

DEMANDS, CAPABILITIES, DECISIONS AND OUTCOME

Rana Eijaz Ahmad

Assistant Professor

Department of Political Science

University of the Punjab Lahore Pakistan

E-mail: ranaejaz786@yahoo.com

Abida Eijaz

Assistant Professor

Institute of Communication Studies

University of the Punjab Lahore Pakistan

Abstract

Demands, capabilities and decisions are paramount attributes for the development in a political system, since these attributes keep the political system dynamic. Without these attributes, no political system can exist, even in the deficiency of any one of these attributes; the political system will be in the state of abeyance. Therefore, in a political system demand, capabilities and decisions play an important role in running the machinery of the state smoothly. This paper is based on comparative method and archival sources

Introduction

Demands are considered as a stress on the political system and have a coercive force, called support. There are four types of demands and four further categories of support.¹ David Easton called demands and support as inputs in a political system. In the perspective of demands and supports, the political system comes in action and performs according to its capabilities. There are generally five kinds of capabilities that are found in all types of political systems i.e. authoritative or democratic etc. These capabilities are extractive, regulative, distributive, responsive and symbolic. The quantity and quality of these capabilities vary from system to system. Every political system has its environment, culture, civilization and climate. All these factors definitely affect the quality and quantity of the capabilities of a political system. The political system does its best to use the capabilities befittingly. In using the capabilities, political elite play an important role since they make decisions that how capabilities should be utilized? If the decisions are taken in time there would be a positive and potential outcome as prosperity and development and otherwise, the political system may face destruction and decay.

Now the question arises here what is a political system? Which is a nucleus of the whole political phenomena? The term of "political system" is being used increasingly in the study of comparative politics. Different political scientists have a variety of views upon the definition of political system. David Easton says that political system is authoritative allocation of values but before going into the elaborated definition of the political system, one must know about "political" and "system".² The word political in its literal meanings is that any phenomenon pertains to the study of politics. So politics in its simplest meaning is "practice of government and managing of public affairs". The word system "implies the interdependence of parts and a boundary of some kind between it and its environment"³. Further he says, "By interdependence we mean that when the properties of one component in a system change all the other components and the system as a whole is affected"⁴. The boundary of the political system means that every political system has its circumscribed framework in which it performs. In this way it has become easier to understand the meaning of a political system. "*Broadly the political arrangement of a society, embracing all factors influencing collective decisions, the political system thus includes processes of recruitment and socialization, parties, voters and social movements, which is not a formal part of government*"⁵.

In a political system there are some fundamental units and boundaries that differentiate it from other systems. The political system is composed of different structures and functions, structures ensure system's efficacy and development, functions denote realization of demands and promotion of development since demands and developments are variables.

¹ Jason L. Finkle and Richard W. Gable, *Political development and social change*, (New York: John Wiley and Sons, 1968). p. 103

² Roy C. Macridis, Bernard E. Brown, *The comparative politics* (publisher and year are missing), p. 63

³ Gabriel A. Almond, G. Bingham Powell, Jr, *Comparative Politics: A Developmental Approach* (Boston: Little, Brown and company, 1966) p.19

⁴ Ibid.

⁵ Rod Hague, Martin Harrop and Shaun Breslin, *Comparative Government And Politics* (London, the Macmillan Press Ltd., 1992), p. 468

