

KAY 274

WEEK 3

BUREAUCRACY IN THE OTTOMAN EMPIRE

METE YILDIZ

References

- Metin Heper
 - 19. Yüzyıl'da Osmanlı Bürokrasisi
- Carter V. Findley
 - 19. Yüzyıl'da Osmanlı İmparatorluğu'nda Bürokratik Gelişme

BASIC THEMES

- Bureaucratic development and
 - Centralization
 - Modernization
 - Shift from patrimonial bureaucracy to legal-rational bureaucracy

BASIC THEMES

- Changes in bureaucratic organizations
 - Power distribution between the different sections of the bureaucracy
- Stability and change
 - Increase in the quality and quantity of traditional bureaucrats
 - Establishment of provincial organizations
 - Increase in functions
- Impact of political and military crises on bureaucracy (1808, 1839 ...)

CONTROL OF THE BUREAUCRACY

- Autonomy versus control of the bureaucracy
 - Centralized or decentralized?
- To whom the bureaucracy serves
 - Personality of the sultan and his level of control of the bureaucracy
 - New institutions
 - The Parliament
 - The Council of Ministers ...
- External/diplomatic pressures
- Bureaucrats serving their own interests?

OTTOMAN BUREAUCRACY

- Sub- subdivisions within the Ottoman Bureaucracy
 - Military (Seyfiyye)
 - Religious - judicial services (İlmiyye)
 - Palace of service and civilian bureaucracy (First Kalemîyye then Mülkiye)
- Subcategories among each sub-division
 - Among religious - judicial services (İlmiyye)
 - Tedris (Education)
 - İfta (Fetva, Religious rulings about worldly and religious affairs)
 - Kaza (Administration and justice)

OTTOMAN BUREAUCRACY

- Traditionally, the members of the ruling class were in the service and under the supervision of the Sultan.
 - Sultan's subjects (kulları)
 - They were treating the other subjects of the Sultan with elite authoritarianism.
 - Their status underwent significant changes in the age of administrative reform in 1800s.
- Still the notion/thought of a parliament or a council of ministers supervising/controlling the bureaucracy did not take hold.
 - Bureaucracy sometimes acted almost completely out of control

OTTOMAN BUREAUCRACY

- Civilian bureaucracy benefited from the reform efforts
 - Reforming of the military
- Diplomatic efforts to secure foreign assistance strengthened the position and increased the influence of the Ottoman Foreign Office within the bureaucratic system
 - This trend peaked during the Tanzimat period

5 PERIODS OF BUREAUCRATIC DEVELOPMENT AND CHANGE

1. Pre- reform period (Late 18th Century)
2. III. Selim and II. Mahmud Periods (1780-1839)
- 3 . Tanzimat Period (1839-1876)
- 4 . II. Abdulhamid Period (1876-1908)
- 5 . Young Turks Period (1908-Founding of the Turkish Republic)

PRE-REFORM PERIOD

- Kalemîye was still in an insignificant position
 - In Sublime Porte (Bab-ı Ali, Government Bureaus) about 1,500 civilian officers in total
- Organization and functioning of bureaucracy had a tradesmen-like appearance
 - Similar to apprentices (Çıraklar), journeymen (Kalfalar) & masters (ustalar) in trades
 - Bureatic categories
 - Çıraklar (şagirdan)
 - Katipler (hulefa)
 - Amirler (hacegan)
 - Learning by seeing and doing rather than having a formal education

PRE- REFORM PERIOD

- The clerks (katipler) are just documents issuers and organizers
 - High levels of red-tape
 - Use of initiative was low
- Leading members of Kalemkiye could be a governor or the grand vizier with the rank of «pasha»
- Transfer of position from the father to the son/relatives
 - High levels of favoritism and bribery

PRE- REFORM PERIOD (18th CENTURY)

- The clerks were only issuing documents
 - High level of red-tape
 - Low level of discretion
- Leading kalemiyye (men of the pen) members could be a governor or the grand vizier with the rank of pasha
 - Transfer of positions from fathers to the the sons
 - Corruption an favoritism (nepotism,cronyism...)

III. SELİM AND II. MAHMUD PERIODS (From 1780 to 1839)

- The necessity to centralize government is well-understood
 - Military reform , financial reform
- The only legal authority to be used for government reform was the authority of the sultan
 - Two strong-willed monarchs, who pursued similar policies
- The centralization of power in the hands of the sultan
 - Education and preparation of a new elite that will act on behalf of the Sultan

III. SELİM AND II. MAHMUD PERIODS (From 1780 to 1839)

- Establishing permanent embassies in Europe
 - Use of embassies for the education of young outstanding candidates for bureaucracy in European languages and cultures
 - On the job-training
- Establishment of the Translation Office in 1821 to replace the Greek interpreters
 - After the Greek Uprising

III. SELİM AND II. MAHMUD PERIODS (From 1780 to 1839)

- Transformation of Kalemîyye into a new kind of civil bureaucracy (a civil service system, Mülkiye)
 - Important public personnel policy reforms regarding the key personnel on issues of the status and security of bureaucrats
 - In the 1830s, new schools for training civilian bureaucrats
 - A civil ranks system
 - An official salary system instead of processing fees
 - Abolishment of term limits (one year) in high bureaucratic positions
 - A criminal sanctions system for the bureaucrats

TANZİMAT PERIOD (1839-1876)

