

BUREAUCRACY: PILL OR PANACEA

A CRITICAL ANALYSIS OF THE ROLE OF BUREAUCRACY IN PAKISTAN

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ABSTRACT

Pakistan came in to being on 14 august 1947 under the leadership of Quaid-e-Azam Mohammad Ali Jinnah who became its first Governor General. It consisted of Muslim majority areas Bengal, Punjab, N.W.F.P, the Tribal areas, Sindh and Baluchistan, these were the parts of old British colony of the India. It was a country facing short resources for existence, seeking security and stability to maintain its identity. As a new born country its prime task was to develop a strong bureaucracy and political system to build a national integrity as the founder said the foundations of your state have been laid, and it is now for you to build. For the lack of administrative talent, political and administrative structure then followed the legacies of the British Raj left behind. The main problem of administrative development in the new state had to change the colonial bureaucratic practice with a new standard but imposed a highly centralized constitutional system by the government and could not change the old bureaucratic practice in a country which was physically and culturally distinct. As a developing country, the focus should have had been to change new concept from the colonial experience and the Western concept of bureaucratic as Riggs suggested for developing countries to bring about the desired change for political and economic stability which were fundamentals for leading a country to modernization.

Keywords: *Bureaucracy, Government, Colonial, Policies, Elites.*

Introduction

There are two versions of the discussion which are the bureaucracy is good when it provide services to the inhabitants in the country keep justice, intact law and order and maintain peace final results is prosperity and sustainable growth in the economy. The second is bureaucracy is worst when it causes and nourishes nepotisms, corruption at grassroots level, lack competencies and promotes anarchy which leads to the failure of weak democracies. In the research paper it has been tried to outline the exploitation that has happened due to the bureaucratic involvement in the politics and could not focus duties and responsibilities. One cannot discredit bureaucracy's achievements in the developed countries for providing essential services to the people but in the growth of democratic government or provincial autonomy it deemed not very conducive (Khalid B. Sayeed 1967). In the Report of Sindh Special Court of Inquiry, it had been proposed that secretaries should be allowed to draw attention of the Governor if the ministers disregarded the rules of business. Understanding the term bureaucracy can be traced to the writings of a German sociologist Max Weber (1864-1920), he said bureaucratic system is one in which officials have defined

behavioral characteristics: the bureaucratic administrator must ultimately be compliant and must be prepared to administer rules peacefully; this meant that bureaucratic system develops more as possible. The focus was on the incapability of individual bureaucrats to follow the organizational policy due to a set of bad inducement that were uneven with the goals of bureaucracy. The ideas of the unsuccessful states contrasts from that of the delicate state has absence of ability and have to raise an environment favorable to stand progress. Bureaucracy must be above and beyond political the loyalty they are to serve the people not to one political person and the main function of the bureaucrat is to provide service to people with no political coalition and interference. There is a need to initiative the safety, tenure and control of the exceptional powers of rulers for appointments, transfers and promotions of public officials. The renovation of Pakistan's bureaucracies has to commence with returning to the rule of system in bureaucracy and make sure protection of tenure with accountability. There is the prior need of job security of civil servants the political based decisions on promotion, recruitment, removal and career side for the officials makes disappointment among bureaucrats. The ever growing quantity of vacancies focus to political recruitments all back to decreasing competence of the bureaucrats. The connection between performance, reward and individual merit is uncontrolled due to political involvements and the effectiveness and output of the organization is bargained.