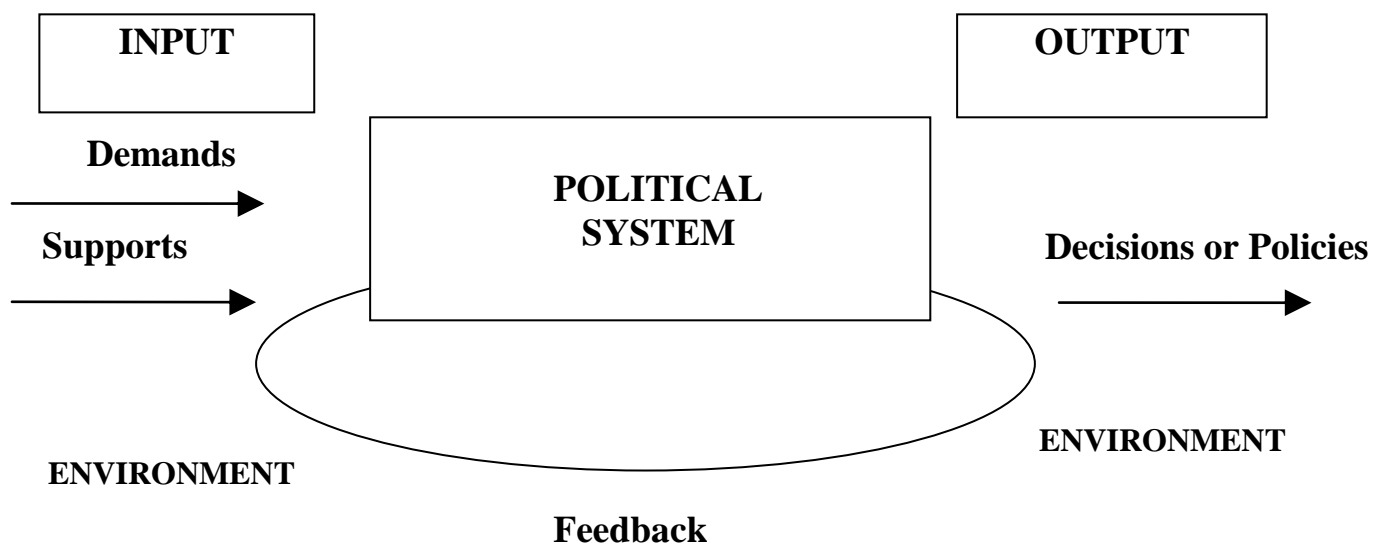
The political system is a biological phenomenon in which a human body works in a mechanized form. The heart circulates blood to the organs of the whole body. All organs of the body have their special functions to perform. If any organ of the body does not receive the blood properly or resists in performing its function, the whole system of the body will be disturbed. In the same way, a political system has different structures and functions and every structure has its sub-system that is assigned specific functions to do, it may be authoritative assigned function. The political system exists only in a state, which is the sole entity for the identification of its credibility. In every political system, structures include the institutions of the country like bureaucracy (civil or military), judiciary, executive, political parties, police and legislature. All institutions are assigned specialized functions to carry out them. The structures interact with one another; though their roles are specialized even then they are interdependent. The functions in a political system cater the demands of the people to ensure development. There are two types of inputs in every political system:

I - Demands and

II- Support.

These inputs are stress on the system and this stress is released after making proper decisions. These decisions are called outputs and if decisions redress the demands and grievances of the people there would be a potential and positive change in the political system, otherwise the system may face decay or destruction. The decisions or policies as output will transform into demands in a feedback mechanism as shown in the following David Easton's model⁶

The Political System: Functions and Structures



Every political system has threefold functions to perform:

- I Entertaining demands
- II Ensuring efficacy
- III Change or development

DEMANDS

David Easton was the first political scientist who analyzed the political system in a unique way and presented a model in which he mentioned that in a political system there were two types of inputs: demands and support.⁷

Demands always arise from the very nature of human personality and society. Demands are aspirations of the people. They want to satisfy their demands, so, political system is asked to cater the demands of the people. There are generally three sources from where demands originate.

- a) Society
- b) Political elite
- c) International environment

The sources denote that inputs or demands are not only originated at domestic level but also at international level. The political system is supposed to cater the demands successfully either inwardly or outwardly.

⁶ Jean Blondel, *An Introduction To Comparative Government* (London: Weidenfeld and Nicolson, 1969), p. 17

⁷David Easton, "An Approach To The Analysis Of Political System". *World Politics*, April, 1957,pp. 383-408

The sustainability and stability of the system will be ensured only if the input functions are properly managed. There are four types of demands as David Easton described them as:

1- Demands for goods and services

These demands focus on wages and hour laws, educational opportunities, recreational facilities, roads and transportation.