- The process of educating new and capable elites ready to serve under strong sultans was working well.
 - What if the sultans in power are not strong and/or determined?
- The prominent figures of the civil service/Mülkiye became the most important members of the Ottoman Administration.
 - These high administrative officers tried to re-establish the administrative, political and economic system of the Empire with innovative laws and policies
 - Relatively away from the control of the royal court

TANZİMAT PERIOD (1839-1876)

- The 1839 Egypt Crisis: The Ottoman Empire overcame this crisis only with the help of European Powers
 - The most influential pro-European civil servants educated in the Translation Office had become the most powerful group
 - Mustafa Reşit, Fuad and Ali Pashas
- Some people characterized these civil servants/pashas as tools of imperialism
 - The 1839 Ottoman – British Free Trade Agreement fully opened the Ottoman Market to a very low-tax European commercial activity, leading to the destruction of the economy
- Some people characterized them as heroes of modernization
 - They were seen as cultural and political compromisers, who protected the Empire from the Europeans at a time when there are no means of protection

TANZİMAT PERIOD (1839-1876)

- Functional expansion of bureaucracy
 - New administrative responsibilities, such as provincial administration , justice, education, census
- Numerical expansion
 - The number of civil service officers surpassed 10,000.
 - Nevertheless, the absence of a sufficient number of qualified bureaucrats adversely impacted the success of the government reforms.
- People thought that the reforms are realized/done by pro- West bureaucrats, who manipulated the Sultan and avoided his control.
 - Widespread discontent among the common people

II. ABDÜLHAMİD PERIOD (1876-1908)

- This period is the continuation of the Tanzimat Period in terms of bureaucratic development
 - Reforms continued in areas such as provincial administration, education and justice.
 - Centralization of power continued as well.
- II. Abdulhamid strengthened his authority by controlling and diminishing the power of the civil bureaucracy as Sultan II. Mahmud had wanted.
 - The real power rested in Yıldız Palace in terms of political importance, not the Sublime Porte (Bab-ı Ali).

II. ABDÜLHAMİD PERIOD (1876-1908)

- Significant reforms in personnel policies and the introduction of modern and rational forms of bureaucracy
 - Legal regulations regarding the appointment, promotion and retirement of civil servants
 - A pension system that was financed by deductions from salary
 - Recruitment and appointment committees in government institutions
 - Introduction of the record-keeping about the bureaucrats
- The sultan received recommendations for promotion, but gave the final decisions

II. ABDÜLHAMİD PERIOD (1876-1908)

- An incredible growth in the number of civilian bureaucrats because of the existence of a patronage and control system
 - The number of civilian bureaucrats exceeded 100,000
 - Overemployment
 - Most of them did not have an official career.
- The goal was to maximize the number of people to be subordinated to the sultan
 - Thus, keeping the people who had an interest in politics under control

YOUNG TURKS PERIOD (1909-REPUBLIC)

- Demand for the expansion of political participation
 - The bureaucracy was given a responsibility in this regard
- Reduction in the number of bureaucrats of II. Abdulhamid, which worked as a tool of oppression
 - Bureaucratic reorganization and layoffs
 - As of 1909 the number of dismissed civil servants: 27,000

YOUNG TURKS PERIOD (1909-REPUBLIC)

- In many respects, continuation of the Tanzimat Period
 - Rather than creating new institutions, reorganization of the ones that were already established
 - Dependency on the bureaucracy as new centers of political power
- After World War I
 - Bureaucratic development trends were halted.
 - Until the early years of the Republic, an effective mechanism of control over the bureaucracy could not be established
 - Republican government formed such control mechanisms

RESULTS

- The issues that were emphasized in the reform process
 - Legal regulations, such as regulations for the civil service
 - Education: Establishment of Bureaucrats schools
- Objective: Minimization of personal and religious influences on the bureaucracy
 - Importance/emphasis was given to the principle of legality
- Efforts to establish a Weberian structure of legal-rational bureaucracy
 - Unfortunately, most of these arrangements remained basically formal.

RESULTS

- Coexistence: Traditional and modern bureaucracy and laws / rules existed side by side
 - More than one legal and educational system existing at the same time
- The upper echelons of the bureaucracy had been very political organs instead of being administrative .
 - Neither legal nor rational dimension was dominant in these echelons
 - Strong patrimonial properties continued to exist
- Personal loyalty was more important than ability/merit
 - Favouritism in appointments and promotions have continued

RESULTS

- The purpose of legal regulations was to bring the control and limited-rationality.
- Because of the existence of generally unqualified lower and mid-level bureaucrats, devolution was avoided.
 - Very limited autonomy and decision-making authority for these bureaucrats

RESULTS

- The efforts to modernize the bureaucracy and make it more efficient have failed in part because :
 - The main purpose of reforms was not providing economic efficiency or fast public services.
 - The aim was to protect the power of the bureaucracy against other institutions.
- Another aim was to imitate the West (in terms of administrative organization) without much criticism/analysis
 - Nevertheless, there were many bureaucratic accomplishments in the Ottoman Period that benefitted the Republican era of revolutions.

Triggers of Bureaucratic Reform

1. Military failures
2. Economic problems
3. Diplomatic crises
4. Administrative, economic and political centralization efforts
5. Strong leaders/sultans
6. New institutional arrangements
 - Parliament, Council of ministers, Council of State...
7. Technological developments