Recap
Previous lectures

NOA

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Governance

- Exercise of Power to manage resource effectively and efficiently
- Good Governance
  - Participation
  - Rule of law
  - Transparency
  - Responsiveness
  - Equity
  - Effectiveness and Efficiency
  - Accountability
  - Strategic Vision

Collapse / Failure of Governance

- Summary / To sum up/ In a nutshell / To conclude
  - Absence of the main **governance principles** i.e. participation / inclusion, non discrimination/ equality and rule of law/accountability lead to failure
  - Weakness of the key country systems that are involved in a crisis response, such as the civil service, procurement mechanisms, public financial management systems and monitoring and evaluation systems results in collapse

Accountability

- Accountability is the sum of constitutional, administrative and judicial rules through which public officials are held accountable / responsible for their actions / inactions

Pillar of National Accountability

Government Institutions	Public Sector Institutions	Non-Government Institutions
1. Legislature 2. Executive 3. Judiciary	4. Law Enforcement Agencies 5. Election Commission 6. Ombudsman 7. Supreme Audit Institutions 8. Anti-Corruption Agencies 9. Public Sector	10. Media 11. Civil Society 12. Political Parties 13. Business

Bureaucracy

Chapter VI

What is Bureaucracy?

- Bureaucracy is derived from the word **BUREAU** , meaning office and Greek **suffix** *KRATIA* or *KRATOS* means power or rule

- Bureaucracy thus means **office power** or **office rule** or the **rule of officialdom**

- This word came into use shortly before French Revolution of 1789

- However, bureaucracy existed long before the words and theories were devised to describe it

Bureaucracy

Bureaucracy, specific form of organization defined by complexity, division of labour, permanence, professional management, hierarchical coordination and control, strict chain of command, and legal authority.

In its ideal form, bureaucracy is impersonal and rational and based on rules rather than ties of kinship, friendship, or charismatic authority.

Bureaucratic organization can be found in both public and private institutions.

Encyclopedia Britannica

Salient features of Bureaucracy

1. Division of Labor – Every employee performs his/her /their specialized work in a predictable manner

2. Rules and Regulation – are designed to ensure the consistency in work performance

3. Hierarchy of Authority – Each superior exercises control over their sub-ordinates

4. Record Keeping – every decision and action is recorded in its original form (Print & Electronic)

5. Impersonal Relations – Superiors are formal in dealings with their sub-ordinates

Salient features of Bureaucracy

6. Specialization – A bureaucratic organization provides advantages of specialization

7. Rationality – A measure of objectivity is ensured by prescribing in advance the criteria far decision making in routine situations

8. Predictability - conformity to rules and roles in structural framework bring about order to cope with the complexity of provisions of good & services and also of policy making processes

9. Formal Recruitment - Recruitment and promotion are based on merit and qualifications

10. Technical Assistance – training is provided to the employees to inculcate technical skills

Downside of Bureaucracy

- **Vertical hierarchy** of authority can become chaotic, some offices can be omitted in the decision making process, and there may be conflict of interest

- **Nepotism, corruption, and politicization** can counter the rule of impersonality and can create a recruitment and promotion system not based on merit

- Officials can try to avoid responsibility and seek anonymity by **avoiding documentation** of their procedures

- **Overspecialization**, developing a tunnel vision and making individual officials not aware of larger consequences of their actions

- Rigidity and **inertia of procedures**, making decision-making slow or even impossible when facing an unusual case and

- Impeding and delaying **change**, evolution, and adaptation of old procedures to new circumstances

Downside of Bureaucracy

- The phenomenon of "**group think**"; **loyalty** and lack of critical thinking regarding the organization making it unable to change and realize its own mistakes and limitations

- Disregard for **dissenting opinions**, even when such views are supported by the available data better than the opinion of the majority

- As bureaucracy creates more and more rules and procedures, their **complexity** raises and co-ordination among different organization diminishes

Max Weber on Bureaucracy

- **Summary**
- The term Weberian bureaucracy refers to Max Weber's (1864–1920) ideal type (or model) of rational bureaucracy, published in *Economy and Society* posthumously in 1922.
- His ideal type of bureaucracy consists of a number of organizational features of administrative order.
- At the ideal type's core lies a hierarchically structured, professional, rule-bound, impersonal, meritocratic, and disciplined body of public servants who possess a specific set of competences and who operate outside the sphere of politics.