2- Demands for the regulation of behaviour

The demands intend to regulate the behaviour of the people such as the provision of public safety, control over markets and labour relations and behaviours pertaining to marriages and family laws.

3- Demands for participation in the political system

Such demands focus on right to vote, right to hold office in the legislative assemblies, right to have freedom of association and organising a political party etc.

4- Demands for communication and information

Those types of demands re made for the display of majesty and power of the political system in the period of chaos or stability. Such inputs demand for the affirmation of norms.

In the pretext of above-mentioned categories of demands, support inputs have also further sub-divisions and undoubtedly, without support inputs demands are never fulfilled by a political system. It means, support inputs are a coercive force behind the demands input. Support inputs are sine qua non for the demands input. Here are four sub-divisions of support input.

1- Material support

Material support relates with the payment of taxes, levying the duties, the provisions of services.

2- Obedience to laws and regulations

Such support intends to obey laws and regulations of the state and assure cooperation with the political elite.

3- Participatory support

These supports focus on voting, political discussions and other forms of activity.

4- Manifestation of deference

Such supports manifest deference to public authority, symbols and ceremonials.⁸

Epitomizing the whole phenomenon of inputs, it is derived that demands and supports have a stress upon the political system and these two kinds of inputs pass through a conversion box. In the conversion box political elite and other different structures discuss those inputs and make decisions and formulate policies for running the political machinery successfully.

Before going into the conversion box, inputs (demands and support) can also be seen as the following paradigm.

Demands are aggregated interests and interests are public aspirations that may be vague, scattered and ambiguous or even differentiated and such aspirations are hardly attain required objectives. Therefore, different interest groups or pressure groups articulate interests and aspirations of the people. When any interest group or pressure group approaches to any political party and makes demands, this process is called interest articulation. "The process by which individuals and groups make demands upon the political decision makers we call interest articulation."⁹ When demands are converted into decisions or general policies, this process is called interest aggregation. "The function of converting demands into general policy alternatives is called interest aggregation."¹⁰

Interest articulation and aggregation go hand in hand in a developed political system where political parties, interest groups and pressure groups aggregate the interests of the society, which is main source of domestic demands. In every political system interest groups are found in different forms.

