

Representative Bureaucracy in Civil Service: A Policy for Development through Gender Representation and Diversity Management

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Abstract

9 Social progress and economic development are not possible by keeping women lag behind.
10 They should be given a level playing field to foster in their social and working life.
11 Representative bureaucracy theory suggests that increasing gender representation in civil
12 service produces substantive benefits to the women in the broad society. Moreover,
13 representative working groups can develop an empathetic understanding that is required to
14 render gender-sensitive public service as well as womenfriendly working environment. The
15 present study has evaluated the role of gender representation in civil service to the wellbeing
16 of women as clients in the society and employees in the organizations. Based on the previous
17 studies it reveals that gender representative bureaucracy is desirable to empower women in the
18 society and organization through ensuring social security and developing the quality of
19 working life. Diversity in the workforce is essential for effective government performance. The
20 paper shows how representative bureaucracy works for the betterment of women and society
21 and outlines the significance of women representation in civil service.

Index terms— representative bureaucracy, gender diversity, diversity management, inclusive working environment.

1 1. Introduction

26 does women representation in bureaucratic service make any difference in creating value for the women in broad
27 society as well as women in the public service workforce? Does women's presence in bureaucratic leadership
28 positions create any impact in developing gender-friendly policies? Answers to the questions can measure the
29 value of women representation in bureaucratic power. Social equality and inclusiveness issues are not only
30 concerned with political context but also carrying significant meaning in public service management. Hence
31 representative bureaucracy has increasingly captured attention as a significant issue in the field of public
32 administration (Andrews, Groeneveld, Meier, and Schröter, 2016) Theory of representative bureaucracy advocates
33 that demographically diverse public service employees tend to support and implement the policies that protect the
34 interest of the representative groups, where they belong in a society. Affirmative action, such as a quota system
35 is widely used tool for achieving representative bureaucracy. Opponents of affirmative action and representative
36 bureaucracy policy think that preservation of quota policy is an unfair practice that will undermine the public
37 service capacity. Moreover, representative bureaucrats may not produce effective outcomes as the performance
38 not only depends on the service provider; other institutional factors are also responsible. So, there are mixed
39 findings in the literature. Compare to other services, the responsibility of civil service is different because the
40 objective is to develop the socio-economic status of people by rendering public goods and services as well as
41 economic growth. Psychological attachment to the client is more important to understand the factual situation
42 for better service and policy development. Therefore, increasing gender representation in public service has a

3 V. HOW DOES GENDER REPRESENTATIVE

43 positive impact in developing genderfriendly policies and enhancing women' status in society by an active image
44 of the female officers.

45 On the other perspective increasing gender representation may change the organizational environment
46 conducive for women employees and develop an inclusive and diverse workforce. Presence of women in higher
47 position tends to advocate and support human resource management policies that consider women issues.
48 Therefore, increasing the share of female bureaucrats in a higher rank of public administration may help to make
49 public service more attractive for talented women and developing women efficiency through women-friendly and
50 non-discriminated working environment.

51 The objective of the study is to understand the importance of female representation in public service. For this
52 purpose, the study has tried to answer the following questions: The information of the study is based on the
53 secondary data published as scholarly articles and organizations' reports and the study does not empirically test
54 the propositions with reliable statistical tools.

55 2 IV. Representative Bureaucracy

56 All modern governments have large scale administrative units, and within them, ministries, agencies, departments,
57 bureaus and so forth are called "bureaucracies". The bureaucrats are responsible for developing and implementing
58 public policies for the betterment of people and society. They also influence many public programs and initiatives
59 by their discretion and active participation during the implementation process (Dolan& Rosenbloom, 2015).

60 However, Weber (as cited in Dolan & Rosenbloom, 2015) developed the classic view of the bureaucrat
61 as without discretion; "single cog in an evermoving mechanism which prescribes to him an essentially fixed
62 route of march". According to his theory the ideal bureaucracy will follow hierarchical, formal and impersonal
63 organizational behavior. On the other hand, contemporary representative bureaucracy scholars emphasize that
64 individual bureaucrats can have a significant impact on administrative choices and their acceptance by the general
65 population or specific segments of it (Dolan & Rosenbloom, 2015). Lip set (as cited in Dolan & Rosenbloom,
66 2015), one of the first scholars who denied the neutrality of civil servants and criticized the political scientists
67 for ignoring the social background and attitudes of government bureaucrats as their social value indeed affect
68 governmental decision making and policy implementation.