Max Weber on Bureaucracy

- Weber model of bureaucracy is based on rational (legal) authority

- Charismatic Authority?

- Traditional Authority?

- According to Weber, bureaucracy exemplifies **rational-legal authority**, where legitimacy is derived from established laws and procedures, distinguishing it from traditional and charismatic authority.

Weber identified six characteristics of Bureaucracy

1. **Hierarchical Structure**: Authority flows downward in a clear chain of command. Each level controls the levels below it and is supervised by the levels above.
2. **Division of Labor**: Tasks are divided into specific roles and responsibilities, ensuring specialization and efficiency.
3. Form**al Rules and Regulations**: Operations are governed by written, impersonal rules to ensure consistency and predictability.
4. **Impersonality**: Decisions and actions are based on objective criteria rather than personal preferences or relationships.
5. **Merit-based Advancement**: Positions and promotions are based on technical qualifications and performance rather than personal favoritism or ascription.
6. **Record-keeping**: Bureaucracies maintain extensive written records of activities, decisions, and policies.

Critiques and Limitations:

- Weber recognized that bureaucracy, while rational and efficient, could lead to:
- **Dehumanization**: Overemphasis on rules and impersonality may neglect individual needs and creativity.
- **Inflexibility**: Rigid adherence to rules can make bureaucracies slow to adapt to change.
- **Iron Cage of Rationality**: Individuals may feel trapped in a system focused solely on efficiency and rules, undermining broader human values.

John Stuart Mill on Bureaucracy

- John Stuart Mill, the 19th-century philosopher and political economist, offered insightful critiques and observations about bureaucracy in his writings, particularly in his work **Consideration on Representative Government** (1861) and his other works on liberty.

- While not as systematic as Max Weber's analysis, Mill's perspective on bureaucracy reflects his concerns about **individual freedom**, efficiency, and the potential dangers of **concentrated power**

Mill's Characteristics of Bureaucracy

1. Bureaucracy and Efficiency: Mill acknowledged that bureaucracy could be effective in organizing and managing large-scale enterprises, particularly in government and administration.

- He recognized its role in providing structure and order to complex systems. However, he was concerned that an over-reliance on bureaucracy could stifle innovation and adaptability, as bureaucratic systems often prioritize routine over creativity.

2. Risks of Over-centralization: Mill warned against excessive centralization of power in bureaucratic systems, as it could lead to inefficiency and despotism.

- He argued that centralized bureaucracies might lack the local knowledge needed to address specific regional or community issues effectively.

3. The Despotism of the Bureaucracy: Mill feared that unchecked bureaucracies could become self-serving and authoritarian, prioritizing their own interests over those of the people they are meant to serve.

- He saw the potential for bureaucracy to erode public participation in governance, concentrating decision-making in the hands of an elite administrative class.

Mill's Characteristics of Bureaucracy

4.   Bureaucracy and Individual Liberty: Mill was deeply concerned with the tension between bureaucracy and individual liberty. He believed that a society overly dominated by bureaucratic institutions risked suppressing personal freedom and creativity.

- For Mill, the ideal system was one that balanced the efficiency of bureaucracy with safeguards for individual rights and participatory governance.

5.   The Need for Citizen Participation: Mill emphasized the importance of civic engagement and public involvement in governance to counterbalance the potential overreach of bureaucratic systems.

- He advocated for representative government, where elected officials would oversee bureaucratic institutions, ensuring accountability and responsiveness to the public.