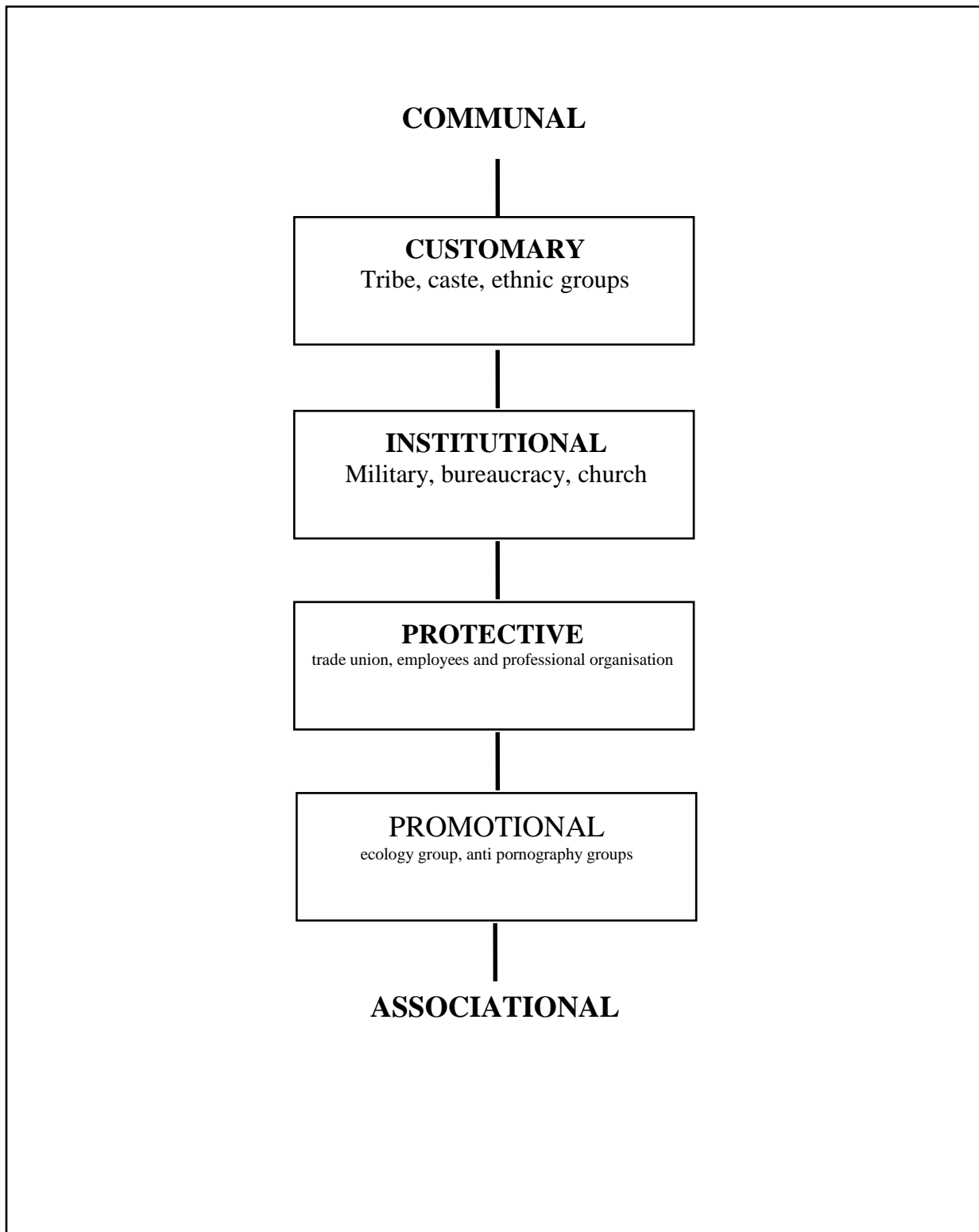
Communal and associational groups are found at the both extreme ends and in between these two groups are customary groups (like tribe, caste and ethnic groups), institutional (military, bureaucracy, church), protective (trade unions, employees and professional organisations) and promotional groups (ecology groups, anti-pornography groups).

⁸ Gabriel A. Almond, G. Bingham Powell, Jr. op.cit. pp. 25-26

⁹ - Ibid. p. 73

¹⁰ - Ibid. p. 98

The following figure will definitely give more exclusive picture of the interest groups.



Source: Adapted from J. Blondel, Comparing Political System (London: Weidenfield), p.77

David Easton has told same varieties of demands and some other demands can also be mentioned in the same pretext. There are more varieties of demands, which are inevitable to determine.

1- Vital demands

These demands furnish pragmatic model in which no compromise can be made, include demand for security, stability and national honour or self-abnegation. Such strenuous demands may come from military or civil bureaucracy or may be from the representatives of the people or by the people themselves, in such demands, strong defence is considered for the security of the country. As, recently, India exploded nuclear bombs in 1998 and Pakistan had to follow the suit in the same month of May 1998.

There was a great demand for security from all sectors of the political system. Therefore, no compromise could be made in this context. As far as stability is concerned, this demands relates to the economic well-being of the people, that they need their basic amenities of life i.e. food, shelter and cloth. Again no compromise can be made on such vital demands. The demand for national honour or self-abnegation is also unavoidable have a great support of symbolic ideals. After the Second World War in 1945, the demand for self-abnegation emerged on a large scale. Especially, in Japan nationalism was at its peak where Kamikaze pilots were used to collide their fighter planes with the planes of enemies. In this context, they wrote letter to their parents and forcing them not to shed tears on their sons' deaths because they were dieing for national honour.

