the dynamism and efficiency of a bureaucrat.

62/100 (62.00%) of the respondents believed that rigidity of rules led to timidity and conservatism. These were the junior and the middle level bureaucrats of the rural origin, besides the non-state subject bureaucrats. Their perception was the result of their rural background, as well as their vulnerable positions in the administration. They had actually grown timid and conservative in their administration dealings, due to the existence of impervious rules and regulations. The non-state subject bureaucrats were timid and conservative, more due to other factors, than this one. They usually felt apprehensive and tried to be over-cautious, keeping in view the past turmoil in J&K and its ongoing repercussions. According to them, rigidity of rules leaves little scope for innovativeness and creativity. At the same time, it makes an officer learn to work within confined limits.

35/100 (35.00%) of the respondents were of the view that the rigidity of rules did not lead to timidity and conservatism in administration. They believed that instead, rules ensured that there was no misuse of power, and justice prevailed. These were the junior level bureaucrats of the urban background and the senior level bureaucrats of both urban and the rural backgrounds, besides the retired bureaucrats. Being urban, the junior level bureaucrats were more confident to act, when needed, finding out ways and means of justifying the same. The senior bureaucrats did not have much at stake, as they had reached the highest positions in the administration and felt freer in acting with the confidence rather than timidity. The retired bureaucrats had nothing to lose and thus in no way believed that rigidity of rules would lead to timidity and conservatism in administration. Their experience had also taught them that where “there was a will, there was way”.

While 03/100 (03.00%) of the respondents stated that the rigidity of rules led to timidity and conservatism in administration only to some extent. They believed that it was all circumstantial.

#### 2.1.1.1. Reasons for Timidity and Conservatism in Administration

Those respondents who stated that rigidity of rules led to timidity and conservatism, completely or to some extent, i.e. a total of 65/100 (65.00%) of the respondents, were asked to give reasons for it. The information has been recorded in the following table:

**Table-1.** Reasons for timidity and conservatism in administration

Reasons (timidity & conservatism in administration)		Number	Percent
a)	Un-necessary delays	20	30.76
b)	No dynamic decision making.	13	20.00
c)	No initiatives, innovations & creativity.	13	20.00
d)	Incompatible obsolete rules.	12	18.46
e)	Back stage to rationality & common sense.	07	10.76
Total		65	99.98

#### 2.1.1.2. Reasons For Lack of Timidity and Conservatism in Administration

The 35/100 (35.00%) of the respondents who believed that rigidity of rules did not lead to timidity and conservatism in administration, were asked to give the rationale for the same. The information has been recorded in the following table:



**Table-2.** Reasons for lack of timidity and conservatism in administration

Reasons (no timidity & conservatism in administration )		Response	
		Number	Percent
a)	Ensures justice	10	28.57
b)	Ensures efficiency	07	20.00
c)	Ensures objectivity	11	31.42
d)	Ensures ethical administration	07	20.00
	<b>Total</b>	<b>35</b>	<b>100.00</b>