69 For responsible decision making traditional external controls from institutions and politics are insufficient,
70 an interaction between external and internal (values and psychology) control can generate ethical response and
71 representative bureaucracy acts as a control mechanism only within the broader network of external control and
72 additional internal controls ??Meire, 1975).

73 The existence of Bureaucratic discretion can delinquently affect democratic governance as bureaucrats are
74 unelected and not directly accountable for their decisions ??Finer, 1941; ??riedrich, 1940 (as cited in Marvel &
75 Resh, 2015).Moreover, unrepresentative power may hamper the rights of the general public. Thus, representative
76 bureaucracy can solve the problem by treating bureaucratic discretion as a positive way.For establishing
77 democracy, bureaucracies must be representative of the groups they serve (Kingsley, as cited in Dolan &
78 Rosenbloom, 2015) and the administrative and political office holders should work as spokesmen of the broad
79 social group ??Krislov,1974).It is possible to reconcile both democratic accountability and bureaucratic discretion
80 when a bureaucracy mirrors the public in demographic traits.

81 3 V. How does Gender Representative

82 Bureaucracy Work:

83 Mosher (as cited in Dolan & Rosenbloom, 2015) claimed that a bureaucracy can show passive and active
84 representation.

85 First, when an organization includes individuals as bureaucrats in its hierarchy from specified groups such
86 as women and ethnic minorities, passive representation occurs. Thus, passive representation occurs when
87 the Bureaucrats and population share similar demographic characteristics such as race, sex, age, social class.
88 Contemporary scholars in the representative bureaucracy theory focus mainly on race and gender, and almost
89 half of the work is related to gender where, gender representative bureaucracy establishes passive representation
90 by employing women in proportionate share with the country population (Kennedy, 2014).

91 In public administration, academicians have focused on representative bureaucracy by measuring precisely
92 how and at what extent passive representation occurs across government departments and agencies, the actual
93 and perceived benefits as well as the determinants of passive representation.Representative bureaucracy may be
94 a remedial measure in the context of social inequality that hinders to successfully delivering public service and
95 implementing public policy by managing the people in society (Krislov, 1974). ??ayer & Sigel man (1980) showed
96 the status of minorities and women in American state and local government with the effect of equal employment
97 and affirmative action program during 1973 to 1975 through analyzing the representative ratio by comparing
98 the percentage of women and minority in government workforce with the percentage of women and minorities in
99 the total population. The study revealed that the representation should increase not only in overall workforce
100 composition but also in different functional level and area for implementing the EEO and affirmative action plan.

101 To identify what determines female representation in federal agencies Cornwell and Kellough (1994)

102 **4 assumed that agency mission to**

103 The study has focused on the importance of gender representation in public service by following the scholarly
104 contributions available in the academic journal. Depending on descriptive research, the study has tried to
105 answer the above questions by logically analyzing the findings of peer-reviewed journals diversity might influence
106 in women representation in agency workforce and the panel data regression model supports the assumption.
107 Evidence showed that women representation is higher in the agencies which have a larger budget in the area to
108 redress social and economic inequity. Though passive representation does not ensure democratic decision making,
109 but the symbolic value of passive representation has significant influence for social democracy (Mosher, as cited
110 in Dolan& Rosenbloom, 2015). That means balanced, and representative gender composition in public workforce
111 may show the sign of legitimized government as well as fair and equal treatment in human resource management
112 practice.

113 In addition to the symbolic effect, passive representation produces substantive benefits through direct and
114 indirect ways. Minority bureaucrats' partiality, shared values, beliefs, and empathetic understanding are the
115 direct sources of creating substantive benefits for the representative group. For example, Female bureaucrats can
116 directly produce substantive benefits by their administrative behavior as well as formulating policies. It means
117 that female bureaucrats will respond to protect the interest of female in society and organization. Moreover,
118 due to their shared values, attitude, and experiences, they will not ignore female issues while developing and
119 implementing policies. On the other hand, female bureaucrats can indirectly support their group by changing
120 the manner of male bureaucrats and female clients by checking the existence of abusive behavior, preventing the
121 occurrence of such kind of behavior and developing a culture of resocialization of other bureaucrats by highlighting
122 gender sensitive issues (Lim, 2006). Thus Passive representation leads to active representation where bureaucrats
123 act to further the needs of a particular group of people (Meier & Bohte 2001). Though active representation
124 has been criticized with the feature of bureaucratic partiality, but substantive benefits from representative
125 bureaucracy can crowd out the loss of soft spot in active representation (Lim, 2006). Overall passive representation
126 is not enough to increase active representation, hierarchical representation and organizational structure also play
127 important role indiscretionary behavior(Keiser, Wilkins, Meier, & Holland, 2002).

