An Analysis of Bureaucracy as a System of Scientific Management

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Abstract: Bureaucracy as an institution is as old as human civilization with which it has a very close relation. As an organ of government and administration, bureaucracy has roots in the ancient world where it has played a vital role in the administration of great civilizations like Chinese, Persian, and Roman, and provided continuity, stability and order to them and their administrative systems for a long time. Practically we do not have a true alternative to bureaucracy with the results that no institution will ever entirely replace it. The twentieth century witnessed an enormous expansion and development of bureaucracy because of the emergence of new states, the end of colonialism, and the struggle/competition of capitalism and socialism as diverse ideological systems across the globe. The welfare state in capitalist and socialist systems expanded their ranges of functions beyond limits, and both developed a huge structure of bureaucracy. Side by side, a steady political pressure against bureaucracy started as citizens, corporate business leaders, politicians, and academics increased their crusade against bureaucracy and started labeling it as autocratic and indifferent to the masses. The modern world is passing through a speedy globalization of corporate capitalism, and with the collapse of Socialist world there is global chaos in ideological, ethnic, political, institutional and economic spheres which has kept bureaucracy in serious crises with its institutional capacity started to erode. But these crises have not rendered bureaucracy dead or disappeared because we have no practical alternative to this institution. This paper is an attempt to explain bureaucracy at a glance. It gives a detail of the various theoretical perspectives on bureaucracy, explains bureaucratic formalization, pinpoint the causative factors of bureaucritization, and shows how bureaucracy can be made responsibility before giving a critical review of it

Keywords: Bureaucracy, Scientific Management, Traditional Authority, Rational-legal Authority, Charismatic Authority, Formalism

1. Introduction

Bureaucracy is understood under three different meanings: first as a traditional view as presented by Max Weber under Weberian model and refers to any societal organization with several idyllic features like clear line of hierarchy, unity of command, division of labor and specialization of functions, record keeping, and merit-based system, and lastly, rules and regulations regulating relationship and govern organizational performance [30]. This type of bureaucracy is the most professional and efficient organizational structure for policy implementation. Secondly, it refers to any large institution or organization structured with functions, missions, and processes with a

major impact on its external and internal environments. This meaning of the term is boarder and applicable relatively to all large public, private, ancient and modern organizations [29]. This meaning of the term was already mentioned, studied and applied in academic inquiries. Thirdly, the term is sometimes referred to as "dynamic" and is applied to security and military bureaucratic organizations governance. Although there is a danger of creating distinctions among the three meanings of the term, as they markedly overlap, such categorization may be helpful for a better understanding of the term. The fact that all bureaucracies are the integral parts of the broader social systems (society, government culture, religion and economy) should be kept in mind. Like other form of organizations, bureaucracies too function within and are part of the broader societal systems that expand and constrain accordingly.

2. Theoretical Perspectives on Bureaucracy

For analytical purposes, bureaucracy can be understood under three theoretical perspectives. The first one takes bureaucracy positively as the apparatus of government, an essential structure to run and organize governmental affairs in both internal and international relations. This perspective views bureaucracy as an essential part of governance system, an inevitable structural form of an organization. It considers bureaucracy as the best system for order, effectiveness and stability, and an administrative arm of government having no equal alternative. It suggests everyone of impartiality in the application of rules, decisions based on merit, professionalized performance, continuity and stability against disorders, durability, expertise, and vast capacities to carry out large-scale tasks which no other organizations can perform [30; 22; 9]. This view of bureaucracy has tended to widen the concept of bureaucracy into a notion of "administrative state", an institutionalized administrative structure with professional and organizational capacities to manage economy, society, and its public affairs and serve vital public interests [28; 29].

The second view takes bureaucracy negatively: rigid, pathological, slow, dysfunctional, stifling, obstacle, objectifying social life and thus dehumanizing. This perspective views bureaucracy as undemocratic and unaccountable to the citizens. The solution lies in privatizing governance functions through large scale marketization, privatization, and commercialization. The contemporary neo-liberal and neoclassical economic and political theorists of "public choice" and the New Public Management movements support this view [17/195-205; 19; 12].