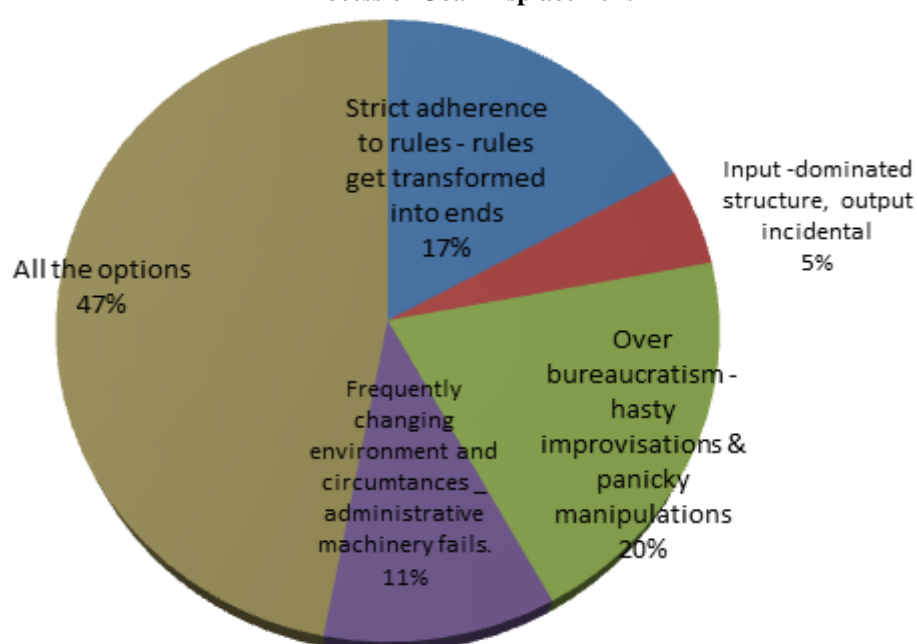
Rigidity of rules, most often leads to timidity and conservatism in the working systems. There is a natural human tendency to develop a rigid personality, when conditioned in an environment of rigid rules. At the same time, strict abidance of the rules fosters a sense of security in a bureaucrat, thus leading to a certain kind of timidity and conservatism in his personality. He starts abhorring deviations. Eventually, this results in the dysfunctions in bureaucracy. It mainly occurs due to lack of dynamic decision-making and lack of initiatives and creativity in the working environment. On the other hand, rigidity of rules ensures objectivity and justice in administration. It is actually a paradoxical situation, where dynamism and innovativeness of a bureaucrat is compromised so that objectivity and justice can prevail, due to the presence of rigidity of rules. But the systems of objectivity and justice in the public administration are not sustainable for long. Objectivity and justice in official proceedings is soon compromised and over shadowed, as a result of other existing menaces in the state. At every stage, victimization of the common man occurs due to over-bureaucratization, most of the times. This mainly happens because over-bureaucratization implies lengthy hierarchical procedures with red tapism, more rigidity of rules, more politicization of administration, and the resulting public alienation and inaccessibility. A balance needs to be created in the administrative system, where rigidity of rules is compensated by the creation of a performance-oriented culture in which creativity and goal achievement are highly placed credentials. A focus on effective work culture and efficient public service would help alleviate the negative effects of red tapism.

## 2.2. Following Means or Ends in Bureaucratic Procedures

Bureaucracy is oriented towards means or rules than the objectives or ends. But, too much of this can make the bureaucracy dysfunctional. This happens when procedures replace the goals and ends of organizations, and effective service delivery takes the backstage in bureaucracy.

### 2.2.1. Goal Displacement through Rigid Procedures

In the normal course of action, bureaucratic bent towards rule sanctification or strict following of the means and goal displacement in the various operations is more rampantly observed. Bureaucracy becomes dysfunctional when its main goals, ends, objectives and functions of serving broad based public interests are replaced by hidden and behind the rules procedures. Due to an undue bureaucratic bent towards rule sanctification, goal displacement has become rampant in bureaucracy. The respondents were asked to give their perception regarding the process of goal displacement in the administrative organizations. The responses are depicted in the given diagram:

**Process of Goal Displacement****Diagram No.1**

17/100 (17.00%) of the respondents perceived goal displacement to be due to strict adherence to rules, whereby rules as means get transformed into ends. The rules are being followed so strictly that goal achievement becomes an impossibility. This group of respondents showed direct correlation with the ones who did not believe in the rigidity of rules. They belonged to the lower age group of 39 - 48 years.

05/100 (05.00%) of the respondents perceived goal displacement as sticking to the input dominated structure, where output is incidental. The functioning of the public organizations solely depends on the input ingredients like the rules and regulations, and other resources. Achievement of the results is not the main objective- the output may or may not be positive. According to this perception, goal attainment was a matter of chance and not always assured.