128 **5 a) Gender representative bureaucracy to deliver substantive 129 benefits to the society**

130 The study has focused on the effects of gender representative bureaucracy to the society through the wellbeing
131 of female in two different contexts. One is social benefits driving by gender-sensitive policy development as well
132 as rendering women-friendly public services, and the other one is organizational context facilities developed by
133 introducing women-friendly human resource management policies and practices that change the attitude to create
134 gender-sensitive working environment.

135 **6 i. Social Context**

136 Representative bureaucracy helps to promote diversity within the public organization that works to foster social
137 equity throughout the nation. Even mere passive representation (symbolic representation) can help to change
138 citizen attitude and create a trustable relationship where bureaucrat acts as legitimate actor in the political
139 process with the power to shape the policies supportive for the social group ??Selden,1997a). The government
140 can promote bureaucratic accountability to empower and enlighten women in the society through increasing
141 women representation in civil service (Riccucci & Van Ryzin, 2017). Studies found that female teachers have
142 significant power to change the gender stereotype beliefs among girls and they try to inspire girls to learn more
143 so that there is a positive effect of having female teachers to girls' educational achievement as well as social
144 and mental development (Gong & Song, 2018; ??ong,2018). Andrews and Miller (2013) found that increasing
145 women representation in police service with superior authority and opportunities leads to increase the rate of
146 domestic violence arrests that could be significantly improved the quality of life for women who are victims of
147 domestic violence. Meier and Nicholson-Crotty (2006) also found a positive association between the number of
148 female police officers and the number of sexual assault reporting and arrests. Hence female police officers tend to
149 exercise discretion in policy formulation and active representation by implementing policies as they have shared
150 values and experiences with the victims as Women. Since women have different life experiences, they will make
151 decisions differently than their male colleagues, and that may help to make a better environment for women.

152 So that When the percentage of women leaders increases in a government agency, women executives are
153 most likely to implement female friendly attitude and it is more visible in the office devoted to women's issues
154 (Dolan, 2000). Furthermore, focusing on government spending Dolan (2002) found that female executives are
155 likely to shape internal budget strategies and decisions in the ways that incorporate women's perspectives and
156 the decision-making frequency is more visible where females hold secured larger representation in the agency's
157 leadership ranks. Park (2012) found that the rate of Women's' issues coverage in news and media positively
158 related to the hierarchical positions hold by women bureaucrats. Moreover, the ratio of social welfare budget
159 is positively related to the ratio of female bureaucrats. The situation helps to create social awareness related
160 to women empowerment that ultimately helps to improve government performance by delivering better quality
161 service.

8 B) REPRESENTATIVE BUREAUCRACY LEADS TO AN INCLUSIVE WORK ENVIRONMENT

162 One study conducted jointly by McKinsey and UNDP (2017) found a positive relationship between female
163 participation in public administration and economic development. The study also showed that female
164 participation in public service positively correlated with gender equality in society and gender equality in
165 occupation. Moreover, it found that there is a statistically significant positive relationship between gender
166 equality in public administration and the delivery of certain basic public service such as education, healthcare, and
167 sanitation services. Therefore, it is apparent that women's equal participation in the public service workforce as
168 well as in leadership position may create a conducive environment for fostering effective government by delivering
169 gender-responsive public service.

170 7 ii. Organizational context

171 Opportunities, power, and numbers are the significant three different features that differentiate men from
172 women in working environment while the consequence of high and low numerical representation, high and
173 low opportunities, and high and low power affect public administration and program implementation. Higher
174 opportunity develops higher aspiration and mobility to career development while officers with top power boost
175 group moral, flexible in behaviour and more cooperative. Numerical presentation is also important when it
176 creates noticeable differences.