The last perspective on bureaucracy is more balanced and realistic one. It views bureaucracy both positively and negatively. Waldo [29] reminds us of the effectiveness of bureaucracy as an institution of public administration, with both positive and negative features. This perspective posits that there is no genuine alternative to bureaucracy. Bureaucracy is useful when it is balanced and rational in its functioning and serves general public interests, free from repressions, corruption, and rigidity. It is harmful when it serves particular interest groups and work against the general interests of the society.

3. Bureaucracy Explained

Bureaucracy is more efficient and rational organizational structure than the traditional and charismatic ones. It is a rational structure to achieve goal with maximum efficiency-highest possible outcome with least human and material resources cost. Rationality refers to implementation and not to the selection of goals because it is possible to achieve completely irrational goals by rational means. Bureaucracy has instrumental role in achieving the specified goals. In order to justify his concept of bureaucracy, Marx Weber differentiates three types of authorities; a) *Traditional Authority* which rests on the established beliefs in the sacredness of immemorial usages/traditions and the legitimacy of the authority under such traditions; b) *Rational-legal Authority* which rests on a faith in the legitimacy/legality of pattern of normative rules and the right of those having authority under such rules to issue orders; c) *Charismatic Authority* which rests on attachment to explicit and exceptional heroism and exemplary character of an individual and of the normative order revealed or ordained by him [24/40].

It should also be kept in mind that the division is not too strict but erosive. With each authority a distinctive administrative structure is associated. Traditional authority provides a diffused and particularistic structure exemplified by patrimonialism like feudalism and patriarchalism. A charismatic authority is linked with exclusively personal relation linking an inspiring leader with his faithful followers. This type arises during crisis and instability when the situation requires individuals believed to have exceptional gifts of spirit and mind. Charisma is routinized, the number of adherents increases to include more committed participants [30/358-73]. According to Weber [30], only traditional and rational-legal authority relations are sufficiently stable to provide the basis for the formation of permanent administrative structure. He says that in modern states and most specifically in most advanced institutions of capitalism, traditional structure gives way to rational-legal structure as a result of their technical superiority over other type of organization. Bureaucracy has distinct features which are as below:

A. **A Hierarchical structure of Offices:** It means the rule or control of the higher over the lower. It is a graded organization of several successive steps in which each of the lower level is immediately subordinate to the next higher one and through it to the other higher steps right up to the top [25/151]. Each of the lower administrative unit is supervised and controlled by the higher one. It is also called as scalar system. It is a mean of formal control and communication. Order, directives and commands go down the scale and complaints and performance go upward. All bureaucratic structures follow the principle of hierarchy [31/197].

B. *A list of General Rules Governing Performance*: The management of the office follows general rules. The rules govern the official decisions and actions, even behaviors. These rules are more or less stable and exhaustive. It involves jurisprudence, administrative or business management. The theory of modern public administration assumes that the authority to order certain matters by decree does not entitle the bureau to regulate the matter by commands given for each case, but only to regulate the matter abstractly. This stands in extreme contrast to the regulation of all relationships through individual privileges, which is dominant in patrimonialism [31/198].

C. *A Stable Division of Labor and Functional Specialization*: There is the principle of fixed and official jurisdictional areas, which are generally ordered by rules- laws or administrative regulations. This illustrates that the regular activities required for the purposes of the bureaucratically governed structure are distributed in a fixed way as official duties and that the authority to give the commands required for the discharge of these duties is distributed in a stable way and is strictly delimited by rules concerning the coercive means, physical, or otherwise, which may be placed at the disposal of officials. Only persons who have the generally regulated qualifications to serve are employed. In public and lawful government these elements constitute 'bureaucratic authority.' In private economic domination, they constitute bureaucratic management [31/196].

D. *A Division between Personal from Public Property and Rights*: In the rational organization the members of the administrative staff should be completely separated from ownership of the means of production or administration. Officials, employees, and workers attached to the administrative staff do not themselves own the non-human means of production and administration. There exists in principle complete separation of the property belonging to the organization, which is controlled within the sphere of office and the personal property of the official, which is available for his own private uses [30/331-2].

