



CONCEPTUAL & THEORETICAL FRAMEWORK OF GOVERNANCE AND NEXUS BETWEEN BUREAUCRACY AND GOVERNANCE

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Abstract

Governance is the practice of using logical approach to undertake the business of the state and government effectively and efficiently. The governance is evolving with the passage of time and emerging role of the bureaucracy in achieving the targets of good governance in any country is very crucial. The fundamental requirement and unquestionable stepping stone for the development and prosperity of the countries across the world has been good governance. The government's performance can be judged through public service delivery and bureaucracy is the key entity to execute the policies and plans of the government. The governance framework is largely relying on bureaucracy as most of the targets are linked with bureaucracy and good governance cannot be achieved with lean bureaucracy. Bureaucracy is undoubtedly the most significant component of the government to run the affairs and policy implementation of the government in a country. There has been a constant desire of every elected government in a democracy to make bureaucracy effective and efficient to attain good governance. The nexus between bureaucracy and governance is that both have similar framework and similar targets. In order to reconnoitre further, an attempt to identify the nexus between bureaucracy and governance has been made through this research and to ascertain the ways that how good governance can be achieved with the active role of bureaucracy.

Keywords: Bureaucracy, Governance, Nexus between Bureaucracy and Governance, Good Governance, Accountability, Conceptual & Theoretical Framework of Governance



Introduction

Governance is a strategy for exerting authority over a state's political, economic, and social resources for development. Since the ancient period, governance has been a characteristic of all civilised communities around the globe. the administration of government in a way that respects the rule of law and is largely devoid of corruption and abuse. Participation, accountability, transparency, the rule of law, efficiency, and equality are traits of good governance. The art of governance, like human civilisation, has progressed from tribal chiefdoms to modern forms of democratic rule. Democratic governance entails the participation of the general public in the administration of government matters. The World Bank established the term "good governance" in 1989 to characterise contemporary government following the end of the Cold War. Because research by the World Bank established a link between governance and development, the new concept of good governance was seen as a vital precursor for development. Good governance, according to the IMF, is also a requirement for resolving macroeconomic imbalances, lowering inflation, and implementing trade, exchange, and market reforms in the national economy.

A complicated organisation with numerous systems and procedures is referred to as a bureaucracy. The Cambridge dictionary defined Bureaucracy as “a system for controlling or managing a country, company, or organization that is operated by a large number of officials employed to follow rules carefully” (Cambridge, n.d.). Usually the term bureaucracy is used for the public servants or civil servants who work in government departments for the state and government assigned some specific tasks to execute the plans and policies to run the government. Effectively implemented systems and procedures slow down decision-making. The bureaucracy intended to preserve control and homogeneity inside the organization. Governments and major organisations, including companies, frequently adopt bureaucratic procedures. The administration of the organization's rules and regulations is crucially dependent on its bureaucracy.

The good governance in public sector organizations has become a norm in modern governments. The Weberian model of bureaucracy based upon institutionalism has been replaced by new public management and rational choice theory of public administration in which public sector organizations have to improve public service delivery. This is the principle of modern government which international financial institutions have emphasized by giving new idea of good governance in early 1990s.