2- Secondary demands

These demands are compromiseable and avoidable but even then, they have a stress on political system, such demands are consisted of old age benefits and social security. Such demands can be observed more effectively, in welfare states like England and Canada. Where old-age benefits and social security exist in the real sense.

3- Demands for equitable extraction and distribution of sources

Such demands are also stress upon a political system, and may undermine the system if equitable extraction and distribution of resources could not be made. The separation of East Pakistan is a classical example of the non-existence of such demands.

4- Demand for democratization and system conceptualization

The Second World War was fought between democracy and dictatorship, in which democracy emerged as victorious. Democratic ideals become popular in the most parts of the world; movements were launched for democratization on the one hand and for system conceptualization on the other hand. In which, decentralization was a call of the day. This is the age of modernization where decentralization, privatization are deep rooted in the developed political systems of the world like Canada and the U.S.A.

The study of Easton's system analysis, which is based upon behaviouralism, shows that political system is composed of infrastructures (inputs) and ultra-structures (outputs). In the functional value of infrastructures it is mentioned that demands are aggregated by political parties and pressure groups are a raw material which may transformed into finished goods according to the efficacy of conversion box i.e. parliament, bureaucracy, and army.

Conversion Box

Therefore, if, conversion box is studied empirically, when the inputs (demands and support) go into the said box, parliament, bureaucracy (civil and military) act and make decisions on those inputs according to the capabilities of the political system.

Capabilities of a political system

Empirical study of political system, in the context of social, domestic and international environment represents innovation that is social and economic change, which surely affects stability and capabilities of the government.

In "The politics" Aristotle explains how distribution of wealth affects the performance of the political system.¹¹ In the eighteenth and nineteenth centuries, the classical liberal theory emerged on the scene and argued, "That government is best which governs least"¹². It means that government should intervene in the economic affairs of the state once in a blue moon. Later in 1917, the Russian Revolution ended capitalism and gave surge to socialism. Marxian theory prevailed and class structures denoted the hidden structures of the society, which rejected capitalism owing to the hold of bourgeoisie, who protected their own interests and had a network of economic markets by adopting the policies of aggrandizement. Therefore, some political systems supported socialism and governments got the hold on all financial sectors but some political systems did not follow the suit and stood firm with the policies of privatization and system conceptualization. The U.S.A never intervened in private economic affairs of the people especially after the great economic depression in 1930s¹³.

To understand the capabilities of a political system more effectively, it is necessary to know about the party system, form of government and judicial system of any country. The knowledge about party system will reveal upon us that how people are being socialized and how interest articulation and aggregation being taken place, while form of government will tell about the authoritative and democratic norms of the system.

¹¹ Judd Harmon, *Political Thoughts: From Plato To The Present* (New York: Mcgraw-Hill Book Company, 1964), pp. 30-50

¹² Gabriel A. Almond, G. Bingham Powell, Jr. op.cit. P.191

¹³ Jean Blondel, "An Introduction To Comparative Government" (London: Weidenfeld And Nicolson, 1969).

The status of judiciary will definitely explain the credibility of the form of government along with its legality as well. In the context of above-mentioned knowledge, it has become easier to understand about the capabilities of the political system. There are five capabilities existing in every political system. These are extractive, regulative, distributive, responsive and symbolic capabilities.

1- The Extractive Capability

The extractive capability is such capability, which focus on extracting material and human resources. Material resources include revenue collection, foreign and domestic investment and all natural resources etc. Human resources include skilled and qualitative manpower. Only skilled and qualitative human resources can attain the goals and objectives of the state (political system). The political system uses different means to extract resources. For tax collection, law enforcing agencies assist the government in collecting and extracting revenues from associations, organisations and government institutions and other defaulters. The extractive capability has a central place in the decay or development of the political system. Such capability is considered as input for a political system. Different political systems have different capabilities; difference may be measured in quality or quantity. As Venezuela and Kuwait depend upon the extraction of oil which is the single source of national income. Therefore, the failure in extracting oil will definitely impair the economy of the concerned countries¹⁴. Pakistan and China are basically agrarian countries; the failure of certain crops in these countries will surely damage the economies. The extractive capability includes not only national or domestic resources but also international or external resources. If a country has more exports than its imports, it means a favourable balance of payment is being achieved. Contrary to this, the unfavourable balance of payment will definitely cause inflation in the country. Therefore, for extracting foreign resources, skilled and talented policy makers and efficient foreign infrastructure are needed. The political system lacking such social capital, may not achieve its goals.