E. *Written Record*: Administrative decisions, acts and rules are formulated and recorded in writing and is based upon written documents (the files), which are preserved in their original or draft form. There is a staff of subaltern officials and scribes of all sorts. The body of officials actively engaged in a 'public' office, along with the respective apparatus of material implements and the files make up a 'bureau' [31/197].

F. *Merit Based Selection of Personnel*: Staff is selected on the basis of technical qualification. In the most rational case, this is tested by examination or guaranteed by certificate of technical training or both. They are appointed on the basis of merit.

G. *Administrative Responsibility*: The personnel are subjected to strict and systematic control and discipline in the conduct of the office [30/334].

H. *Careerism*: Employment is viewed as a career. The office is treated as the sole or at least the primary occupation of the incumbent. There is a system of promotion according to seniority or to achievement or both. Promotion is dependent on the judgment of superiors [30/334]. Careerism certainly helps to attract and retain qualified and competent people to devote their working lives to bureaucratic organizations. Employees have guaranteed tenure as long as they do an acceptable job. And as a reward for their organizational loyalty, they receive a pension at retirement. Thus assured, they can devote themselves and their talents to advancing the interests of their employer and concentrate on doing a good job without worrying distractions. If carried too far, the concept of careerism can produce a quite different type of employee. The career system is a closed system. Successful probationers stay with the same organization for the whole of their working lives. They know no other organization.

I. *Impersonality*: Bureaucrats are impersonal, act impartially, put aside all extraneous and personal considerations, and decide rationally. Presumably the rational decision is the right decision. However, excessive impersonality turns clients into dehumanized object and inevitably becomes quite insensitive even to genuine human plights. Such impersonality has turned certain bureaucracies into fearful machines of human suffering, degradation and instruments of man's evil to man. Even in welfare bureaucracies where humane treatment is the objective, the impersonality of the administration is dysfunctional as if the organization were itself uncaring.

J. *Instrumental Role*: The bureaucracy performs an instrumental role. This means that it is restricted to the implementation or enforcement of the policies enacted by the political authority.

K. *Goals Specificity***:** Specific goals not only supply criteria for choosing among alternative activities, they guide decisions about how the organization structure itself is to be designed. They specify what tasks are to be performed, what kind of personnel are to be appointed, how resources are to be allocated among participants. The more general or diffuse the goals, the more difficult it is to design a structure to achieve them [24/32].

4. Bureaucratic Formalization

In bureaucratic structure, the rules regulating human behaviors are explicitly and precisely formulated. Formalization makes the behaviors more predictable by standardization and regulation. Stable expectation is expected from each official. It makes the structure of behavior more explicit and visible and also the principles that govern behaviors in the system. It is possible to diagram the organizational structure, the flow of information and communication and the ways in which officials report to each other. It ensures the smooth organizational functioning free of the feeling (negative or positive) members have for each other. Formalization is the object of criticism, some scholar support it while other oppose. Adler & Borys [1] while giving the concept of two types of bureaucracies, enabling and coercive, say that there are both negative and positive arguments regarding formalization. Formalization has been found to be positively related to propensity to leave, absences, psychological and physical stress, and negatively related to job satisfaction, innovation, self-estrangement, alienation and anomie [see for example 2; 4; 18; 14; 23]. Positively, formalism is related to efficiency. Under this view, workers will accept formal work procedures that are properly designed and implemented. Well-designed procedures can facilitate task performance and thus enhance workers' pride of workmanship. Formalization reduces ambiguity and role conflict, thus enhances work satisfaction and reduces feelings of stress and alienation [see for example 7; 13; 20; 21].

5. Causative Factors of Bureaucritization

A. *Increase in Governmental Functions and the Rise of Welfare State*: With these developments, there occurred a greater need for the satisfactory implementations of the governmental policies and decisions. The increasing demand of a society for law and order and protection (police) in all fields exerts an especially preserving influence in the direction of bureaucratization [31/213].

B. *The Rise of Capitalism*: Modern capitalist market economy demands that the administrative business be discharged unambiguously, precisely, continuously and with speed. Normally, modern capitalist organizations are unequalled models of strict bureaucratization [31/215].

