

Public Administration

Lecture 2

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26th Common

Syllabus

- I. Public Administration: Basics, Approaches, and Context
- II. Public Organizations: Theories and Concepts
- III. Public Policy: Planning, Execution, and Evaluation
- IV. Budgeting and Financial Management
- V. Human Resource Management

Syllabus

- VI. Administrative Law
- VII. Public Management Skills
- VIII. Civil Service in Pakistan
- IX. Provincial and Local Government Organization
- X. Governance and Administrative Reforms

Syllabus

- XI. Public Administration: Accountability and Control
- XII. Public Administration and Development

Books

- Public Administration 7th Ed by Denhardt Robert
- Organizational Behaviour - Stephen Robbins,
- Evolution of Pakistan's Administration System by Braibanti, Ralph
- Bureaucracy in Pakistan by Kennedy, Charles H
- Government and Administration in Pakistan by Jameelur Rehman Khan
- Pakistan the Economy of an Elitist State by Dr Ishrat Hussain

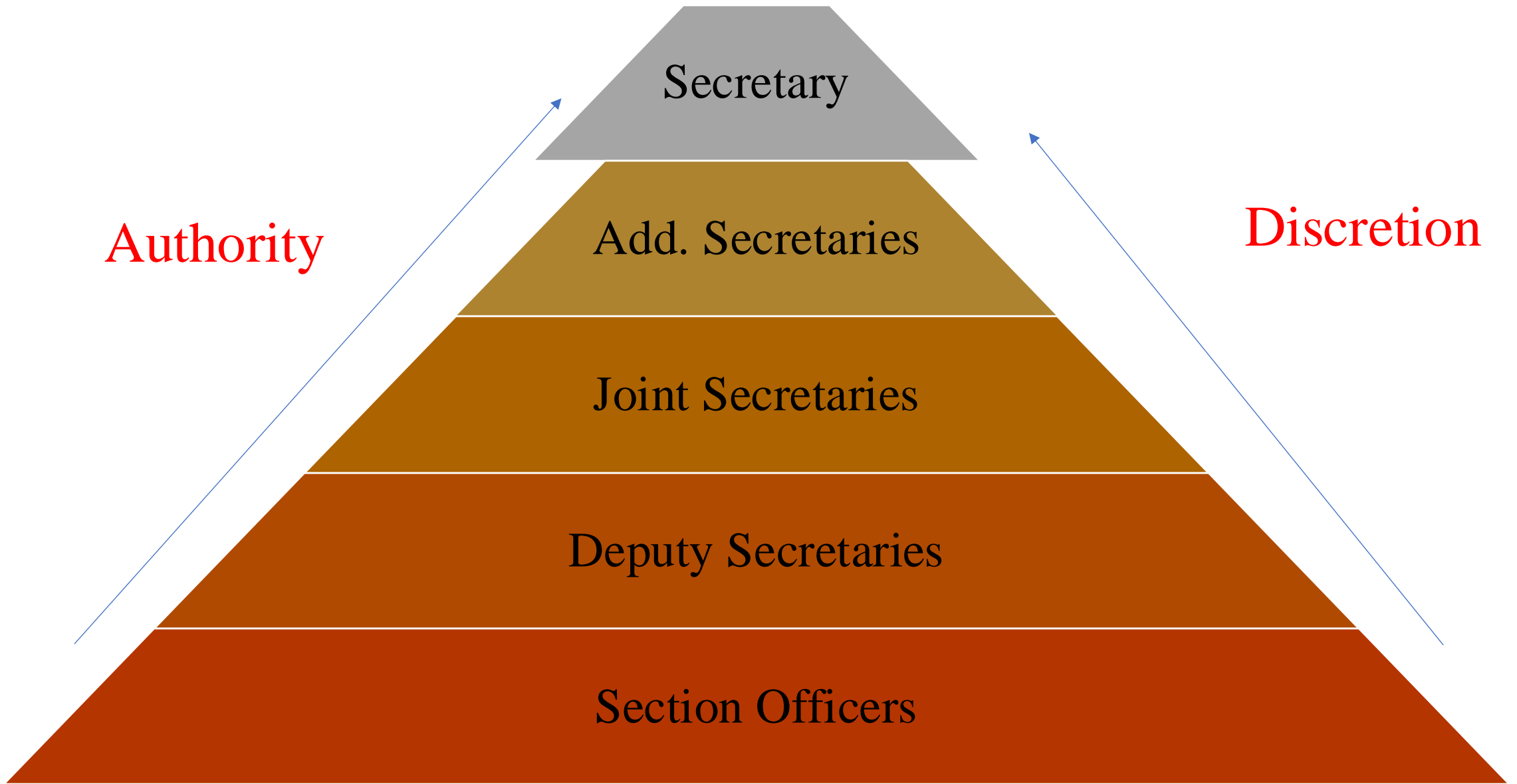
Dichotomy: Democracy & Bureaucracy

Democratic Ideals

- Individualism
- Equality regardless of creed, ethnicity, gender, etc
- Widest possible participation and involvement
- Responsiveness