2- The Regulative Capability

The regulative capability focuses on regulating the attitudes and behaviours of the people according to the prevailing laws and regulations. This capability utilizes legitimate coercion to control the behaviour of the people. The force and coercion for regulating the behaviour vary from system to system. In the developed countries like U.S.A and the U.K where a free political culture is found and masses are literate and know their national obligations, so, in such political systems coercion is used scarcely. In the developing countries where parochial and subject political cultures are found and literacy rate is at the lowest ebb like Pakistan, Bhutan, India etc. and people do not know their national obligations, coercion is employed on a rapid scale. The regulative capability regulates different sectors of the political systems like, economic sector, business sector, health sector, social welfare sector etc. and all other sectors, which exist at domestic level.

The regulative capability like the former one is also regulate the behaviors at international level. In fact this capability underpins the extractive capability in extracting resources. In this way, it seems that both extractive and regulative capabilities are interdependent upon each other. Since, if there would be no extraction of resources it would become difficult for the regulative capability to regulate the behaviours of the people. As, regulative capability also intends to regulate behaviours at international level under which, a political system defuses into another one and controls its political and public activities. After the fall of colonial empires, the concept of neo-colonialism emerged in the world in which newly born states became satellites of other developed states. So the puppet regimes in satellite states needed to be regulated, either they would bargain even over the vital demands (security, stability, self abnegation) of the political system. The regulative capability is also an input mechanism. The extractive and regulative capabilities are considered paramount in authoritative regimes.

3. The distributive capability

The distributive capability is related with the allocation of goods and services, honour, status and opportunities of certain kinds, which a political system endows upon the individuals and groups of the society. Every political system has a stress of demands and support (input) and such demands are catered by the political elite and government does its best to distribute the resources of the country equitably. The developed political systems intend to distribute all productive resources to a common person. The equitable distribution of economic fruits to all members of the society gives an opportunity to the people to work for the development of the country. The equitable distribution of economic fruits not only satisfies the people but also realise them to participate in the political system regardless to all kinds of ethnic conflicts. In this way, parochial and subject cultures never emerge in the country and a civic culture pilot the country at the front.¹⁵

¹⁴Ibid.

¹⁵ Gabriel Almond, Sidney Verba, *The Civic Culture* (Princeton, New Jersey: Princeton University Press, 1963)

The distributive capability is an output function and it also works at international level. "The international distributive capability might take the forms of subsidies, grants and loans and technical assistance such as provided by American, British, French, Russia and Chinese governmental agencies."¹⁶

The distributive capability utilizes its foreign policy infrastructure more efficiently and attains loans, grants, aids and foreign investments. The loans and aids are used in the developmental projects through out the country for the welfare of the whole community. Sweden and the U.K are the most civilized and welfare states where distributive capability in the political system works impartially and effectively.

4- The Symbolic Capability

The symbolic capability is another output aspect of the political system, which effectively used during crises and emergency situations. In 1965, during Indo-Pak war, Ayub Khan mobilized the nation and armed forces through speeches and statements. Sometimes symbolic capability magnifies impact of various government distributions or regulations far beyond their physical effect on individual citizens¹⁷. The symbolic capability also exists at international level where it measures the effectiveness of the flow of symbols, images, policy statement and victories in international tournaments also uplift the national image of any country at global level. In 1992, Pakistan was ruling over the world in the sports like cricket, hockey, snooker and squash. The distributive and symbolic capabilities can be used to reinforce one another¹⁸.