6.   Mediocrity in Bureaucracies: Mill criticized bureaucracies for often attracting individuals who are more interested in following rules and maintaining the status quo than in fostering innovation or taking bold initiatives.

- This could result in a culture of mediocrity and risk aversion.

Karl Marx on Bureaucracy

- Historical Origin of Bureaucracy can be found in
- **Religion**, the early bureaucracies were consisted of religious clergy
- **Formation of State**, the state formulates, imposes and enforces law and levies taxes giving rise to an officialdom enacting these functions
- **Commerce** growth of trade and commerce resulted in emergence of new organization / hierarchy which can keep accounts, process / record transactions and enforce legal rules governing trade
- **Technology** , technologies of mass production has yielded another dimension of bureaucracy which can handle the technologies of mass production, which needs standardized routines and procedures to be performed

Karl Marx on Bureaucracy

- Bureaucracy rarely creates new wealth by itself, rather it controls, co-ordinates and govern the production, distribution and consumption of wealth
- Wealth is created by the bureaucracy by law through fees, taxes, levies, tributes, licensing etc.
- Bureaucracy is always a "cost" to society, but it may be accepted in so far it makes social order possible and maintains it
- However, Marx always saw bureaucracy as part of the problem rather than the solution
- In his idea of classless society there was no place for bureaucracy as in the shape found today

Conflict Theory and Bureaucracy

- **Conflict Theory**, regards each member or group in an organization as attempting to maximize their benefits at the cost of the others

- Conflict theory contrasts directly with **Talcott Parsons' functionalism,** which states that each part of an organization has a well-defined role with no need to alter that position

- Conflict theorists argue that bureaucracy can never be perfectly effective due to **competition**, **structural inequalities**, and the **inherent conflict** among the hierarchy

Woodrow Wilson & Bureaucracy

- Woodrow Wilson's essay "The Study of Administration" (1887), laid the foundation for modern public administration

- Wilson advocated for a professional and efficient bureaucracy, separate from politics, to manage the increasing complexities of governance in the modern era

Key Elements of Wilson's idea of Bureaucracy

1. Separation of Politics and Administration

- Emphasized the need to distinguish between political decision-making (**policy creation**) and administrative execution (**policy implementation**)

- Politicians should focus on determining **public goals**, while bureaucrats should handle the efficient execution of those goals in a neutral, apolitical manner

- This concept became known as the **politics-administration dichotomy,** a foundational idea in public administration.

  – "The field of administration is a field of business. It is removed from the hurry and strife of politics."

Key Elements

2. **Bureaucracy as a Professional and Neutral Body**

- Wilson envisioned a bureaucracy staffed by trained professionals chosen based on merit rather than political patronage.

- Bureaucrats should operate with technical expertise and professionalism, focusing on efficiency and effectiveness without personal or political biases.

- "Administration lies outside the proper sphere of politics. Administrative questions are not political questions."

Key Elements

3. **Efficiency and Rationality**

• Inspired by industrial management practices, Wilson emphasized that bureaucracies should operate with the same efficiency as private-sector organizations.

• He viewed public administration as a science that could be studied and improved to ensure governments served their citizens effectively.

Key Elements

4. Democratic Accountability

- He recognized the need for mechanisms to ensure that bureaucracies remained accountable to the public / principals

- Bureaucrats should serve the policies determined by **elected officials**, ensuring alignment with **democratic principles**

5. Bureaucracy as a Global Learning Opportunity

- Wilson advocated for studying other nations' administrative systems to adopt best practices, however, he cautioned against authoritarian tendencies

Critique

Advantages

1. **Professionalism** - promotes merit-based recruitment and the importance of training administrators

2. **Efficiency -** rational, systematic approaches to governance.

3. **Neutrality** - the apolitical nature of administration, ensuring impartial implementation of policies.