20/100 (20.00%) of the respondents believed goal displacement to be a result of over bureaucratization leading to hasty improvisations and panicky manipulations. Over-bureaucratism focuses more on authority systems and lengthy hierarchical procedures, rather than result-oriented performances. These respondents belonged to the junior bureaucratic level, as all the hasty decisions and improvisations as well as panicky manipulations, were carried out by the middle and senior level bureaucracy. The junior level bureaucracy had to take the brunt of it all.

11/100 (11.00%) of the respondents associated goal displacement with the frequently changing environment and circumstances, where administrative machinery fails to cope. This perception was actually associated with all categories of bureaucracy. Being generalists, bureaucrats have to frequently face transfers, which renders their past experiences and work accomplishment futile to an extent, leaving the half finished projects etc in the lurch. On the other hand, technocrats are well established and able to accomplish their projects to culmination point.

47/100 (47.00%) of the respondents revealed that all the given options were equally applicable to the concept of goal displacement.

## 2.3. Importance of Means & Ends in Bureaucracy

The respondents were asked which of the two i.e. following proper means or achieving the ordained objectives, were more important in organizations. 50/100 (50.00%) of the respondents opted for the following of proper means to be more important. All the junior level bureaucracy had opted for this. They belonged mainly to the middle age group of 49 - 58 years. They seemed to be conservative in their outlook and at the same time, being the part of the lower level of bureaucracy, they exhibited certain inhibitions in doing away with the rules and procedures.

16/100 (16.00%) of the respondents perceived attaining the ordained objectives to be of more importance than the proper means used. This group belonged to the senior level bureaucracy, who did not apprehend the consequences of the minor deviations from the procedures and at their level, could do away with them. It was again seen that some of them, belonged to the lower age group of 39 - 48 years, serving at middle rung of bureaucracy. They seemed to be full of zeal and enthusiasm to achieve the goals in whatever way possible.

34/100 (34.00%) of the respondents, on the other hand, went along with both the proper means and ordained objectives, equally. This group belonged to the senior level of bureaucracy with more than 25 years of experience to back them up. Their experience had taught them that one could not do away with either of the two. According to them, both needed to be justified equally in administration.

### 2.3.1. Reasons for Primacy of Means

50/100 (50.00%) of respondents, who had opined that following the proper means was of prime importance, were asked to give the reasons behind their perception. The recorded information has been given in the following table:

**Table-3.** Reasons for primacy of means

Reasons (primacy of means)		Response	
		Number	Percent
a)	Success achieved in the long run	06	12.00
b)	Ensures justice	16	32.00
c)	Ensures growth & development in the long run.	19	38.00
d)	Avoidance of corruption.	09	18.00
<b>Total</b>		<b>50</b>	<b>100.00</b>

### 2.3.2. Reasons for Primacy of Ends/Objectives

The 16/100 (16.00%) respondents, who had opted for the achievement of ends and objectives to be more important, were asked to justify it. The recorded information has been given in the following table:

**Table-4.** Reasons for primacy of ends/objectives

Reasons (primacy of ends/objectives)		Response	
		Number	Percent
a)	Performance directly proportional to the goals achieved.	07	43.75
b)	Need to be result oriented to save time.	09	56.25
<b>Total</b>		<b>16</b>	<b>100.00</b>

### 2.3.3. Reasons for Primacy of Both Means and Ends

34/100 (34.00%) of respondents had equally opted for both the means and ends and thus were asked to give the rationale behind it. The recorded information has been given in the following table:

**Table-5.** Reasons for primacy of both means and ends

Reasons (behind equal importance of both means and ends)		Response	
		Number	Percent
a)	Ends justify the mean- both are closely related.	19	55.88
b)	Prescribed procedures lead to credible goals.	15	44.11
<b>Total</b>		<b>34</b>	<b>100.00</b>

19/34 (55.88%) of them justified it by stating that ends justify the means and thus both are closely related. They believed that when the ends and goals are specified, certain appropriate procedures, which are suitable and feasible are adopted to achieve these ends. If the ends are logical, the means are automatically so, too. This group had the experience of more than 25 years at their back and thus their comprehensive wisdom had developed over these years to a maximum.