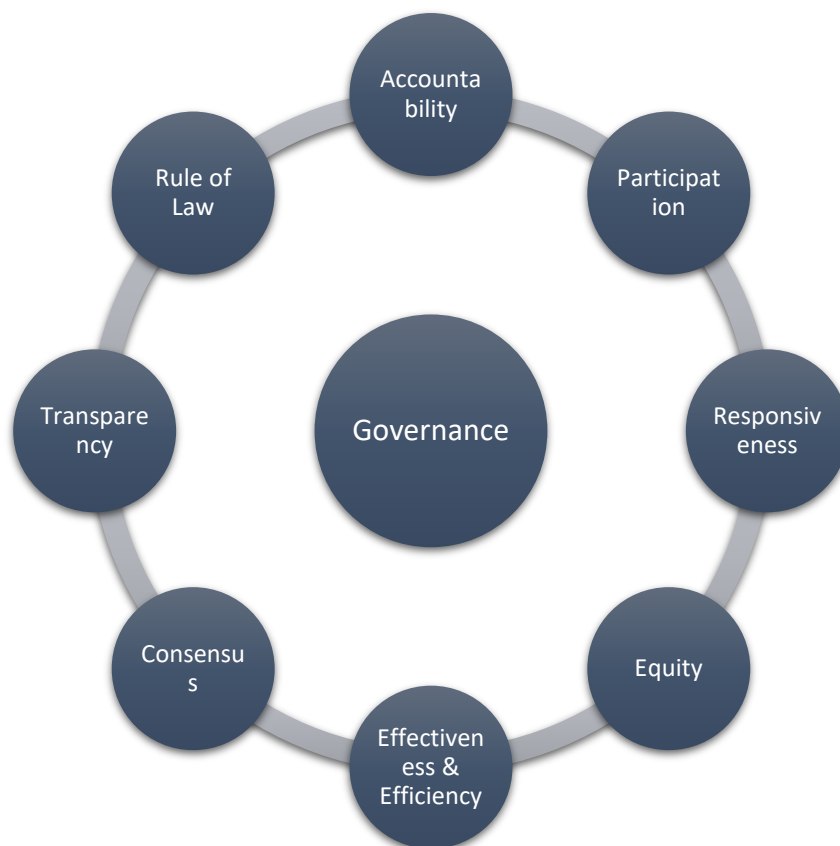
The "Public Service" is always the focus of good governance which is the goal to provide service to the people. The bureaucracy is responsible for public service delivery. The service-centered strategy combines public and private non-profit organisations, despite the fact that certain models are in use in various nations throughout the world. The laws, professional standards, and values come before the interests of the population in this edifice of public service delivery built on the principles of good governance.



Poor service delivery resulting from poor governance has a negative impact on the lives of the general populace. Anarchy, corruption, and social injustice are being brought about in emerging nations like Pakistan as a result of poor governance. Therefore, it is urgently necessary to enhance governance in order to meet the society's justifiable demand for greater service delivery.

Conceptual Framework of Governance

The real spirit of governance may be reached through a set of principles that are the foundation of governance philosophy. Governments and systems are said to be well governed when they adhere to all of these principles and guarantee their genuine application. These principles of governance are as under:



1. Rule of Law

Rule of Law means everyone is equal before law and none is above the law. Laws are implemented and applicable on every citizen and government treats everyone according to law. No impartiality by the government and bureaucracy in provision of public service delivery to citizens is the key indicator that the state has Rule of Law. This principle is the most essential element for the good governance. Rule of law is



imperious for the existence of an ideal state. The other principles of the good governance are also relying on this principle because Rule of Law is essential to ensure accountability, transparency, equity and effectiveness.

2. Accountability

The foundation of the notion of governance is accountability; without it, no government in the world could pursue governance. Without accountability, there can be no distinction between the laws of the jungle and those of a developed civilization. Accountability is the foundation of a civilized country. In the past, there was a "might is right" society in which the weaker members of society were not respected. Most frequently, the power was held by ruthless, tyrannical leaders who lacked compassion for their victims but had devoted ministers and submissive bureaucrats at their side. And to achieve the status of Good Governance, government has to ensure that accountable bureaucracy.

Due to the constant calls for improved governance and administration from citizens and donors, as well as the global trend toward democracy, accountability has become a main focus in the present discourse on politics and public administration. To make sure that bureaucracy's actions fall within the bounds of their authority, accountability is crucial in public service. Accountability is therefore seen as a workable strategy for managing bureaucracy's behavior and avoiding misuse, fraud, and abuse of authority. Good governance and the effective provision of services to a country's population are both intrinsically and extrinsically tied to accountability. To maintain efficient and effective governance, it is impossible to in any way alienate these two. Accountability may be viewed in a wider context as a contemporary instrument of administration, good governance, and accountability when exerting power and making use of resources. It is not just about holding someone accountable for a wrongdoing and punishing him for it.