4. **Modernization** - the challenges of governing increasingly complex societies

Critique

Disadvantages

1. **Politics-Administration Dichotomy**

   • Critics argue that separating politics from administration is unrealistic, as bureaucrats often influence policy through their expertise and discretion

2. **Potential for Bureaucratic Overreach**

   • Emphasizing efficiency could lead to bureaucracies becoming overly powerful, detached from the public, and resistant to change

3. **Limited Focus on Citizen Participation**

   • Wilson's approach primarily focuses on the internal workings / structure of administration, with less emphasis on public involvement or responsiveness.

Bureaucracy's Role in Pakistan

- Most of the societies are made of two classes, one that rules and the other that is ruled. The first class is always a minority, small in number, whereas the later is always a majority, but lacks power

- The Elites are the people of social significance in the society. These elites are the top strata of the society who have capacity to control or influence over the decision making process, in all spheres of life- **Elite Capture**

- Elites are also defined as people at the summits of key social structure i.e. the higher positions in the economy, government, military, politics, religion, mass organization education and the professions

- The power elite / ruling elite is always equipped with political power. This political power gives legitimacy to their decision and makes them binding for the other sections of the society

Bureaucracy's Role in Pakistan

- After independence, political instability didn't allow the **political institutions** to develop

- This lack of development of political institutions and political cultural created a vacuum of authority and power. **The civil service and military** took advantage of the situation and established their claims on public policy making

- First martial law (Oct. 1957) proved to be the corner stone of evolution of ruling elite in the form of civil and military bureaucracy in Pakistan. So two non-political elites i.e. civil and military bureaucratic dominated the politics in Pakistan

- Army and civil bureaucracies have been self-appointed guardians of the state since independence. The political parties have come and gone but these two institutions have remained the pillars of state

Bureaucracy's Role in Pakistan

- Successive dismissals of governments, disintegration of political parties, dissolution of assemblies and clash between **Muslim nationalism** and a growing sense of **provincial identities** strengthened the grip of ruling elite i.e. civil and military bureaucracies.

- **Regional and international factors** also helped these non-political ruling elite of Pakistan to consolidate their rule – the United States, France, Great Britain, New Zealand, Australia, the Philippines, Thailand and Pakistan formed the Southeast Asia Treaty Organization, or SEATO - Baghdad Pact (1955) CENTO – 1959- -Turkey, Iraq, Great Britain, Pakistan and Iran.

- **Colonial Legacy** - Pakistani bureaucrats were the lineal descendent of ICS (Indian Civil Service), which was setup by British to rule a colony, they trained the officers of ICS to rule not to serve the local population

Bureaucracy's Role in Pakistan

- This tendency to subjugate and overpower the common man did not die after the independence. In Pakistan ICS was renamed as **Civil Service of Pakistan (CSP)**

- The CSPs besides structural patterns, also inherited the **traditions, norms, political ethos of ICS**

- Authoritarian in tone and zero tolerance for outside interference in the absolute use of their authority was the hallmark of officer of ICS. The same attitudes prevailed after independence in Pakistan

- The inculcation of behavior of ICS officers was so strong that upcoming CSPs emerged with even more powerful role than that of their imperial predecessors

Bureaucracy's Role in Pakistan

- At the time of partition , the ICS officers were permitted to choose one of the three courses for their future.
  - First, an ICS officer can opt for service either India or Pakistan without any reduction in salary or rank and without any loss in pension privileges
  - The second option was to leave the service with allowances equal to officer's salary from 1947 to normal retirement date
  - Third option required re-entry into service by personal contract with the government concerned.
- Out of 101, ICS-IPS Muslim officers, 95 opted for Pakistan

Bureaucracy's Role in Pakistan

- The organizational layout included the three categories

    - First, was the general administrative category for which the CSPs were recruited
    - Second, there was the functional recruitment for services such as the Pakistan Foreign Service (FSP) the Police Service of Pakistan (PSP), Income Tax Service, Customs, Central Excise, Audit and Accounts Services.
    - The third category included the engineering and health services