15/34 (44.11%) of the respondents opined that prescribed procedures led to credible goals. The goals cannot exist in isolation and therefore, correspond to certain procedures. The credibility of the goals, in fact, largely depends on the procedures adopted to achieve those goals. This group correlated with those who believed in the rigidity of rules and at the same time were result oriented too. Most of the female gender bureaucrats belonged to this group of respondents, as they believed in playing safe most of the times.

Strictly following the means is one of the major characteristics of bureaucracy. This is subsequently followed by the phenomenon of goal displacement, which is mainly perceived as over-bureaucratization with hasty improvisations and panicky manipulations, rules getting transformed into ends due to strict adherence to rules, failure of administrative machinery and input dominated structure where output is incidental. J&K bureaucracy has been seen to experience immense goal displacement which has further led to an ineffective and inefficient service delivery. Work in public administration comes to mean an endless chain of tasks with little or no productivity. In a tussle between 'means and ends', 'means' have always given a back seat to the 'ends' in J&K bureaucracy, or else both have been given equal importance. Primacy of means ensures justice, growth and development in the long run. But at the same time, leaves a wider scope for malpractices like corruption. Holding means and ends equally important, helps too, as both are very closely related and prescribed procedures mostly lead to credible goals. On the other hand, primacy of ends ensures better performance as the goals achieved are an indicator of the performance put into it. At the same time, contemporary situations demand that time is saved by being result-oriented. In J&K bureaucracy, lengthy procedures have always overshadowed the actual goal achievement, as this system leaves a wide scope for underrated performances, lack of dynamism and lack of creativity. Hence, it eventually results in the under-utilization of human, infrastructural and financial resources in the public sector in J&K.

## 3. Conclusion & Recommendations

### 3.1. Rigidity of Rules in Bureaucracy

One of the major characteristics of bureaucracy is rigidity of rules. Impersonal rules are enacted to maximise efficiency and to facilitate rational decisions. But we seem to be going too far with the same.

#### 3.1.1. Timidity & Conservatism in Administration- A Result of Rigidity of Rules

It was found that too much inflexibility in rules or rigidity of rules, mostly results in timidity and conservatism in administration. It is quite apparent in our system, as our administration is completely devoid of any dynamism. Inflexible rules or rules of the book provide a kind of a security to the weak or the non-performers, as they can easily justify their inaction under the garb of strict procedures. At the same time, it feeds their timid and conservative attitudes. It was also found that the main reason behind the existing scenario were the unnecessary delays caused by the rigid rules. Lack of dynamism, initiatives, innovations and creativity are the subsequent results of inflexibility of rules in administration. Besides, the incompatibility of these rules with the contemporary administration makes the things worse. Each one of these in-competences makes an administrator timid and conservative in his dealings and action. It has also been found that in some instances, rigidity of rules may not always lead to timidity and conservatism. That is mainly because the negative effects of the rigid rules are, at times, counteracted by the desirable consequences like objectivity, justice, efficiency and ethical administration. These positive influences of the strict adherence to inflexible rules in administration, often colours or covers up the timidity or conservatism that may be caused in the process. Public may often, at times, overlook such undesirable characteristics and in fact, justify them, in view of the objectivity, justice and efficiency shown in bureaucracy.

It is actually realised that timidity and conservatism are inherent in the bureaucratic system, because there is too much emphasis on discipline and rules. Too much of discipline and rigidity of rules leads eventually to the rigidity of personality, which further leads to timidity and conservatism in the behaviour of a bureaucrat. Both these characteristics require security and this security is provided by the rules or the law. This is a vicious circle and gets strengthened with each passing day in public administration.