C. *Need for Technical Expertise*: The reason for the dominance of bureaucratic organization has been its purely technical superiority over all other type of organizations. The developed bureaucratic system compare to other organizations is as does the machine with the non-mechanical mode of production. Precision, unambiguity, speed, continuity, unity, discretion, strict subordination, reduction of friction and material and personal cost are raised to the optimum point in the strictly bureaucratic administration [31/214].

D. *Improved Means of Communication*: The modern means of communication act as pacemakers of bureaucratization. This development is a condition of decisive importance for the possibility of bureaucratic administration. The improved means of communication have helped in the centralization of power and decision.

6. Approaches to Rational Structure

Most of the advocates of the rational system position assume the importance of formal structure and concern themselves with specifying the nature or contents of that structure. In this respect, we have the following four approaches to the study of rational model.

A. *Weber Theory of Bureaucracy***:** This approach is mainly based on the principles like division of labor, hierarchy of offices, general rules for performance, merit based appointment on technical expertise etc. Our preceding discussion mainly depicts Weber's approach.

B. *Administrative Theory*: This theory emphasizes on management functions and tries to give broad administrative principles that would serve as guidelines for the rationalization of organizational activities. While Taylor and his disciples proposed to rationalize the organization from the "bottom up"- changes in the performance of individuals' task affecting the larger structure of work relations- the administrative management theorists worked to rationalize the organization from the "top down". The various contributors to this approach did not reach agreement as to what the number of principles required or the precise formulation of many specific principles. But there was consensus on the importance of two types of activities- coordination and specialization [24/38]. The major principles are scalar principle, unity of command, span of control, departmentalization, co-ordination, exception principles, line and staff principle, principle of delegation. These principles give great emphasis on formalization.

C. *Simon's Theory of Administrative Behavior*: In Simon's view organization both simplify decisions and support participants in the decisions they need to make. The way in which organization simplify participants' decisions is to restrict the ends towards which activities are directed. Simon's model stresses modest control of participants saying that training and channeling of information and attention play a larger role in producing dependable behavior than do commands or sanction. His model integrates the two key elements of rational system: goal specificity and formalization.

D. *Taylor's Scientific Management*: In his work, *The Principles of Scientific Management* [26], Frederick Winslow Taylor described how the application of the scientific method to the management of workers could improve productivity. Scientific management methods called for optimizing the way that tasks were performed and simplifying the jobs enough so that workers could be trained to perform their specialized sequence of motions in the one "best" way. Taylor's fundamental concept and guiding principle was to design a production system that would involve both men and machines and that would be as efficient as a well-designed, well-oiled machine [11].
Under scientific management, the initiative of the workman is obtained with absolute uniformity. The managers gather traditional knowledge and then classify, tabulate and reduce that knowledge to rules, laws and formulae which are helpful to workman in performing his duties. The management takes over all work for which it is fitted while in the past all the responsibility was put on the workman. Now under the scientific management fully half of the problems are up to management. The activities of both the managers and workers are rationalized as both are equally subjected to the realm of science. Under scientific management, it is possible to scientifically analyze task performed by workers in order to discover those procedure that could produce maximum output with minimum input of energy and resources [26].
Scientific management has foundation in the belief that the true interests of the employees and employers are one and the same, i.e. prosperity for the employers can't exist a long time unless it is accompanied with the prosperity of employees and vice versa. Under scientific management, it is possible to give the workman what he most wants i.e. high wages and the employer what he wants the most i.e. lower labor cost for his manufacture with increase output. Under it the work of every workman is planned out by the management and each man receives in most cases complete written instructions describing in detail the task which he is to accomplish as well as the means to be used in doing the work and the work planned in advance in this way constitutes a task which is to be solved not by the workman alone but by the joined efforts of the workman and the management [26/20]. Close, intimate and personal cooperation between the management and the workers is the essence of modern scientific management. In past work was performed by skilled craftsmen who had learned their jobs in lengthy apprenticeships. They made their own decisions about how their job was to be performed. Scientific management took away much of this autonomy and converted skilled crafts into a series of simplified jobs that could be performed by unskilled workers who easily could be trained for the tasks. Taylor [26] explained that even the most basic, mindless tasks could be planned in a way that would increase productivity, and that scientific management of the work was more effective than the "initiative and incentive" method of motivating workers. The initiative and incentive method offered an incentive to increase productivity but placed the responsibility on the worker to figure out how to do it. After years of various experiments to determine optimal work methods, Taylor proposed the following four principles of scientific management:

