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Question:

Bureaucracy and Democracy are antithetical.

Bureaucracy is hierarchical, elitist, specializing, and informed, while Democracy is communal, pluralist, generalizing, and ill-informed. Keeping in mind the quantum of expectations in Pakistan and the reality of civic culture, discuss the above statement.

1. Introduction:

Public administration is perceived as the ^{process of} formulation of policy and execution of policy for the welfare of the state. Bureaucracy and Democracy are two important components of public administration that offer a mechanism of public policy implementation in the best interest of citizens. According to Weberian model, Bureaucracy is a formal administrative system with hierarchy, specialist roles, roles, and continuity while "Democracy is a political system of ruling and being ruled in return, based on elections, representation and the rights of people in a specific national entity" (Mosher, 1982). The relationship between Bureaucracy and Democracy can be viewed as a 'tango' where both spheres are independent but still closely related in a unique way. To describe

the tension between democracy and public service - being pillars of the building of state - Maxwell R. Hamilton writes that, "public service in a democracy is a paradox", because public service and democracy are bound together yet have different purpose and values. As a result, Public service and democracy are antithetical, because the existence of a public service in a democracy contradicts the notion of government by the people. They are complementary because democracies cannot survive without a strong, technically competent, effective, efficient and responsive public service.

2. Contrasting Characteristics: Bureaucracy vs. Democracy

(a) Bureaucracy is hierarchical and
Democracy is Communal

Bureaucracy operates on hierarchical structure, where authority flows from the top towards down. Each level follows orders from above, ensuring discipline, control, and efficiency. This makes bureaucracy elitist and centralized as decisions

are usually made by trained officials rather than by the public.

In contrast, democracy is communal, meaning power and participation are shared among people. It values collective decision-making, equality, and inclusiveness where citizens or their representatives jointly shape policies.

Example: In Pakistan, the civil service (Bureaucracy) follows a strict chain of command-illustrating hierarchy. Local government elections allow citizens to choose their representative directly - reflecting communal nature of democracy.

(b) Bureaucracy is elitist and Democracy is pluralist

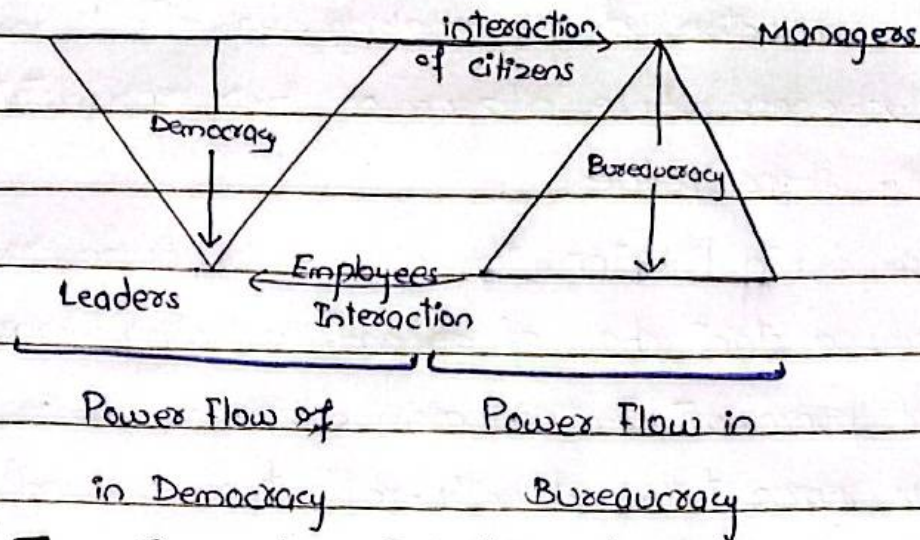
Bureaucracy is called as elitist because it is controlled by a small group of trained and specialized officials who make decision based on expertise, not popular participation. This creates a top-down system system where power lies with an administrative elite.

On contrary, Democracy is pluralist, as it allows multiple groups, voices and interests to participate in governance. Power is shared among elected representatives, civil society, media, and citizens - ensuring diversity and inclusiveness in decision making.

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Example: An example of elitism is Central Superior Services (CSS) officers, meanwhile, parliamentary democracy shows pluralism in Pakistan.



The Pyramidal Paradox of Democracy and Bureaucracy

(C) Bureaucracy is Specializing and Democracy is Generalizing.

Bureaucracy is specializing because it relies on experts who focus on specific fields or technical areas. Each department or official handles a clearly defined function like finance, education, or health.

Democracy, on the other hand, is generalizing because elected representatives like deal with a wide range of public issues. They are expected to make decisions on many topics - even those

they may not have technical expertise - based on the will and needs of the people.

Example: In Pakistan, an officer in the Ministry of Finance specializes in budgeting and fiscal policy - showing bureaucratic specialization. But a member of National Assembly (MNA) debates and votes on laws about education, security, and economy - showing the generalist nature of democracy.

(d) Bureaucracy is informed and
Democracy is ill-informed.

The decisions of public officers based on detailed reports, research, and institutional expertise.

That's why Bureaucracy is informed as officials are technically trained, have access to official data, and possess specialized knowledge.