Bureaucratic Ideals

- Team building: collectivism
- Structural hierarchy
- Top-down approach
- Efficiency



Dichotomy: Bureaucracy and Democracy

- The key question is how to reconcile these conflicting values

Efficiency

Responsiveness

The equity-efficiency trade-off

The equity-efficiency trade-off

- Difference between equity and equality
 - Equality: Everyone given equal resources
 - Equity: resources allocated as per needs to achieve an equality of outcomes

Types of efficiency in Economics

Productive Efficiency

Best combination of inputs to secure maximum possible output at least possible cost

Allocative Efficiency

Optimal resource allocation that produces highest consumer satisfaction

Pareto Efficiency

A situation when it's impossible to make someone better off without making someone else worse off

The equity-efficiency trade-off

- Examples
 - Serving clients (first-come-first-serve or otherwise)
 - Merit vs Quota system
 - Pricing utilities

The equity-efficiency trade-off

- Market-based allocation and govt intervention
 - Price ceilings
 - Minimum wage
 - Subsidizing basic services
- Market-based allocation may increase efficiency but at expense of equity
- Arthur Okun: “We can’t have our cake of market efficiency and share it equally.”

Okun's view of Leaky Bucket



Efficiency losses that occur during redistribution to reduce inequality

The equity-efficiency trade-off

- Efficiency a core administrative value
- Civil servants supposed to complete tasks/projects in least possible time and at minimum cost without compromising on quality
- Efficiency a result of specialization and standardization

The equity-efficiency trade-off: Determinants

Proximity to recipients of policies and services makes a public official more equity-oriented

Country administrative culture
Scandinavian countries vs rest of Europe

Policymakers preferences

Efficiency as contributor to Equity

- Efficiency is a precondition for equity to be possible
 - first increase the size of the cake for a more equitable distribution
- Efficient service delivery a way of serving the public interest
- Frugality important for saving public money

Core Competencies for Public Administrators

Leading Change

- Vision
- External Awareness
- Strategic & creative Thinking
- Resilience
- Flexibility

Leading People

- Conflict management
- Team building
- Inter-personal & Communication skills
- Resilience
- Flexibility
- Partnering & networking
- Integrity

Technical acumen

- Financial management
- HR management
- Technology management

Theories of Bureaucracy

- German sociologist Max Weber (1864-1920) the first to bring a scientific perspective on bureaucracy.
 - Dealt with bureaucracy as a form of organization and management.
- After Weber, the scientific studies of bureaucracy increased, especially in USA after World War-II

1. Weber's Theory of Bureaucracy

- Based on his political analysis of Prussia
- Kingdom of Prussia was a leading state of German empire between 1701 and 1918

Weber's Theory of Bureaucracy

- Bureaucracy the most effective and efficient form of organization
- Continuity, precision, rationality, specialization, speed, and discipline are key to its success

Weber's Theory of Bureaucracy

Rules of Bureaucracy

Laws and regulations, predetermined and official jurisdictions

Gradual levels of authority and hierarchy

Division of work
Departmentalization

Specialized training

Official duties require full capacity
Not of secondary importance

Weber: Sources of Authority or Leadership

Charismatic Authority

Traditional Authority

Ruler a master, not superior

Officials personal, not public or civil servants

Loyalty to rulers key qualification

Appointments largely based on traditions not merit

Legal/Rational Authority

Leaders' powers derived from law

Valid if legitimate

Rational because laws made after due deliberations

Legal, rational authority basis of bureaucracy

Marxist Theory of Bureaucracy

Marxism: Essential Features

Conflict
driving
force of
history and
society

Class
struggle
principal
instrument
of conflict

Relations of
production and
forces of
production
(economic
forces) define
all social
relationships

Laws and
institutions
means of
exploitation
and
subservience

Only a
proletariat
revolution,
ushering in a
classless
society will
make men free

2. Marxist Theory of Bureaucracy

- In capitalist societies, rulers serve bourgeoisie
- Distinction between rule-making and governing
- Governing: conducting day-to-day affairs
- Rule-making: making fundamental decisions

2. Marxist Theory of Bureaucracy

- The bourgeoisie makes the rules
- It doesn't matter who governs
- Bureaucracy serves bourgeoisie rather than society
- Bureaucrats maintain status quo
- Hierarchy and secrecy significant features of bureaucracy

Concerns about Bureaucracy

1. Bureaucratic power a threat to accountability

- Opportunities and expertise civil servants obtain as full-time public servants may give them immense power
- Civil servants can control flow of information to politicians