a. To develop a science for each element of a man's work, this replaces the old rule-of-thumb method,
b. To scientifically select and then train, teach, and develop the workman thus ensuring the appointment of the "right man for the right job",
c. To heartily cooperate with the men so as to ensure all of the work being done in accordance with the principles of the science that has been developed, and
d. There is an almost equal division of the work and the responsibility between the management and the workmen.

Scientific management is summarized as:

a. Science, not rule of thumb,
b. Harmony, not discord,
c. Cooperation, not individualism,
d. The development of each man to his greatest efficiency and prosperity, and
e. Maximum output, not restricted output [26/74].

Though in many cases the new ways of working were accepted by the workers, in some cases they were not. The use of stopwatches often was a protested issue and led to a strike at one factory where "Taylorism" was being tested. Complaints that Taylorism was dehumanizing led to an investigation by the United States Congress.

Taylor believed that the success of his methods depended on management controlling and replacing the craft knowledge held by workers with a systematized method of production. However, workers did not accept Taylor's methods readily. In fact, his attempts to redesign the work process "immediately started a war...which as time went on grew more and more bitter" [16/80]. Despite its controversy and the fact that Taylor's complete system was never fully implemented, scientific management changed the way that work was done, and forms of it continue to be used today. Taylorism changed the relations between management and labor by changing the position of labor in the firm. Unorganized and unskilled workers bore much of the brunt of the advance of scientific management in the factory [10].

6. How Bureaucracy can be Made Responsibility

Ministerial responsibility is the methods used to restrict bureaucracy to its instrumental functions. There are broadly two methods of this control: Internal and external.

A. *Internal Responsibility*: This is the control exercised on the officials within the bureaucratic structure. This can be ensured by the following ways:

a. *Annual Confidential Report (ACR)*: The superior in every department and ministry writes the annual performance report of every subordinate which may exercise some control on the subordinates.

b. *Hierarchical System*: Every subordinate is under the strict control of the superior in the scalar system and is restricted to the area of his jurisdiction.

c. *Administrative Code of Conduct*: Every official has to observe the administrative code of conduct which specifies the administrative ethics and morals.

d. *Efficiency Survey*: In various cases efficiency surveys are conducted to know the progress of the subordinates. This method also makes the subordinates to restrict to their area of jurisdiction [15].

B. *External Responsibility*: It is that type of control which is exercised over the bureaucracy from the outside. This is ensured through the following ways:

a. *Responsibility to Executive.* This can be ensured by the executive through the power of appointment and removal. However, executive can control bureaucracy only when he has an extra-bureaucratic power base.

b. *Responsibility to Legislature*: This is ensured by the members of the legislature by asking questions and supplementary question from the members of the cabinet in parliamentary form of government. Other methods of ensuring it are Passing Resolutions, Appointing Investigation Committees and Budgetary control.

c. *Judicial Control*: This is the control exercised by the judiciary over the administration. This can be ensured by the following methods:

i. *Writ of Habeas Corpus*: It is a Latin phrase meaning "you are to have the body or (we command) that you have the body". It is a writ, or legal action, through which a prisoner can be released from unlawful detention. The remedy can be sought by the prisoner or by another person coming to his aid. A writ of habeas corpus is a summons with the force of a court order, addressed to the custodian (a prison official) demanding that a prisoner be taken before the court, and that the custodian present proof of authority, allowing the court to determine if the custodian has lawful authority to detain the person. If the custodian does not have authority to detain the prisoner, then he must be released from custody. The prisoner, or another person acting on his/her behalf, may petition the court, or a judge, for a writ of habeas corpus. It is sometimes described as the "great writ" [15/213].