5- The Responsive Capabilities

The responsive capability is an output aspect of the political system. It creates relationship between inputs and outputs. It plays an important role in understanding the normative, explanatory and predictive analysis of the country. The responsiveness of every political system keeps it alive and dynamic. It is sine qua non for the existence of a political system. The act of responsiveness varies from system to system. The extractive, regulative, distributive and symbolic capabilities denote the credibility of any political system while responsiveness gives the legitimacy to that political system. Response from the political system should be pertinent and in time. Delayed and out of character response is never welcomed in the political system. The pace of responsiveness according to other capabilities of the system improves the image of the state inwardly and outwardly.

Every political system gives response to all sectors like economic sector, social sector, business sector, health sector and above all security sector. The political culture and structures of the country also affect the responsiveness of the political system. In Britain and the U.S.A, pressure groups are very organized, influence the political parties during legislation and get the response quite rapidly. In Britain, the civic culture smoothly receives response on certain demands from political elite. When the demand is catered on the basis of responsive capability, at the same time, the political system institutionalizes the responsiveness of the system in that specific area. Since the political elite consider it their own responsibility to cater the demands of the people in time. In this context, political system set up specific political roles and structures to redress the grievances of the people.

The international aspect of responsive capability refers to the system's viability at global level. If any political system extracting its resources at domestic level very efficiently, it means that, that political system can acquire foreign investment more easily. All capabilities have their mutual implications both at domestic and international level since internal stability leads towards external stability. The internal disintegration cannot acquire credibility at international level; therefore, if responsive capability, which is an output aspect of the political system, works efficiently at domestic level, and it will definitely serve its purposes outside the country.

WHY, WHEN AND HOW CAPABILITIES ARE AFFECTED

There are following factors, which affect the capabilities.

1- GOALS AND ACTIONS OF THE POLITICAL ELITE

The political elite is the main source of output (decisions) must perform their obligations in a befitting manner and should facilitate the common man to sustain his development. The political elite must set the goals in the pursuit of community welfare and act accordingly. Their indifference or apathy towards people demands may threaten their representation in the next general elections. So, the political elite, who know that practice is better than precept, affect the capabilities in a positive way and who do lip service only and remain apathetic towards the demands of the people have to face the music. They not only squeeze the capabilities but also cause decay in the political system.

¹⁶ Gabriel A. Almond, G. Bingham Powell, Jr. op. cit p. 204.

¹⁷ Ibid., p. 200

¹⁸ Ibid.

2- MATERIAL RESOURCES

The second factor, which really affects the capabilities of political system, is the material resources of the country. The size of the population and quality and quantity of natural resources are deeply concerned with the performance of a political system. If there is no iron or coal in the country how ships and planes can be built? If any political system faces depletion of natural resources owing to environmental degradation or natural calamities, the capabilities of that political system cannot underpin the development process in the country.

3- ORGANIZATIONAL APPARATUS

The organizational apparatus of a political system plays an important role in the utilization of capabilities at domestic and international levels. Only developed structures and specialized functions in a political system can attain the capabilities at both domestic and international level while the system where specialized functions and structures have not assigned different specific roles, there capabilities are affected inwardly and outwardly.

4- URBANIZATION

Urbanization means, movement of people from periphery to center. In the developing countries the facilities are not provided to the people living in towns and rural areas and they are obliged to move from their native lands to urban areas. Therefore, urban areas have a stress of population, which is depleting the resources rapidly. The indigenous industries are not being installed so unemployment is touching to astronomical figures. The common man is being deprived of economic fruits of the country and unable to participate in the development process. Henceforth, urbanization is another factor, which is a threat for the capabilities of the system.

5- INDUSTRIALIZATION

Industrialization means transformation of raw material through a mechanical process into finished goods. If industrialization is based on indigenous raw material, there will be bright chances of development otherwise it might impair the process of change. In the developing countries, industry is importing raw material from abroad and bearing the brunt in the form of political decay. Most of the industrialized countries along with non-industrialized are emitting carbon mono oxide and sulphur dioxide which causing a serious threat to natural and material resources.