Dealing with Bureaucratic power

- Bureaucratic Accountability
 - to ministers, parliament, courts, or ombudsmen
- Putting in place counter-bureaucracy institutions
 - Consultants, technical advisors, special assistants
- Legal changes
 - Right to information acts

2. Problems in Developing Countries

- Bureaucracy not a product of society itself but has a structure that is copied from a developed country and incorporates its characteristics
- Weakness of other institutions tends to make civil service powerful
 - Pakistan's early history

Dealing with this problem in Developing Countries

- Reforms in bureaucracy to make it concordant with social needs
- It's for politicians to make bureaucrats responsive to social needs

3. Organizational Problems

Centralism

Organizational
growth

Secrecy

Isolation

Conservatism

4. Operational Problems

Prescriptivism

Avoidance of
responsibility

Politicization

Corruption

Question

- Bureaucracy and Democracy are antithetical. Bureaucracy is hierarchical, elitist, specialized, and informed while democracy is communal, pluralist, generalized, and ill-informed.
- How the gap between the two can be bridged?

Islamic Concept of Public Administration

Basic Principles

Justice

Accountability

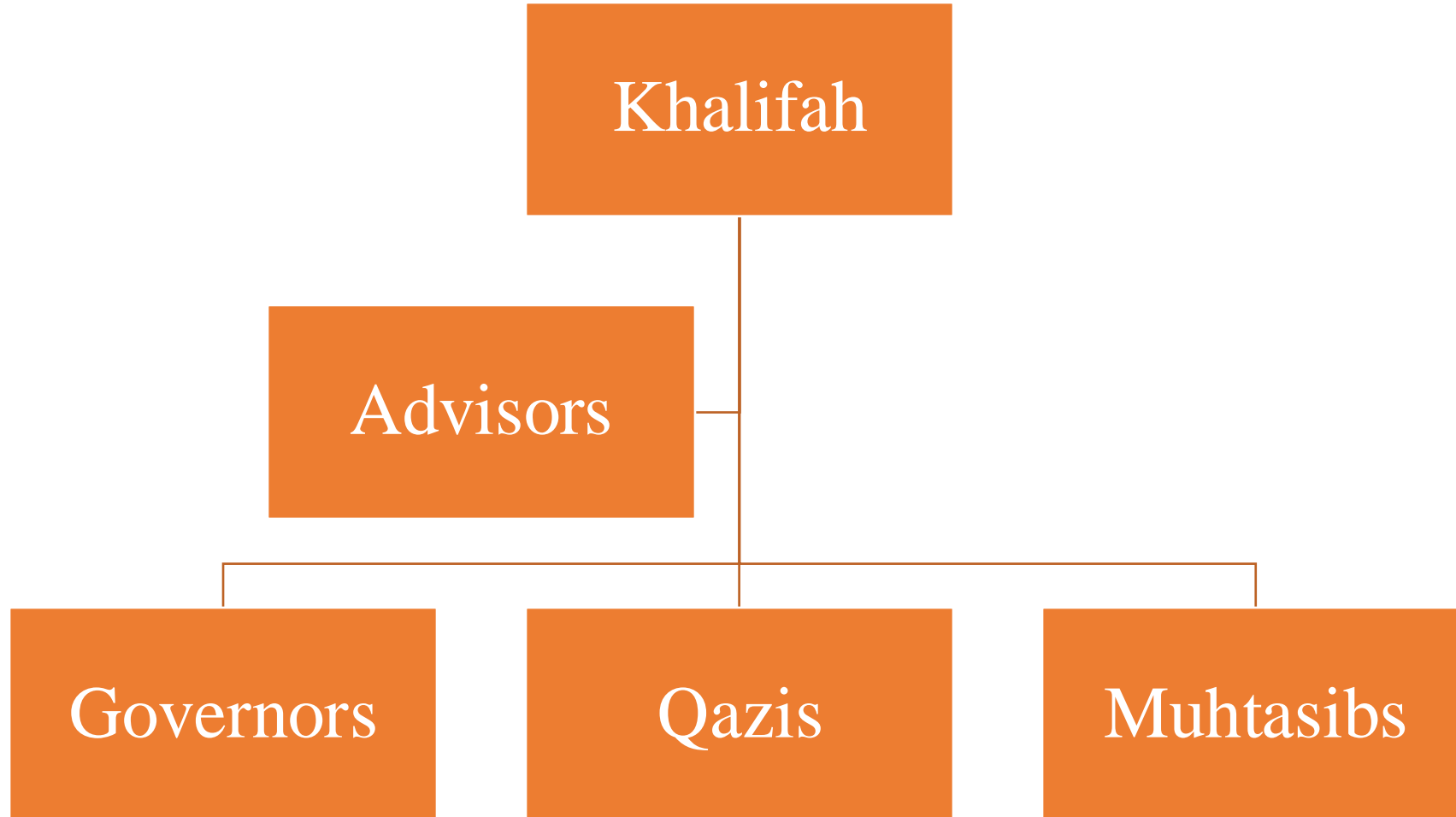
Consultation

Public welfare

Power as trust

Judicial independence

Islamic Concept of Public Administration



Evolution of Public Administration in Pakistan

Two Major Sources

- Mughal Rule (1526-1761)
- British rule (1757-1947)

