Since, authoritarianism demands more compliance, less dissent; more administration, less accommodation; hence the trained bureaucracy took precedence over the factionalized politicians in power relations and thus resulted in a bureaucratic-authoritarian power structure.

Induction of ex-bureaucrats in the cabinet resulted in the ascendency of an ex-bureaucrat, Ghulam Muhammad, to the highest portfolio of the state, Governor General, in 1951. Preference for order necessitated an emphatic role hence authority was not linked with the office of either the governor general or the prime minister, rather authority at the apex was dependant on the personal capacity to assert oneself. So, Ghulam Mohammad being more assertive than the prime minister became the next strong man and thus power reverted to this office. Over a period of time, authoritarianism blurred the distinctions between the state‘s interest and the interest of the institutions. As the immediate concern of the top leadership was the consolidation and survival of the new state, therefore defence and institutional integrity (the euphemism for the interest of the institutions) became the top priority in resource allocation and thus military became the most valued institution as the ‗guarantor‘ of the survival of the state against internal and external ‗threats‘. Despite disproportionate spending on defence and inordinate bureaucratic control, maintenance of democratic legitimacy was not a problem for authoritarian elite.

The ascendency of the ex-bureaucrat marked the completion of the gradual domination of the non-elected state institutions over the elected political class and thus the subservient role and factionalism had made parliamentarians docile to the defacto authority. Hence, submissive and factionalized politicians, and limited democratic consciousness, made it easier for the Governor General to maintain the impression of democratic legitimacy by dealing with them with coercive measures.

In such a situation where power played a more decisive role than principle, the military, the most organized institution that traditionally had been part of the power structure since the colonial period, could not be kept out of power politics. Consequently, members of the bureaucratic-military elite, Ghulam Mohammad, Choudhary Mohammad Ali, Iskandar Mirza, and Commander-in-Chief Ayub Khan, were the most influential persons in governing the state affairs.

Relatively more assertive members in the second constituent assembly and reduction in discretionary powers of the president—the new designation of the Governor General— necessitated a change in dealing with the political class for maintaining the impression of democratic legitimacy.6 Iskandar Mirza therefore, in contrast to his predecessor Ghulam Mohammad, resorted to manipulation rather than coercion for maintaining his authority. The creation of a new political party and unstable coalition groups in the parliament helped him to impose his will upon politicians. However, that method resulted in frequent changes in the federal cabinet and thus created a sense of political uncertainty in the society.