177 Gender with small proportional representation tends to be more visible, feel more pressure to conform and
178 making a mistake is more noticeable where they feel isolated and excluded from the informal network. On the
179 contrary higher representation makes people fit and increase credibility in position (Kanter, 1977). For career
180 advancement both women and men follow mentors but when women are underrepresented in senior level, it
181 adversely affects female civil servants. Studies show that there is a trickledown effect of female representation
182 at top hierarchy, which means increasing female executive representation positively affects female representation
183 at the executive feeder level (Kurtulus & Tomaskovic-Devey, 2012) and the tickle-down effect is strongest when
184 female executive representation is between 15% and 45% (Gould, Kulik and Sardeshmukh, 2018).

185 Social categorization and social identity theories suggest that women experience a positive psychological
186 comfort zone while working with large or balanced gender representative groups and organizations due to gender
187 friendly working environment which is clean from gender biases and sexual harassment (Kulik, Metz, and Gould
188 2016). When working with and for women, compared to male, female managers place higher priority in diversity
189 issues, and the degree of priorities depends on the institutionalized diversity management initiatives while women
190 leaders are more concerned with diversity management where socialization and diversity management issues are
191 neglecting ??Johansen and Zhu,2017).

192 8 b) Representative bureaucracy leads to an Inclusive work 193 environment

194 A difference between minority and majority employee groups is more visible in highly imbalanced organization,
195 where majority groups try to build their own culture by creating a wall through keeping minorities outside of
196 informal interactions. Therefore, there is a negative association between individual dissimilarity in gender and
197 workplace inclusion (Pelled, Ledford, and Mohrman, 1999). In contrary Representative bureaucracy creates a
198 more inclusive work environment. Andrews and Ashworth (2014) found that employees of the more representative
199 organization feel a more inclusive working environment. The result demonstrates that increasing women
200 representation in civil service develops a perception of higher inclusiveness and lower discrimination among female
201 employees. Similarly, Naff (1995) found that women are likely to perceive discrimination against women when
202 they are in a minority group in their workplace. In that situation, a female mentor is more likely cooperative to
203 reduce a woman's perception about unfairly treatment. Therefore, increasing women representation in a powerful
204 leadership position would increase the number of female mentors who are followed as a role model by the female
205 employees and open the door for the followers by reducing the perception of subjective discrimination.

206 Organizational inclusion refers to the degree of employee's perception by which he or she feels belongingness
207 as an esteemed member of the workgroup where they will discover them as valued members for their unique
208 characteristics. An inclusive organization not only places a high value on assimilation but also uniqueness.
209 (Shore, et. al., 2011). Pelled, et. al. (1999) defined inclusion as the degree of treating and accepting employees
210 as an insider by other organization members in the work system. Representative bureaucracies provide a more
211 inclusive workplace where a high value is placed on both Since women can understand the women's issues,
212 for example, privacy, sexual harassment, child care, work-life balance, gender representative bureaucracy may
213 create women-friendly working environment. Though The organizational structure hinders women from having
214 equal opportunities as like men, it is not impossible to adjust the structure for accommodating the needs of
215 changing workforce and focus on representative bureaucracy (Guy, 2018). belongingness and uniqueness through
216 developing the perception of fair treatment and lower discrimination and harassment (Andrews and Ashworth,
217 2014). Moreover, employees job satisfaction highly depends on fair treatment and effective diversity management
218 practices while comparing to men women show higher satisfaction in response to fairness and valuing diversity
219 (Choi & Rainey, 2014). Inclusive management plays a moderating role between demographic diversity and
220 work behaviours. Kuk-Kyoung Moon (2016) showed inclusive management attenuates the positive relationship
221 between gender diversity and turnover behaviour. When women feel included, they will show higher satisfaction

222 and increased wellbeing and commitment level (Findler. L.; Wind, H. L. & Mor Barak, E.M. 2007). Therefore,
223 workplace inclusion is a key strategy for effective diversity management as well as enhancing the positive aspects
224 and outcomes of representative bureaucracy.

