A STUDY OF POLITICAL ECONOMY OF BUREAUCRACY IN PAKISTAN

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Preface

"A Study of Political Economy of Bureaucracy in Pakistan" is genuine attempt to comprehend the nature and role of westernized bureaucracy of Pakistan. When independence was won in 1947, colonial bureaucrats became integral part of administrative machinery as a result of division of assets between two dominions (India and Pakistan). In the nascent days, bureaucrats played pivotal role in the mammoth task of settlement of refugees. Due to political anarchy in 1950's, primacy of bureaucrats, wielding reins of power in their hands and made the politician subservient to the executive. These bureaucrats floated the idea of 'one unit' to diffuse the numerical strength of Bengalis. After the imposition of first martial law on 8th Oct 1958, Ayoub Khan purged some stiff-necked ICS officers to transform violent horses to submission which emerged into a new bonhomie between military and bureaucracy. This nexus resulted into cosmetic defeat of Mohtarma Fatima Jinnah in the presidential election with a ratio of 63% (Ayoub's majority) and 36 % vote**.**

Purge of bureaucracy by Gen. Yahiya Khan and Zulfiqar Ali Bhutto, dismemberment of East Pakistan and bureau-politic nexus in various regimes (civil or military) invoked us to understand the underlying institutional decay of bureaucracy. Political instability in the 1990's, devolution plan of Musharraf regime (2001-2008), PPP's government (2008-2013) and current PML (N) regime (2013-date) empowered bureaucratic machinery with huge financial and administrative powers which resulted into mega corruption scandals. Channelized corruption, un-accountability, arbitrary decisions, unquestionable powers, and inefficiency seriously tarnished writ of the state. It deteriorated the level of inherited colonial bureaucracy and accentuated institutional decay.

Present study encompasses sixty eight years commencing from 1947 to 2015. The study enables us to understand the evolution and successive developments of administrative machinery, commencing from the British era to date. It spirals through the inception and secession of Pakistan, purges, screening and reforms, separation of executive from judiciary, devolution plan and emergence of challenges between federal and provincial services. Role of bureaucrats acquired specific significance in different eras (civil or military) in the polity and policy making of Pakistan. It also highlights economic interests of bureaucracy in the political and economic development of Pakistan. It empowers us to fathom the basis of imperative measures taken by different rulers to subjugate the administrative machinery. This study provides us a candid picture of administrative dynamics and its efficacy to dominate the political system in different regimes.

This research is analysis of the various factors, variables and dimensions of political economy of federal and provincial civil service culture and performance. It took into account the grass root complex realities and problems that hindered the grooming of a stabilized bureaucratic institution. The conclusions drawn in the paper are based upon both primary and secondary research.

I would like to express my sincere appreciation for the benign guidance of my learned Supervisor, Prof. Rahat-ul-Ain, Dean, School of Governance and Society and Sir Fayyaz (faculty advisor), for the clarity and understanding regarding research methodology, which greatly helped me in the execution of research work. I would also like to extend my deep gratitude to Prof. Hassan Sohaib Murad, Rector, University of Management and Technology Lahore and Sir Asif Iqbal Chaudhary, District Coordination Officer, Sahiwal who were instrumental in providing the appropriate resources and conducive environment to accomplish this research.

Abstract

The purpose of this study was to examine the "Political Economy of Bureaucracy in Pakistan" as a part of study in Public Policy. It was a goal of this study to understand the current practices of bureaucracy in Pakistan, associated with service delivery to common man. It was also the premise of this study to comprehend the challenges faced by the modern administrators regarding implementation of policies. One of the objectives of the study was to comprehend the reasons and nature of relationship between federal and provincial officers for more cordial and harmonious correlation, imperative for institutional stability in the administrative structure of Pakistan.

The study was carried on the provincial and federal officers in the Punjab province. The data presented in this research provides information for understanding the status of bureaucracy and implementation of policies by a sample of 452 Provincial and Federal officers in Punjab province in Pakistan. The study followed guidelines of exploratory and descriptive research. Data were collected through self administered questionnaire as well as e- mailed questionnaires to 452 provincial and federal officers in the Punjab province. Data was analyzed using descriptive statistics and independent sample't- test' to describe officers' perception about institutional quality, public policy formulation and implementation, politicization of bureaucracy, and federal-provincial services inter-relationship. No statistical difference was found between provincial and federal officers regarding public policy formulation and implementation of bureaucracy in Pakistan. While there found to be significant difference between provincial and federal officers about the perception of institutional quality of bureaucracy; politicization of bureaucracy and; federal-provincial services inter-relationship of bureaucracy in Pakistan.

The findings of the study indicated that the respondents favored for enhancing the institutional quality by imparting training to the officers and following meritocracy by discouraging quota-based selection of officers. Furthermore, the results of the study indicated that bureaucrats serve the politicians more zealously than the general public. They have developed strong nexus with politicians for political and economic interests; politicization of bureaucracy has exacerbated institutional decay and bureaucrats exert influence on civil governments. The findings also reflected that economic development of Pakistan was beyond the capacity of prevalent bureaucracy and Public policy process was not implemented due to bureau-politic nexus in Pakistan. The results of the study indicated that the federal officers, posted in the provinces, were more powerful than provincial officers; Provinces are financially commanded by federal officers being posted on the decision-making slots. Furthermore empowerment of provincial officers in the provinces can create better institutional stability and harmony because provincial officers are discriminated by the federal officers during promotions and postings in their own provinces deliberately, so, a joint service comprising of federal and provincial officers can be effective strategy for national solidarity. This study revealed the main problems related to bureaucracy of Pakistan. At the end, specific recommendations were suggested in view of the findings of the study and literature review.

This study would assist the future researchers to grapple with the work associated with institutional quality of bureaucracy of Pakistan that is sine-quo-non for economic development. It would also enable the researchers to clench the bureau-politic nexus through public policy formulation and implementation process.

Glossary of Terms

ACS	Additional Chief Secretary
APUG	All Pakistan Unified Grade
BEIC	British East India Company
CS	Chief Secretary
CSP	Civil Service of Pakistan
DMG	District Management Group
EIC	East India Company
ICS	Indian Civil Service
IFI	International Financial Institution
IPCC	Inter Provincial Coordination Committee
NCGR	National Commission for Governance Reforms
NES	National Executive Service
PAS	Pakistan Administrative Service
PCS	Provincial Civil Service
PES	Provincial Executive Service
PML (N)	Pakistan Muslim League (Nawaz)
PPP	Pakistan People’s Party
PSS	Provincial Secretariat Service
P&D	Planning and Development
SMBR	Senior Member Board of Revenue
S&GAD	Services and General Administration Department

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1. INTRODUCTION

Civil Service is not a modern notion. It dates back to the pre-historic period. Plato's Republic witnessed the significance of administrative slots(Plato, 1945). He emphasized the paramount significance of bureaucrats by highlighting the role of Guardians under the title of 'Guardian's manner of living' and 'Guardian's duties'. Plato pictured a state ruled by guardians, men specially chosen by their seniors in the service, trained in the use of their bodies and in the study of history, believing that they were a separate race from those they ruled, aloof, superior to the ties of marriage or fatherhood and to the attraction of gold, governing by the light of what they knew to be beautiful and good(Mason, 1985). "