Literature Review

It was argued in 18th century in France by De Gournay. Ferrel Heady (1984) stated that here are four different sets of meanings of bureaucracy. (1) A system of rule or governmental system in which official dominate. (2) Method of conduct the application of General rules. (3) The past explanation is concept of bureaucracy as "Efficiency" or inefficiency. Herman Finer (1945) said that "the weaknesses of public bureaucrats in the action of their responsibilities creates the illness named bureaucracy, There are corrective, but not to the point of excellence", according to this concept bureaucracy is at best efficiency, involving unnecessary rules and procedures, and at worst the stifling of all initiatives by using these rules and procedures to block them; (4) bureaucracy refers to those who work in bureaus. Historical roots of Pakistani bureaucracy under the British colonial law and traces that the British structure of administration was established to uniform the desires of a colonial influence. In Pakistan the system of bureaucratic rules and regulations were not combined with much alteration at the time of freedom. The alternative to resolve the problem immediate and making grounds for future policies the government exceeded to creating bureaucratic control over politicians. The assumption arise that a centralized bureaucracy was influenced by Punjab province and it created reservations among the other province that their lack of development is due to the lesser access in decision-making at the national level and it presume even today. The reforms of civil services in 1973 established and a new system of common training program was compulsory at the civil services academy, Lahore. Classes among the government servants were eliminated and change by integrated grading system and the first batch accepted as 'the 1st common'. Lateral entry was introduced which was a direct risk to the bureaucrats because now political appointees would be a part of their system. There was a clash between civil servants who were armed with extraordinary powers, and politicians. The Chief Secretary, who was the head of the entire civil service of the province, was buildup an enormous amount of power for the purpose of better efficiency and coordination. The Chief Secretary was from Punjab and the civil service in the province was

dominated by Punjabi and Urdu speaking people who had migrated from India. There was no meeting of minds among Bureaucratic elites and created a conflict between them and it became harmful in the political, social and institutional setting. The environment change into differences when one considered that the politicians of Punjab were much closer to their civil servants and military officers than the others could ever be Khalid B. Sayeed (1967). The Punjab province felt that to counter the aspirations of the Bengali Majority and Bengalis would obviously come to complain that their slight majority was being undermined through the principle of equality. Charles H. Kennedy. (1987) Describes that “Pakistan as a bureaucratic state and its dominant rule in country, lobbying of the bureaucracy since the 1973 reforms. Ralph Briabanti (1967) Debates several sides of the administration it comprises serious evidence and can be used as a reference. Heeger, Gerald A. (1977) claims that “Bureaucratic supremacy in Pakistan caused not due to supremacy of organization but the domination of government departments by the bureaucrats”. The works on bureaucracy is mostly derived from the effort of German social scientist Max Weber in the 19th century. Weber (1968) in his view the bureaucrat has to follow these standards: Rationality, Specialization, political neutrality, Merit recruitment and long term career rankings. Bureaucrat has to offer the plan for assessing the unsympathetic role to the ruling party but ensure neutrality and the responsibilities of the bureaucrat are to enforcement actual policy as a part of their job. The regulations give the basis for bureaucracy that to achieve goal, protect political intervention, and urges to follow the standard of authority.

Characteristics of Healthier Bureaucracy

Bureaucracy is not the only cause of failure in the national development but political leaders and military interventions are also responsible. The common view is that the bureaucracy is responsible because of their corruption, nepotism, usual incompetence and thrust power beyond this illness there are the reasons counted as socio-political and socio-economic as an institution it is considered ill-organized. It means as an organization itself is not only responsible. There is no confusion that if state is able to give services based on rule of law, and bring prosperity to the public effectively it may be because of good bureaucracy. Pakistan is a country of 180 million people cannot be managed without effective bureaucracy having rules, neutral decision making and proper training finally political neutrality, free organizational conduct covered by law and then hard accountability. The Politicians have confused the bureaucracy and turned it into a tool to serve their interest instead of public. Good bureaucrat plays role faire and follow rules, hierarchy of authority, accountability and professional ethics. The Politics have no role in administration but they have to follow the laws, goals and to decide strategy. The renovating laws and policies into proceedings is the job of bureaucracy, which are to be passed in clear and answerable ways. Bureaucracy can be successful only if it has the protection from the vindictive actions of rulers. Coverage of bureaucracy to the people and analysis media's watch will make them able to shrink the scale of dishonesty and to bring administrative improvement. Political parties are making pledge of carry peace, security, and provide jobs, minimize. The bureaucrats have recognized political intervention as a main concern. There is further need to investigate how to strengthening Pakistani bureaucracy; and to assess their observations in the bureaucracy where they were the part, their observation about them, their community, their superiors, and the organization they stand for. The bureaucrat be allocated to the position based on merit, and it would be his performance that would