ii. *Writ of Injunction*: A court order by which an individual is required to perform, or is restrained from performing, a particular act. An injunction commands an act that the court regards as essential to justice, or it prohibits an act that is deemed to be contrary to good conscience. It is an extraordinary remedy, reserved for special circumstances in which the temporary preservation of the status quo is necessary. Injunctive relief is not a matter of right, but its denial is within the discretion of the court. Whether or not an injunction will be granted varies with the facts of each case. The courts exercise their power to issue injunctions judiciously, and only when necessity exists. An injunction is usually issued only in cases where irreparable injury to the rights of an individual would result otherwise. It must be readily apparent to the court that some act has been performed, or is threatened, that will produce irreparable injury to the party seeking the injunction. An injury is considered irreparable when it cannot be adequately compensated by an award of damages. There are four types of Injunctions i.e. (a) *Preliminary Injunction*: It is a provisional remedy that is invoked to preserve the subject matter in its existing condition. Its purpose is to prevent dissolution of the plaintiff's rights.

The main reason for use of a preliminary injunction is the need for immediate relief, (b) *Preventive Injunctions*: An injunction directing an individual to refrain from doing an act is *preventive, prohibitive, prohibitory*, or *negative.* This type of injunction prevents a threatened injury, preserves the status quo, or restrains the continued commission of an ongoing wrong, but it cannot be used to redress a consummated wrong or to undo that which has already been done, (c) *Mandatory Injunctions*: It is issued to command the performance of a positive act. Because mandatory injunctions are harsh, courts do not favor them, and they rarely grant them. Such injunctions have been issued to compel the removal of buildings or other structures wrongfully placed upon the land of another, and (d) *Permanent Injunctions*: It is one that is granted by the judgment that ultimately disposes of the injunction suit, ordered at the time of final judgment. This type of injunction must be final relief. Permanent injunctions are perpetual, provided that the conditions that produced them remain permanent [15/216].

iii.   *Writ of Mandamus*: In Latin it means "we command" is the name of one of the prerogative writs in the common law, and is "issued by a superior court to compel a lower court or a government officer to perform mandatory or purely ministerial duties correctly". Mandamus is a judicial remedy which is in the form of an order from a superior court to any government subordinate court, corporation or public authority to do or forbear from doing some specific act which that body is obliged under law to do or refrain from doing, as the case may be, and which is in the nature of public duty and in certain cases of a statutory duty. It cannot be issued to compel an authority to do something against statutory provision. Mandamus may be a command to do an administrative action or not to take a particular action, and it is supplemented by legal rights. The purpose of mandamus is to remedy defects of justice. It lies in the cases where there is a specific right but no specific legal remedy for enforcing that right. It also lies in cases where there is an alternative remedy but the mode of redress is less convenient, less beneficial or less effectual [8/980].

iv.   *Writ of Certiorari*: Certiorari is a type of writ seeking judicial review, recognized in Roman, English and American law. Certiorari ("to be more fully informed") is the present passive infinitive of the Latin certiorari ("to show, prove, or ascertain"). A writ of certiorari currently means an order by a higher court directing a lower court, tribunal, or public authority to send the record in a given case for review [15/218].

v.   *Writ of Quo Warranto*: Its Latin meaning is "by what warrant?" It is a prerogative writ requiring the person to whom it is directed to show what authority they have for exercising some right or power (or "franchise") they claim to hold. It is a legal proceeding during which an individual's right to hold an office or governmental privilege is challenged. It is the name of a writ issued in the name of a government against any person or corporation that usurps any franchise or office.

vi.   *Judicial Review*: Judicial review is the doctrine under which legislative and executive actions are subject to review, and possible invalidation, by the judiciary. Specific courts with judicial review power annul the acts of the state when they find them incompatible with a written constitution. Judicial review is an example of the functioning of separation of powers in a modern governmental system. Most modern legal systems allow the courts to review administrative acts. In most systems, this also includes review of secondary legislation; *i.e.*, legally enforceable rules of general applicability adopted by administrative bodies [15/224].