Mughal Rule

- Absolute monarchy
- Akbar founder of Mughal Administration
- Carried forward several existing traditions and practices including
 - Indians'
 - Those of Arabs and Persians

Govt. Structure

Central Govt

Subas

Sarkars

Parganas

Chaklas

Central Govt

Emperor

Wazir

Diwan

Mir
Bakshi

Mir
Saman

Sadr-
us-
Sadur

Musatufi

High
officials

Subas

Subedar

Dewan

Bakshi

Mir
Saman

Sadr
Civil
matters

Qazi
(criminal)

Divisions/Sarkars

Faujdar

Amalguzar

Kotwal

Qazi

Main Administrative Functions

- Law & order
- Safeguard monarch's interests from internal disturbances
- Defend and expand empire
- Revenue collection

Mansabdari system

- Every officer held a *mansab* (rank)
- Was to supply certain number of troops for State military service
- Officials ranged from Commanders of 10 to 10,000 classified into 33 grades.
- State service neither hereditary nor specialized

Mansabdari system

- Each grade carried a certain rate of pay, from which its holder was to provide a quota of horses, elephants, etc
- Pay in form of cash or *jagir* for certain period
- Allowed to collect revenue equivalent to salary.

Police system

- Entrusted to headman in villages
- Kotwals in cities
- Faujdars at division and district levels

British Rule

- Rule by the East India Company
(1757-1857)
- Rule by British Crown (1858-1947)

British Roots

- Secretariat system
- All Pakistan services
- Recruitment, training, office procedures, local administration, district administration
- Budgeting, auditing, centralising tendency
- Police administration,
- Revenue administration

India under EIC

- District Collector office set up in 1772
 - Revenue collection
 - Civic justice
 - Magisterial work
- Emergence of office of Chief Secretary in 1799
- Divisional Commissioners appointed in 1829

Government of India Act, 1858

- Company rule replaced with the rule of British Govt
- Governor-General renamed Viceroy
- British Govt powers were exercised by Secretary of State for India (SSI)
 - a member of the British Cabinet
- SSI assisted by 15-member Council of India
 - An all British composition
- Provided for creation of Indian Civil Service (ICS) under SSI control

Government of India Act, 1858



Growth of Indian civil services

- 1887, civil services divided into
 - Imperial (recruiting & controlling authority SSI)
 - Provincial (provincial govts)
 - Subordinate

Govt of India Act, 1919

- Imperial Services split into
 - All India Services
 - ICS, IPS, IFS
 - Central Services
 - Central Sect, Railways, Postal & Telegraph, Customs
- First Public Service Commission set up at Allahabad in 1925
- A 40-40% share of Europeans and Indians to fill up ICS and rest 20% by promotions from provincial services.

Govt of India Act 1935

- Provided for setting up Federal Public service Commission and similar institutions at provincial level
- In April, 1937, Public Service Commission became Federal Public Service Commission.
- This was an important step towards the Indianization of Civil Services

British Indian Civil Services

Imperial Services

Provincial Services

Subordinate Services

All India Services

Central Services

ICS, IPS, IFS

Central Sect, Railways,
Postal & Telegraph,
Customs

Steel Frame of the Raj

Indian Civil Service (ICS)

- Also known as Imperial Civil Service
- Higher civil service in British India
- Govt of India Act. 1858 the legal basis

Indian Civil Service (ICS)

- Districts basic units of governance
- 250 districts
- Initially, all top ICS officers were British

Indian Civil Service (ICS)

- In 1853, competitive exams introduced to fill in civil service positions
- Later Indians also allowed to compete
- In 1922, exams began to be held in India also, apart from London
 - First Allahabad and later in Delhi with setting up of FPSC

Indian Civil Service (ICS)

- Tenure between 25 and 35 years
- Also served in Indian Political Dept
 - Diplomatic and political relations with other British colonies
- Eligible for appointment in High Courts (50% quota)

Indian (Imperial) Police Service (IPS)

- Service introduced in 1893
- Indians allowed to compete after 1920
- In 1921, exam began to be conducted in India also

Exercise

You're Secretary of Provincial Social Welfare Dept. Because of fiscal constraints, the govt is considering to close a child welfare programme. The programme is good for children and also provides jobs to women. The Minister wants you to suggest ways to continue the program

What will you do?