

SOS POLITICAL SCIENCE AND PUBLIC ADMINISTRATION  
M.A.PUB.ADMN. 402

SUBJECT NAME: DEVELOPMENT ADMINISTRATION  
UNIT-III

TOPIC NAME: ROLE OF BUREAUCRACY IN PLAN  
FORMULATION AND ITS IMPLEMENT

Bureaucracy or the Civil Service constitutes the permanent and professional part of the executive organ of government. It is usually described as the non-political or politically neutral, permanent, and professionally trained civil service.

It runs the administration of the state according to the policies and laws of the government political executive. Upon the qualities and efficiency of bureaucracy depends the quality and efficiency of the state administration. It, however, works under the leadership and control of the Political Executive.

## **BUREAUCRACY: MEANING**

The terms bureaucracy, civil service, public servants, public service, civil servants, government service, government servants, officials of government, officials, permanent executive and non-political executive are used to describe all such persons who carry out the day to day administration of the state. The terms 'Bureaucracy' and 'Civil Service' are popularly used as synonyms.

## NARROW AND BROAD USES OF THE TERM BUREAUCRACY:

In a narrow sense the term Bureaucracy is used to denote those important and higher level public servants who occupy top level positions in the state administration. In the broad sense, it refers to all the permanent employees of the government right from the peons and clerks to the top level officials. Presently, we use the term in its broader dimension.

# ROLE OF BUREAUCRACY IN POLICY FORMULATION

- Policy formulation is often a non-linear process. It is incremental and subjected to
- influences exerted by wide range of actors. Though it is based on policy learning
- inputs, it may not always emanate from it. As has been put forth, policy formulation,
- on paper, is the craftsmanship of the legislature. In reality, however, bureaucracy is
- deeply involved in the proper articulation and shaping of policies, as the policy
- process entails the identification of policy problems and policy agenda. Thomas R.
- Dye has defined public policy as whatever governments choose to do or not to do.
- We contend that government's inaction can have just as great an impact on society as
- government action (Cf Sahni, 1987). Civil servants have to bring in a new
- orientation to the rules by which the everyday conduct of public affairs has to be
- regulated. Civil servants have much to contribute to the shaping and not just

- ▣ implementation of the policy (Beetle, 2000). The basic objectives of any
- ▣ government pertain to provision of economic infrastructure and goods and services,
- ▣ resolution of conflict situations, protection of natural resources, stabilization of
- ▣ economy, promotion of human welfare and social justice. These get translated into
- ▣ public policies which are made, executed and evaluated by the legislature and the
- ▣ executive. Judiciary also plays an important role in policy review if it goes against
- ▣ the Constitutional norms. The role of bureaucracy in policy making is informative,
- ▣ suggestive and analytical.

The consistency of regional government budget is actually reflected from adjustment planning and budgeting program, which is really determined by formulating process of annual government planning every year. Formulating process is bureaucracy responsibility, so most of behaviors of bureaucracy where dominated. This research aimed at: (1) describing behaviors of bureaucracy types in formulating process annual government planning, (2) describing external environment models interaction with behaviors of bureaucracy types in formulating process annual government planning, and (3) explain the formulating process of annual government planning principles with behaviors of bureaucracy types. The results of the research showed that between behaviors of bureaucracy types consists of: career staff type, politics type, professional type, and missioner type, which dominated by the career staff type in formulating process annual government planning.

This happens because of the perception, individual decision making, communication patterns, unit leadership, internal organization and culture. While the external environment interaction model of bureaucratic behavior is a social model the determined the regency leadership factor, factor structure, factor of bureaucratic authority, and cultural factors. While the application of the principles annual government planning formulation based on the type of bureaucratic behavior has basically done but still needs improvement

# VARIOUS AGENCIES OF POLICY FORMULATION

participate directly or indirectly. The role of the governmental agencies is direct while the role of the non-governmental agencies indirect. Some of the agency: which take part in policy formulation are legislature, cabinet, state governments, civil servants, judiciary, boards and commissions mass media, political parties, pressure groups and public. It is essential to examine the role of these agencies in the formulation of an educational policy in India

- ▣ Role of Middle Level Bureaucrats
- ▣ Role of Top Level Bureaucrats

The importance of the quality of state institutions in the regulation of human behavior, the provision of collective goods, the execution and inspection of public services, the formulation and implementation of public policies, and a country's socio-economic development process are aspects that are widely acknowledged in literature . Bureaucracy forms part of these institutions, which, according to Max Weber, consists of an organizational form of a sociopolitical system, administered hierarchically, based on rational-legal authority, in which regulations take precedence over individual interests and its agents' discretion .

## POLICY IMPLEMENTATION AND THE ROLE OF THE BUREAUCRATS

Pfeiffer and Presthus (1960) call bureaucracy the social instrument that could bridge the gap between legislative intent and its fulfillment. Bureaucratic influence over policy implementation is significant, ranging from virtual nullification of some legislation to the limited discretion involved in administering a detailed statute. But in every case discretion is involved. Public policies are made, implemented and evaluated by public officials and by governmental institutions duly authorized or specifically established to do so. The relationship between the policy makers (the legislature or the ministers), and policy implementers (the bureaucrats as well as governmental and non-governmental institutions) is likely to affect policy implementation. The institutions established specifically for policy implementation, for example state departments, the courts and quasi-autonomous (or para-statal) institutions, have through their executive activities, a greater or lesser degree of direct contact with public.

Policy implementation involves a number of steps. The very first is to study and understand the policy statement and determine whether the executors should go ahead with implementation as prescribed. This entails several pertinent queries such as would the support staff and resources be adequate enough, would the staff be able to perform their tasks effectively, what additional resources and information would be required and what criteria would be adopted to evaluate and assess the policy outcomes. Implementation should be a fact-finding as well as a problem-tracing exercise. Though the bureaucrats are assigned the task of implementation, the political executive controls the process through control over policy finances.

In the policy implementation process, these agents need to acquire specific skills - both technical-administrative and relational - to deal with the different actors involved in the uncertainties and occurrences not set out in regulations . The decisions of these bureaucrats, who are often part of the social context where they work, may fluctuate within a relatively wide margin of discretion, depending on their level of autonomy and the existence of clear and complete rules that delimit behavior and decision-making

policy implementers, faced with an accumulated, high volume of demands, insufficient resources and overwhelmed by the cogs of the bureaucratic system, may deliberately look for shortcuts, molding and simplifying their work, and creating practices that enable users to be served according to a minimally acceptable quality standard . Along this line of reasoning, as a consequence of street-level bureaucrats' action, Ham and Hill (1993) highlight the adoption of survival strategies and psychological coping mechanisms that translate into the adoption of stereotyped responses to users. This behavior may occasionally be related to the opportunistic exercise of power within public institutions: qualified professionals, such as doctors, lawyers, architects and teachers, etc., may act - because of their status - to the benefit of corporate interests, misrepresenting the missions of bureaucratic organizations .