CAPABILITIES GUARANTEE DEVELOPMENT

The capabilities are oil in the machinery of political system, which fill the gap between constitutional formality and political reality. The extractive and regulative capabilities are input while other three capabilities are output aspects of the political system. Therefore, extractive and regulative capabilities are considered of paramount importance in authoritative political systems while distributive, responsive and symbolic capabilities are considered vital in democratic political systems. But the oligarchic political systems like Pakistan, India and Philippines such capabilities are victimized by the personal or party interests of the political elite. The capabilities are affected deeply when the political elite does not take pertinent decisions. The capabilities guarantee development when their utilization is done appropriately which is possible only in the presence of society-based decisions rather than party or personal based.

DECISIONS

Decisions are output, which come out of the conversion box in the form of general policies. The decisions may be authoritative or democratic. The political elite, army and bureaucracy are main channels to generate input into the conversion box and after profound pondering and thoughtfulness, decisions are issued in the political system in the form of policies. All inputs do not transform into issues only selected and combined demands, (inputs) which has strong support with, are transformed into issues. On such issues general policies are made. The decision making process deeply affect the political system. According to the forms of government, decisions are made. In the authoritative form of government, decisions are imposed on the subjects while in the democratic form of government; decisions are taken with the consultation of masses. This participatory mechanism hails the decision making process. When decisions come into the political system or in general environment, these decisions are obeyed or disobeyed accordingly.

If the decisions are fulfilling the aspirations of the people, they are accepted and obeyed. The decisions, which are contrary to the people's aspirations, are converted into demands again in a feedback mechanism. Feedback is a process in which demands (input) are converted into decisions (output) after passing through a conversion box where political elite, military and bureaucracy contemplate over the demand and then issue the policies. These policies may transform into demands again. This whole process is called feedback mechanism.

OUTCOME

Demands, capabilities and decisions are such attributes of a political system, which keep the system dynamic. The demands of the people, capabilities of the political system and decisions of political and non-political elite give an outcome, which denotes the development it may be decaying, or developing process. If demands of the people are catered properly, rights are protected and needs are fulfilled, the political system will be able to utilize its capabilities effectively because decisions and capabilities are interdependent that decisions may cause leakage in the capabilities and the want of capabilities may cause obstruction in the process of decision making. The dismemberment of Pakistan in 1971, recalled the melancholy when the political system of Pakistan was not catering the demands of the people of East Pakistan appropriately and capabilities of the system were not distributed equitably, decisions were based on partiality, cause a breakdown in the whole political system. The same story accounts for the disintegration of erstwhile Soviet Union in 1991.

CONCLUSION

The whole discussion elucidates that, an individual is the most important factor in the political system without him no demand can occur, no capability is fruitful and therefore, decisions are not needed. The presence of an individual gives the meaning to all above-mentioned attributes of the political system. The political socialization, cultural development and recruitment are the essence of development. Recruitment means that new roles are inducted in the system and the old ones are expelled. The whole political system is designed for the welfare of the society and emphasizes upon the betterment of the people. The quantum of demand is deeply concerned with the development of the political system. If the demands are higher as compared to the capabilities, the political system will become dysfunctional and if demands are equal or lesser as compared to the capabilities, the political system will show upward change. This process of change is called development. Every political system is composed of infrastructures (input) and ultra structures (output).

Infrastructures are the articulation of the man, which is the raw material, these demands are articulated by political parties and pressure groups, and gather support from political, anomic, or material resources in the form of party manifesto, assassinations and environmental degradation. In this way, demands may stress on the system and are aggregated in a conversion box where decisions are taken which is finished goods. The demands cause strain not only upon the political system but also on material resources. The demands can check the process of change in the political system and in the same way it may cause development on strong footings. The decisions are of paramount importance in a political system and should be taken with full consideration, solemnity and honestly. It will definitely give a good result in the form of positive development in the political system. The process of change is in fact development or positive reinforcement.