225 **9 VII. Generating Substantive Benefits through Gender Rep- 226 resentation**

227 **10 Inclusive working Environment Diversity Management**

228 **11 Gender**

229 **12 VI. Managing Diversity for Greater Efficiency**

230 Diversity in the employment of bureaucracy should not result with a zero-sum game where one side wins and
231 other side loses. Rather it will move toward greater participation of all segments of the working population.
232 Diversity reduces the risk of "Group Think" by bringing the creative idea with a wider range of perspective.
233 Divers workers productivity can simulate by integrating changing workforce and moving away from the tradition
234 of "one size fits all" (Condrey, 2005).

235 Diversity issue relates with preventing discrimination by guaranteeing neutrality in Human Resource Manage-
236 ment practices where the government can develop a capacity to render public service by integrating different life
237 experiences, values and talents while using relevant competencies through an inclusive work system for achieving
238 long term strategic goal (OECD Public Governance Committee, 2009). Fostering diversity in public service is
239 only possible when organizational culture accepts equal opportunities and affirmative action. However, equal
240 opportunity and fairness do not necessarily mean that everyone must be treated exactly a similar way but
241 sometimes treating people differently can ensure equal opportunity in the employment of public service.

242 From the above discussion and data, it can be assumed that gender representative bureaucracy can create
243 value in the society by representing gender equality in the society and workplace that will fortify women
244 psychology and confidence level. Moreover, increasing gender representation helps to develop an inclusive working
245 environment where women can deliver substantive benefits to the female employees as well as female clients by
246 providing empathetic support and services. Furthermore, managing diversity through valuing the differences
247 in the workforce and ensuring equal contribution by removing the barriers through capacity building programs
248 government can fully utilize the diverse talent and enhance performance through innovation and participation of
249 the committed civil servants.

250 The above figure shows that passive representation occurs with gender representative bureaucracy that creates
251 the image of gender equality in the society and working environment where women feel inclusive. When their
252 presence is equally visible in the working environment, the possibility of ignoring women will be abated and
253 they may feel included and important in the organization that will enhance their confidence level to raise their
254 voice for ensuring gender friendly working environment, raise the issue of diversity management. Similarly, when
255 organizations value diversity in the workforce and manage them properly, the diverse group feel more included
256 in the organization that leads to be committed, innovative, and efficient workforce for enhancing organization as
257 well as government performance.

258 Moreover, passive representation leads to active representation. For example, when women feel included
259 in the organization and equally treated as valued employees through diversity management, they can produce
260 substantive benefits directly to the women in the society as well as women in the organizational workforce by
261 developing and implementing gender-friendly policies as well as delivering services with empathetic understanding.
262 Moreover, they can change male colleagues' perception toward female clients and employees through sharing life
263 experiences and counselling the importance of gender sensitivity in the workplace as well as in the society. Thus,
264 the benefits make women empowered in the society and workplace that leads to increase women's economic
265 participation that will enhance government performance through economic development and social security.
266 Now it is time to look beyond the gender stereotyped and to ensure social equality we need to accommodate
267 women career path and encourage representative bureaucracy both vertically as well as horizontally by promoting
268 affirmative action and ensuring proper implementation.

269 **13 VIII. Conclusion**

270 Government mission is to work for the people. Not only economic development but also human wellbeing should
271 be the core concern. It is impossible to have economic progress without full contribution of the total working
272 population. Increasing women representation in the civil service positively related with women wellbeing. From
273 the fairness point of view, equal gender representation in the civil service ensure gender equality in society
274 and reflect government responsibility. Women Representative bureaucrats can create a positive effect on the
275 women directly by rendering gender friendly service and indirectly by changing the attitude of male counterparts.
276 Representative bureaucracy helps to feel women included in the work environment and diversity management
277 can integrate women in the workforce team and empowered in decision making, where they tend to develop
278 genderfriendly policies that ultimately enhance government performance by creating a level playing field for men

13 VIII. CONCLUSION

279 and women both in society as well as in public service management. Thus, gender representation helps to develop
280 the economic and social conditions of a country. Therefore, gender representative bureaucracy can achieve both
281 strategic goals by improving socioeconomic performance. Women number is important. The number represents
282 power through which more gender-sensitive public service can be integrated in the policy formulation as well
283 as creating a friendly environment for the diverse work group. Government and policy formulation authority
284 should emphasize on increasing women representation both in civil service workforce and leadership positions.
285 More empirical research, especially in the developing country can justify the robustness of the findings.

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