7. Critical Review of Bureaucracy

Bureaucratic setup has some merits, if it is restricted to it role of instrumentality. These advantages are as below:

a.   Precision: Bureaucratic setup works with precision.

b.   Speed: If the bureaucracy is not corrupt, it works with speed.

c.   Clarity and Continuity which are the hallmarks of bureaucratic setup.

d.   Reduction of Friction: Friction and confusion and other material and personal costs are to a great extent reduced in strictly bureaucratic structure.

e.   Equality before law: Equality before law and the demand for legal guarantees against arbitrariness demand a formal and rational objectivity of administration.

f.   Only the bureaucratic army structure allows for the development of the professional standing army [31/220-22].

However, bureaucratic structure is criticized for its strict formalism. The real bureaucracy will be less

optimal and effective than Weber ideal type model. Each of Weber's principle can degenerate. Competences can be unclear and used contrary to the spirit of the law; sometimes a decision itself may be considered more important than its effect. The bureaucracy, if not restricted to its instrumental role, has some distinct demerits, which are as below:

a. **Secrecy:** The concept of "official secret" is the specific invention of bureaucracy and nothing is so fanatically defended by the bureaucracy as secrecy.
b. **Power grabbing:** Bureaucracy tries to go out of the instrumental role and gain non-bureaucratic power of other institutions. That is why it naturally welcomes a poorly informed and hence a powerless parliament.
c. Nepotism, corruption, political infighting and other degenerations sometimes counter the rule of impersonality and create a recruitment and promotion system not based on merit but some other criteria.
d. Bureaucracy is an ineffective form of organization for dealing with innovation, change, and environmental complexity [5; 3; 27].
e. **Overspecialization:** It makes individual officials not aware of larger consequences of their actions.
f. **Over rigidity and inertia of procedures:** Rigidity and inertia of procedures, making decision-making slow or even impossible when facing some unusual case, and similarly delaying change, evolution and adaptation of old procedures to new circumstances;
g. A phenomenon of group thinking - zealotry, loyalty and lack of critical thinking regarding the organization which is perfect and always correct by definition, making the organization unable to change and realize its own mistakes and limitations. Also disregard for dissenting opinions, even when such views suit the available data better than the opinion of the majority;
h. Crozier [6/3] examined bureaucracy as a form of organization that evokes *"... the slowness, the routine, the complication of procedures and the maladapted responses of the bureaucratic organization to the needs which they should satisfy"*. He says that "A bureaucratic organization is an organization that cannot correct its behavior by learning from its errors" [6/187]. He adds further "... not only a system that does not correct its behavior in view of its errors; it is also too rigid to adjust, without crises, to the transformations that the accelerated evolution of the industrial society makes more and more imperative" [6/198]. His theory is based on the observation that in situations where almost every outcome has been decided in advance according to a set of impersonal and predefined rules and regulations.
i. **Red-tapism and formalism:** The emphasis on the rule and delay in decision.
j. **Circumlocution:** Pursuing the case in roundabout manner**.

Conclusion

Bureaucracy persists because it ensures continuity and professionalism in organizational and managerial structure. It ensures stability and order in crisis and turbulence. However, its rigidity, slowness and sometimes resistance to change make it difficult to bring about possible changes. Only firm decisions and dedicated leadership can cause changes in bureaucracy through actual bureaucratic reforms. Radical reforms necessitate fundamental and revolutionary changes in the old bureaucracy; otherwise we will fail to fulfill our commitment of truly establishing the principles of a welfare state. Will to bring about reforms demands a rapid administrative response. Bureaucratic structure is usually not suited for, unless it has special organizational capacities to deal with the emergent situation. It is time for the traditional bureaucratic models to learn to change, adapt, and relearn to lead organizationally, to meet the challenges of rapid globalization, and to respond to citizens' demands and expectations. Bureaucracy must move "beyond Weber" and adapt to changes and transformations that challenge the administrative or bureaucratic systems. Bureaucracies everywhere are now forced to learn to adapt and change, open up secret information, share it with citizens and other organizations, and perform with transparency and ethical standards. This is the new challenge of the time in the age of rapid globalization and "global empire".

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