3. Transparency

Transparency is one of the important principles of governance theory. Transparency is the practice of making decisions and carrying them out in a way that complies with laws and regulations. It also implies that there is sufficient information offered, and that it is presented in formats and mediums that are simple to comprehend. Bureaucracy can ensure the transparency in procurement of goods and services on behalf of government for public and public institution and for transparency in Public Sector Development Programs for better public service delivery. (UNESCAP)

4. Public Participation

Democracy is a form of governance where decisions are made by and for the people. In this type of governance, the people have the authority, and they utilize that power to



make wise judgments. Even if it is a work in progress, public engagement is crucial to creating good governance across all sectors, which will be founded on fairness and fair play. But in case of bureaucracy they are not trained or their conventional structure is not designed to welcome public participation as they treat it like interference from the outside in their business but contemporary governance focus on the public participation to ensure transparency, accountability and rationale decision making through public participation in government's working.

The success of any strategy and the idea of good governance are both centered on the citizens. However, it is evident that the public is not involved in shaping policy in the majority of nations throughout the world, with Pakistan serving as one such example. The public's ability to participate in the process of formulating policy is hampered by the political motivations and vested interests of the political parties. People start to distrust the government as a result, which eventually leads to the failure of any policy. This causes widespread unrest and turbulence.

If a policy choice does not serve the interests of the intended public, political leaders and government employees must be held responsible and accountable to the people. By doing this, it may be possible to reduce corruption and improve the administration of public resources. The greatest contributor to hardship is when the general population is not engaged and is kept out of decision-making processes, depriving them of their rights and fostering unfair power dynamics.

5. Responsiveness

All stakeholders, notably citizens, must be served by institutions and public servants in a fair amount of time. Politicians are considerably responsive to the complaints and issues of the people because they are holding public office due to the votes of the citizen so they likely to respond more quickly and effectively as compare to bureaucracy if they don't work upto the mark of the citizens, they will not be elected next time. But in the case of bureaucracy, they are permanent employees of the government so they like to respond not so quickly. The more responsive government and bureaucracy is the more easily get the status of good governed.

6. Equity

All groups must have an opportunity to enhance or maintain their wellbeing, especially the most vulnerable. Impartiality is an evil which destroy the fabric justice in the society. Impartial treatment by the state can adversely affect the trust of the people on elected (parliamentarians) and non-elected (bureaucracy) representatives of the government. For effective governance government has to deal with every citizen with equity irrespective of their status, religion and gender.



7. Efficiency and Effectiveness

Together, institutions and processes produce outcomes that meet societal needs while making the most use of the resources at hand. In the context of good governance, the idea of efficiency also includes resource management and environmental protection. The effectiveness of the policies and decisions of the government in favor of public and state are essential in order to get the desired results because if the policies and decisions are not effective they cannot produce the expected outcome. Efficiency of the government and bureaucracy is also equally essential because efficient civil service help government to execute its policies, plans and decisions.

8. Consensus

In any cultural context, Good administration requires the conciliation of the many social interests in order to create a broad social consensus on what is best for the entire nation and how this may be done. It also demands a thorough and long-term perspective on what is necessary for sustainable human development and how to achieve its goals. The only way to achieve this is to comprehend the historical, cultural, and social contexts of a certain culture or community. To make policies and action more effective consensus of all stakeholders is required because with consensus there is little or no chance of conflict between the stakeholder and that particular policy can be executed easily.

Both advising and dimensional qualities may be found in the notion of governance. What the government can do through a complicated network of institutions is the political science approach to governance. No one is in command in today's globe because of modern administration (Chhotary & Stoker, 2009). Chhotary and Stoker contend that an investigative approach to governance, as opposed to a normative one, which compares the system to a set of precepts, can better address the issues and aims of government. Undoubtedly, the normative approach provides a list of principles that serve as a framework for a governance model, demonstrating how governance can be achieved by merely ensuring transparency and accountability. However, this approach may not be effective in all contexts, necessitating the need for an empirical and investigative approach.