### 3.2. Following Means or Ends in Bureaucratic Procedures

The bureaucracy is oriented towards means or rules rather than the objectives or ends. Bureaucracy becomes dysfunctional when its main goals, ends, objectives or functions of serving broad based public interests are replaced by hidden and behind the rules' procedures.

#### 3.2.1. Goal Displacement in Bureaucracy

Mainly goal displacement in bureaucracy was perceived as a corollary of over-bureaucratization, which leads to hasty improvisations and panicky manipulations in the administration. Hence, the ultimate goals of the organizations are left unachieved. Goal displacement was found to imply a lot of things together, besides the above view. It was perceived as strict adherence to rules, whereby rules as means got transformed into ends. It also meant sticking to the input-dominated structure, where output is incidental. Besides this, it implied frequently changing environment and circumstances, where administrative machinery fails to cope.

All the above mentioned perceptions pointed out towards a bureaucratic evil, where the citizen is being choked by the merciless "processes" and the end result is non-productive. Bureaucracy needs to be more goal oriented and for that it needs to be more efficient. The stress in administration needs to be on effective performance and efficient service delivery, rather than on obsolete procedures.

When bureaucratic procedures are result oriented, the output shall not be incidental or a transformation of the means itself. Instead, goal achievement would be the main focus of all organizations. Goal orientation is a basic requirement in a successful organization, and therefore, changes need to be incorporated in the bureaucracy to maximize the same.

#### 3.2.2. Importance of Means and Ends in Bureaucracy

It was found that following proper means was perceived as more important than pursuing the ends, in a number of cases. It was also found that achieving the ordained objectives was as important as following the proper means, in majority of the cases. This implied that bureaucrats wanted to avoid the risks associated with dynamic, result-oriented methods, which facilitate the public. Following the proper means is always safer but less productive.

It was found that the primacy of means ensured growth and development in the long run and also ensured justice. Sticking to the proper means also implied avoidance of corruption. But, one could not expect immediate results. It was also found that many times both ends as well as means are important, as both are closely related. Most of the times, means are justified only by the presence of ends. Also, prescribed or proper procedures always lead to credible goals.

On the other hand, the primacy of achieving the ends or objectives in bureaucracy was not given much impetus. It was mainly justified because modern governments need to be result-oriented to save time. Also, performance is directly proportional to the goals achieved. This was the only reason behind the primacy of ends in our administrative culture.

It seems very important that the bureaucracies become oriented more towards objectives and ends, rather than the means and procedures, as is the present scenario. In the contemporary times, bureaucracies do not just exist to safeguard the administrative processes, but they exist to accomplish various new and challenging tasks assigned to them. It needs to be ensured that each proposal and each process is result-oriented and moves towards its objectives and goals. In order to achieve all this, the bureaucrats need to become more dynamic, efficient and committed towards their responsibilities. The age old rules need to be replaced by the latest revised rules, which are well conversant with the latest information and the technological advancements. Administrative Reforms Commissions have been set up for this purpose. The state of J&K too, needs to adopt and abide by the latest recommendations of the Commission, so that the tenets of 'good governance' can be adhered to. J&K government too, needs to be reinvented and restructured.

British colonial rule left its legacy behind in the form of a bureaucratic system of administration in its colonies. Since then, J&K bureaucracy has been floundering on the borrowed foundations and struggling its way up. Nothing much has changed, with the same obsolete rules of the book and the sluggish pace of administration. Eventually, its growth has got impeded to an extent where J&K bureaucracy eludes dynamism, efficiency and progress. The stagnation in its growth can only be overcome if modern and informal models of governance, of the national or international levels, are adopted. For the proper growth of J&K bureaucracy, a dynamically feasible and positive environment needs to be created. There is the requirement of a complete paradigm shift in the administrative patterns, so that the loose ends can be tied in their right perspective and the loopholes can be avoided.

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