- But the real power had always rested in the hands of CSPs, But FSP and PSP also enjoyed a prestigious position as compared to other services

Bureaucracy's Role in Pakistan

- From 1948 till 1969, the ruling elite of Pakistan drew majority of its intellectual and moral strength from CSP, higher ranks of military. They had the sympathies of judiciary

Bureaucracy's Role in Pakistan

- Period from 1951 to 1957, time of bureaucratic rule
- From 1957 - 1961, time of Army + Civil bureaucracy rule
- From 1973 till 1977, time of civilian rule
- From 1977 till 1988 Army + Civil Rule
- From 1989 to 1999 Civilian Rule + international Financial Institutions

Bureaucracy's Role in Pakistan

- Pakistani bureaucracy's history is divided into two phases

  - Pre 1973 Civil Services Reforms
  - Post 1973 Civil Services Reforms

Bureaucracy's Role in Pakistan

- 1973 Civil services Reforms

  - Establishment of Unified national Pay Scales
  - Establishment of Joint Pre-services training program
  - Introduction of lateral recruitment program
  - Provision of horizontal mobility
  - Abolition of   Constitutional guarantee of tenure

- Reforms effected the civil services environment in two significant ways

  - The reforms weakened the dominance of CSP
  - The reforms increased level of political influence in the bureaucracy

Challenges to Reform

1. No Strong Political will

2. Resistance to Change

3. Political interference

4. Institutional overlap – Federal, Provincial, Local

5. Lack of continuity

6. Inadequate funding and resources

Proposals for Reforms

1. **Depoliticization of Bureaucracy** - merit based appointments & Promotions – Limit political interference through stronger institutional mechanisms
2. **Modernization & Digitalization** – E-Governance, IT Infrastructure + Training
3. **Performance –based Evaluation** -Quantifiable KPIs- Promotion linked to performance
4. **Streamlining Recruitment and Training** – Revision of CSS exam – enhanced training programmes
5. **Strengthening Local Governance-** devolution of power to local bodies
6. **Accountability and Transparency** – Internal Accountability – third party audit
7. **Capacity Building & Specialization-** Lateral Entry (tech, health, Economy) – Focused cadres for critical services like postal, transportation, Communication etc.
8. **Simplification of Processes** –Reduce Red Tapism
9. **Improving work Conditions-** Better resource- predictability
10. **Inclusive Representation** – Regional imbalance – Bal. Sindh + Women+ other marginalized communities

Code of Ethics

- Codes of ethics are written to guide **behavior**
- Codes often capture a **vision** of excellence, of what individuals and societies should be striving for and what they can **achieve**
- Codes are usually the most important statement of **civic expectations**
- When applied to certain classes of people – public servants, doctors, engineers etc. – codes are the ultimate **terms of reference**

What Codes of Ethics do ?

- Increase the probability that people will **behave** in certain ways
- Can make public servants to **take actions** that result in doing the right things for the right reasons
- They serve as **professional statement**
- They are not merely a text, rather, they exemplify the fundamental principles and values of a public service
- **Principles and values** are imbedded in all codes of ethics, either implicitly or explicitly

Codes of Ethics

- Public code of ethics, especially in developing democracies, can play a crucial role in articulating the mission of the public service
- The foundation of all successful bureaucracies is
  - Integrity
  - Objectivity
  - Effectiveness
  - Not using public office for private gains (Integrity), showing impartiality in carrying out public duties (objectivity), or the implied obligation in public service being a public trust (effectiveness)

Codes of Ethics

1. **Selflessness –** should solely act in terms of public interest

2. **I**ntegrity – should not place itself under any financial or other obligation to any individual or organization

3. **Objectivity** – should make choices on merit

4. **Accountability** – accountable for the decisions and actions

5. **Openness** – should be open about the decisions and action of a public Office

6. **Honesty** – to perform duties to the best of knowledge

7. **Leadership** – set the examples for other by taking lead in upholding these principles

Thank You