Conceptual Framework of Bureaucracy

The Bureaucratic Theory, developed by renowned German thinker Max Weber, asserts that bureaucracy is a highly codified, regulated, and impersonal organization. According to his thesis, a bureaucracy should have a specialized personnel, an organized hierarchy, and well stated regulations that are followed. Most of the government organization has adopted Weber's theory of Bureaucracy (J., 2019). Following principles of bureaucracy are introduced by the Max Weber which can improve the efficiency and effectiveness of the government:



1. Authority Hierarchy

The Max Weber proposed that there should be hierarchy in an organization so everyone know who they are reporting and who is reporting to them. This can avoid confusion of multiple bosses and multiple instructions and an employee knows whose orders need to be followed. With clarity in hierarchy of command, the efficiency can be increased.

2. Formal Rules & Regulations

According to this principle, there should be some rules and regulations to be following in the organization by every member of the organization. Rules and regulations are to make things easier with equity. If there are some rules and regulations, then every bureaucrat should follow it irrespective of his position. The set of rules and regulation increase the performance of the worker as he knows how to perform the task and what are the limitation.

3. Division of Labor and Specialization

The work should be divided in to smaller and highly specialized jobs (Lunenburg). The specialized job should be performed by the specialist because the job will be performed perfectly and performance of the employee can also be improved.

4. Career Orientation

Career orientation is one of the most important principle of the Weber's bureaucratic theory because the personal goals, satisfaction and motivation increase the efficiency of an employee. If an employee is given a promising career, job security and incentives, then he works with utmost dedication and can contribute fully to achieve organization and collective goals.

5. Impersonality

The impartial treatment within an organization can demoralize the other employees, therefore, there should be no nepotism and everyone should be treated equally according to rules and regulations irrespective of the position of the employee in the organization. And all the decision should be taken on rationale and practical ground without any discrimination

6. Formal Selection Process

The Weber emphasized that there should be a formal process of selection or induction of bureaucrats based on merit. Appointment and promotion on particular position should be based on performance, merit and competence of the officer.

According to Niskanen's fundamental concept of bureaucracy, there is a fiscal relationship between representative government, represented by the legislature, and bureaucracy, represented



by civil workers (Niskanen, 1971). The legislature/elected government distributes monies with the expectation that public services would be provided in a predetermined quantity as a result. The bureaucracy pledged to fulfil its end of the bargain in accordance with funds granted for a particular project (Chopra, 2004).

According to Weber, bureaucracy is a logical organization with all the traits that go along with it. A position's presence, responsibilities, authority, hierarchy, system, formality, discipline, professional ability, and seniority were among the characteristics mentioned (Muhadam Labolo, 2019). These traits define the bureaucracy as a tool for achieving group objectives. A tangible definition of bureaucracy is an organization, whether it be a military or civilian agency, that has a pyramidal structure to its chain of command and places more individuals at lower levels than top levels. ascending to the top of the increasingly small number of power holders because he verifies leadership with more sweeping authority. In contrast, the descending more and more staff, but he continued to display a more constrained level of control.

Nexus Between Bureaucracy & Governance

Bureaucracy is of a pivotal importance for any country for effective implementation of policies and action plans of the Government. The face of the Government is reflected through bureaucracy as the bureaucracy is the driving force of the government. No government can achieve their long term vision and goals without efficient bureaucracy. In Pakistan, the situation of bureaucracy is not up to the mark on account of being politicized, ineffective and corrupt as reflected in the ranking of the Transparency International which ranked Pakistan 140 in Corruption Perception Index.

The backbone of governance is an efficient, effective, and neutral bureaucracy. Countries without a well-organized bureaucracy are at a hindrance in terms of implementing its vision, plans, and policies in an efficient and cost-effective way in order to achieve economic growth. Unfortunately, there is widespread consensus in Pakistan that the bureaucracy's production, efficiency, effectiveness, impartiality, objectivity, and attitude toward ordinary residents are not up to par. Political influence and intervention, quick transfer/posting, inadequate remuneration package, reliance on obsolete rules & regulations, processes, centralised decision-making, and dominance of one service cadre are only a few of the significant elements that are eroding Pakistan's bureaucracy.