Democracy, in contrast, is ill-informed because ordinary citizens and many elected representatives may lack full technical or policy knowledge.

Example: In Pakistan, a bureaucrat in the Planning Commission prepares development process based on research and statistics.

However, political debates in parliament sometimes focus on emotions or party interest rather than

technical evidence.

To sum up, these theoretical contrasts highlight the structural differences between bureaucracy and Democracy, their real tension becomes visible only when examined within a country's socio-political context.

3. Quantum of Expectations from

Bureaucracy and Democracy
in the context of antithetical nature
of both.

(a) Bureaucracy has been paralyzed to some extent after constant purges in the name of reform efforts

The quantum of public expectations from bureaucracy in Pakistan has remained high, yet the institution itself has been repeatedly paralyzed by constant purges and political reforms. Each regime sought to shape the civil service according to its political priorities rather than considering morale approach. The case in point: Ayub Khan's administrative reforms in 1962 attempted to create a technocratic, centralized bureaucracy. Through the

Civil Service Reforms of 1973, Bhutto abolished the constitutional protection of the higher bureaucracy under Article 240 and merged all existing pay services into Unified Pay Scale System - a move often referred as bureaucratic purge. Later on, General Zia-ul-Haq politicized appointments to ensure loyalty over merit. These successive interventions weakened bureaucratic autonomy and professionalism, leaving the service cautious, demotivated, and risk averse.

(b) Democracy has overpowered the Bureaucracy and highly influenced its Decision-making power which ultimately affects Bureaucratic efficiency.

In Pakistan's ^{political} culture, bureaucratic appointments and transfers are often influenced by political affiliations and personal loyalty rather than merit or performance. This politicization of the civil service, especially at district and provincial judgements, has led many officers to prioritize political compliance over professional dealings. As a result, bureaucrats often face divided loyalties between serving public

public interest and satisfying political patrons. This undermines the impartiality, continuity, and institutional memory that an effective bureaucracy requires. Example of this trend can be seen during elections elected terms such as PMLN or PPP governments, where large-scale political postings and favoritism weakened administrative autonomy. At last, they unable to meet high expectations for efficient service delivery.

4. Reality of civic Culture in Pakistan and how it impacts the working and structure of Bureaucracy and Democracy

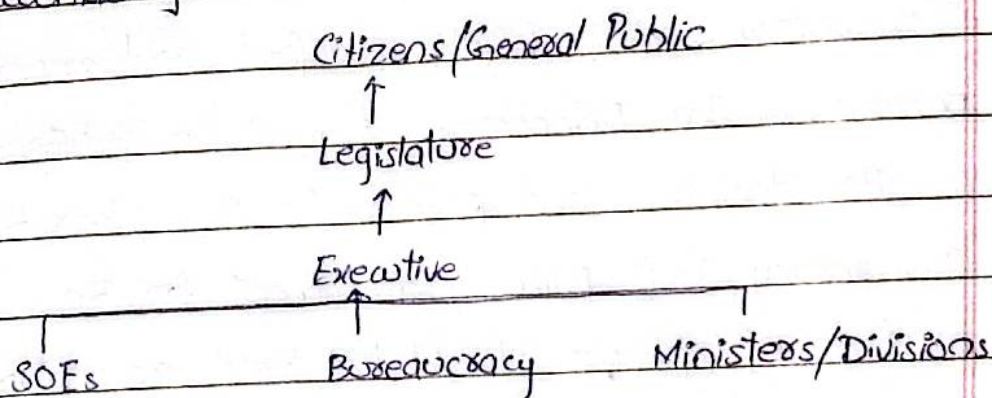
(9) Policy Framework remains donor-driven rather than home-grown

According to the Public Choice Theory, every person is rational and utility maximizer - in such contexts they often pursue policies that serve

elites or external interests rather than collective welfare. Pakistan's policies such as educational, environmental, economical and political are designed by IMF or WB - these institutions weaken the development of self-reliant civic culture and limits policy ownership in return of financial aid. Bureaucrats along with political parties tend to support their policies rather than creating home-grown policies - that would be prove as more informed and wise choice.

(b) The accountability system of the bureaucracy and democracy does not run as required.

Accountability Rule:



Pakistan's accountability system remains under-developed due to weak civic culture. There is hierarchy of accountability where lower rank is answerable to upper rank and ultimately

government / legislature is answerable to the general public. Organizations like NAB and provincial anti-corruption departments often operate under external political pressure and do not conduct fair investigations that leads to increase public mistrust. Thus, weak accountability produces weak institutions and undermines the foundation of participatory democracy and specialized Bureaucracy.

5. Conclusion:

In conclusion, Bureaucracy and Democracy are two building blocks of the government of state. They make and break the state. As the Bureaucracy contain highly qualified and expert persons, unlike Democracy, it must be independent in its decisions and policies. On the other hand, Democracy that primarily a concept for the welfare of people should be held accountable in all state matters. By nature, Bureaucracy and Democracy are anti-thetical but they are deeply structural and historical in the foundation of Pakistan. Thus, Pakistan should balance between them for prosperity in pathways.