be enough to obtain him to the next level. All bureaucrats would work based on principles of hard work and free and neutral in judgment, no benefit to be achieved from favoritism with the political leaders and their impartiality also means that no political incursion in recruitments of public servants the appointments are only on the basis of merit. Political impartiality provides the sense of security to bureaucrat it is observed. The common view is that, if public service is provided freedom to work according to law and avoid to favoritism by the political government and intervention from any political part that can be more effective.

Characteristics of Awful Bureaucracy

Pakistan's bureaucracies are affected by many troubles other than insecurity and loss of professionalism. The uncertainty arises from the corruption and nepotism, but it has been complexes by the ethnic devotions, notions of piety and accounts of religiosity, which give reason for ignoring organizational ethics. A broad selection of exercise should be taken to create codes of conduct for various services. Apart from changing the behavioral standards its formation and practice need a foremost renovation. The anthropologist observers how Pakistani bureaucracy becomes purposeless, a new book of Matthew S. Hull 2012 must be read for reference. The literature emerged in 1990 exposed Pakistan's failure because of malfunctioning in bureaucracy and it linked with its politicizing. Fair role and Services suffers when a bureaucrat is not impartial and is associated to serve the benefit of an individual, and following personal benefit, at the cost of national interest. Serving the interests of politicians and ensuring the politicians' vote bank, working for chosen benefit and not for a common man, results the causes of corruption in bureaucracy. The concept of political neutrality has been taken as a feature and tool with which to assess the capability and performance of the bureaucracy in developing countries and to improve it.

Conclusion

According to the statistical bulletin of Pakistan, the population of country now has crossed 180 million which needs restructuring of the bureaucracy, and rebuild Pakistan through adoption of modern system of government machinery which can be used to support popular democratic governments in implementation of their programs and bureaucracy assures continuity of development programs, etc. National consideration, security, and economic development are the most important objectives for any nation- state in the third word. Literally speaking, Pakistan's history is a chronicle of bureaucratic mismanagement. Economic and political development is in a mess. Majority of the peoples of Pakistan are uneducated. In short, socially, economically, politically, Pakistan is ruined and its security is vulnerable among the nations. There were the leaders who could have changed the destiny of Pakistan like Quaid-e- Azam Mohammad Ali Jinnah who died very soon, General Muhammad Ayub Khan, Zulfqar Ali Bhutto, Mohtarma Benazir Bhutto and Nawaz Sharif etc. The existence of bureaucracy, under political backing was not easy, the bureaucracy itself desperate and consequently disagreement arise. The then governments were operating within the limitations, crises, and inter-provincial rivalries. The state has to provide services, justice, maintain law and carry prosperity, and if it has to be effective, it has to have a good bureaucracy. The military and civilian bureaucracy is building its time to stability of government. Civil services worked efficiently up to 1960s and to resist social pressures and

act on rules ended a few years after 1947. The success of the civilian government through its trials tribulation, to build political and economic institutions to withstand the tempests of the time is yet to be seen. It's true if politicians and the military have not demoralized the bureaucracy, turning it into a collection of self-serving individuals, instead of an institution based on rules, the hierarchy of authority, accountability and professional ethics, the success would have been visible today. If the spring is here, can winter be far behind. Weber said 'Once bureaucracy is fully established among the social structures which are the hardest to destroy'. Imposition of martial law is the cry of certain segments of society. If that happens, then, Pakistan's development: economic, social, political and institutional is not sighted far in the coming future. Global perception is that the bureaucracies of the developing countries are permanent stakeholders and the copartner; Politics are for the tenure Government has to make bureaucracies neutral in its role to stabilize the growth and system of the country

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