Some of the principles of bureaucratic theory developed by the Weber have nexus with governance model. The bureaucratic theory and governance theory have relations as under:

1. Every individual in an organization must be assigned to a hierarchy, and each level of the hierarchy must have authority over the levels below it. The foundation of centralized and organized decision-making is said to be hierarchy. This principle is conventional one and considered as outdated which requires time to take a decision but this involve many



bureaucrats in hierarchy to take a decision which creates participation in decision making but not from the general public side.

2. Rules can be used to control the organization, and government should be rule-based to assist decisions made at higher levels that affect decisions at lower levels be implemented. Rigid rules and regulations aid in the methodical management of organizational affairs. The Rule of Law component of the governance framework is somehow similar to this principle as bureaucrats are supposed to act according to law and certain rules under which they are being governed so when they fulfill their obligations, actually they are adhering both bureaucratic theory and governance model.
3. Bureaucrats are supposed to deal with two types of assignments or mission and targets in a bureaucratic organization, one is up-focus and the other one is in-focus. The in-focus targets are those which are internal targets set to achieve within the organization such as personal growth and up building of the institutions. The up-focus obligations or mission are those which are set for stakeholders such as citizen and government to whom the bureaucrats are supposed to facilitate and serve. The governance framework is also believing to achieve the targets of institution building and public service delivery, hence this also creates linkage between bureaucracy and governance.
4. One of the most important elements of Max Weber's bureaucratic theory is that the job is performed by specialists. Not every employee is qualified to accomplish every work; only the appropriate individual for the job should complete it. The task should only be handed to those who have the requisite knowledge and abilities. An expert is more suited than others to perform a task quickly and effectively. If the job is performed by a specialist then it also fulfills the element of Efficiency and Effectiveness principle of governance. That means the government can attain the goal of good governance through specialist bureaucrat.
5. Everyone, including public servants and bureaucrats as well as people outside the institution, should be treated equally by the bureaucracy, which should be impersonal. The way bureaucracy functions in their field of business shouldn't be influenced by personal preferences. This principle of the Weber's bureaucratic theory is similar to the principle of Equity of the Good Governance Model and observance of this principle is actually observance of both model's principles which results in good governance. So, this is another sign which shows relation between governance and bureaucracy and if bureaucracy just complies to its own principle it actually complies for governance also which paves the path for good governance in the country.
6. Bureaucrats should be chosen and promoted based on their technical expertise and abilities as relevant to their position. This principle of the bureaucratic theory can be achieved by implementing the efficiency and effectiveness component of the governance model. If the bureaucrat is competent enough to be promoted only then he should be promoted. With ability, relevant experience and merit, the good governance becomes an easy task for the government to attain but without merit and competencies bureaucracy can ruin the affairs of the state and will create an uncontrolled mess.



Conclusion

On the basis of above analysis of the conceptual and theoretical framework of the governance and bureaucracy, it can be concluded that there is nexus between bureaucracy and governance. The lack of accountability in the bureaucracy, which prevents them from doing their jobs effectively, is one of the causes of bad governance and corruption. It is regrettable that people are not given the opportunity to engage in policy making due to the institutional structure and attitude of the bureaucracy. Public involvement in policy development and decision making can assist policy makers in maintaining transparency and good governance. However, effective bureaucracy changes are necessary to establish good governance since they will improve the delivery of public services. Furthermore, it may be deduced that there is a clear link between bureaucracy and effective government.

While achieving the targets of one, the targets of other is also adhered automatically as they have strong relations and ultimate goal of the bureaucracy is good governance. Moreover, bureaucracy being the deriving force of the government and key implementer of the policies and action plans, the good governance cannot be ensured without the effective and efficient bureaucracy.

With time, governance becomes more complex, and the bureaucracy's role in helping any state to achieve its goals for good governance is becoming increasingly important. Good governance has been an absolute necessity and a crucial building block for the growth and prosperity of nations all over the world. Public service delivery is a good indicator of a government's effectiveness, and the bureaucracy is vital to carrying out its objectives and programmes. Since most of the goals are related to bureaucracy and excellent governance cannot be accomplished with lean bureaucracy, the governance framework heavily relies on it. Without a question, the most important element of a government that controls how its operations and policies are carried out is bureaucracy.



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