

Public Administration

Lecture 1

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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

Syllabus in a Nutshell

- Management theory
- Governance in Pakistan

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

Two Basic Characteristics of Pakistan's Governance System

Govt Organs

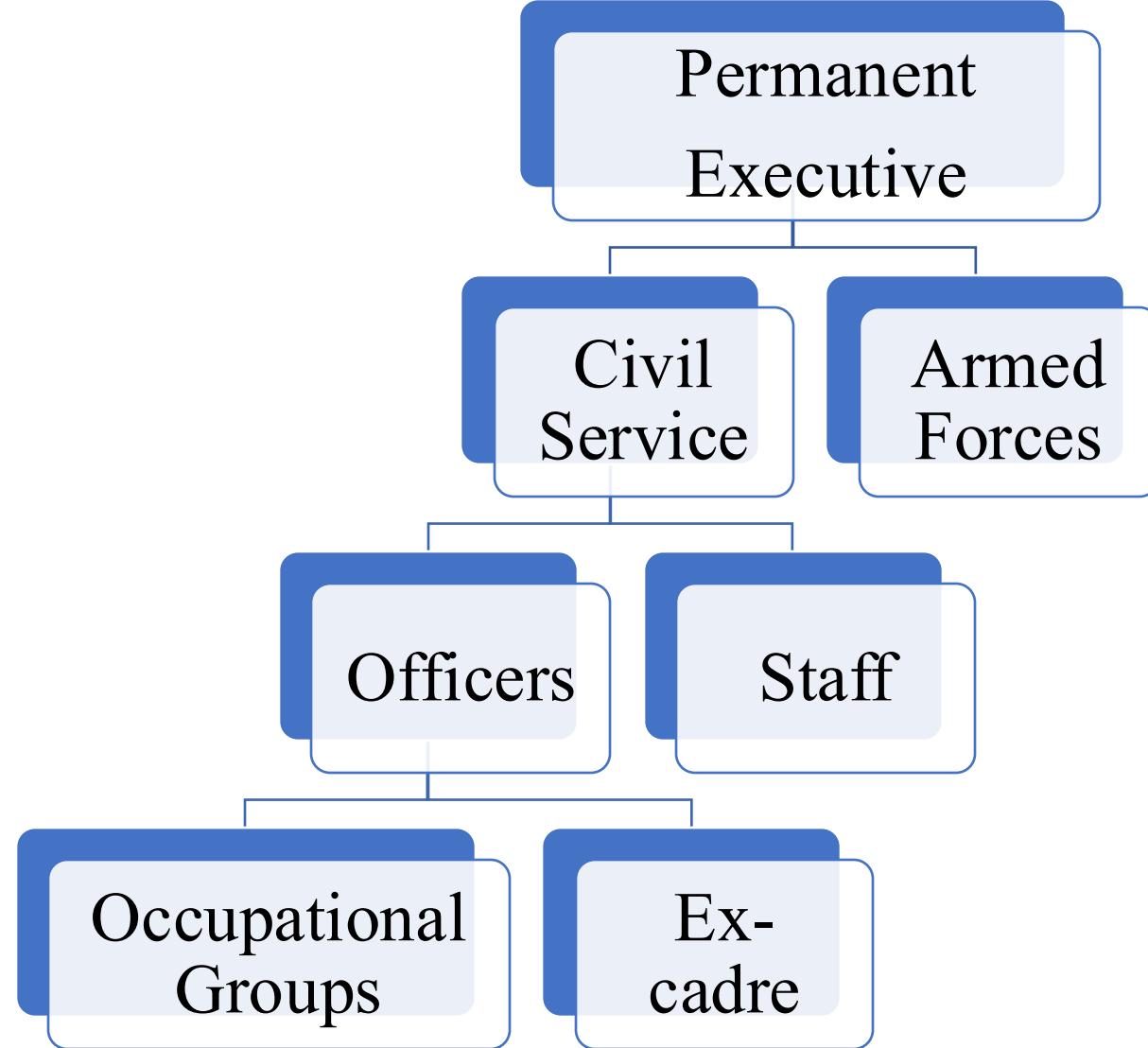
Executive

Legislature

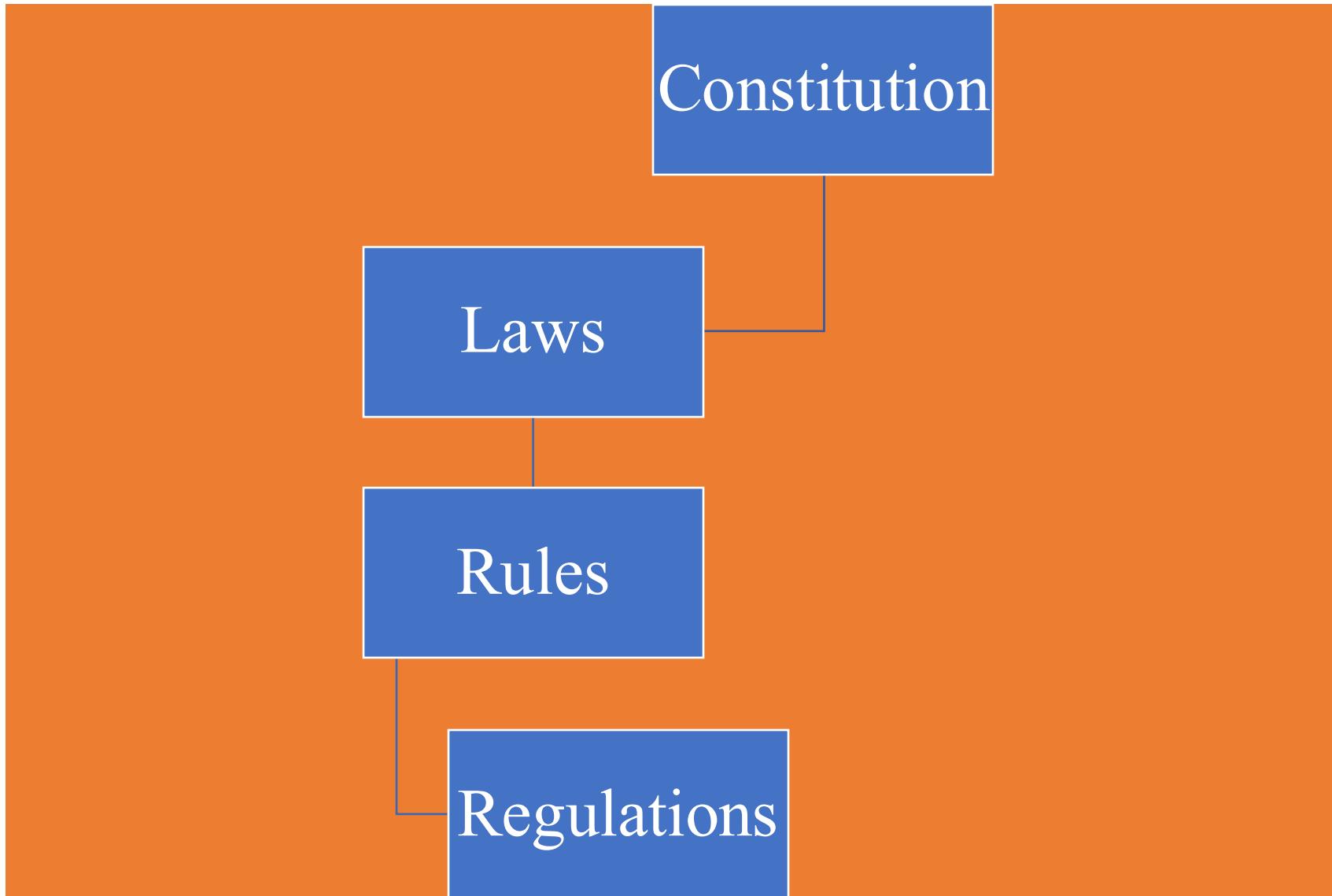
Judiciary

Political

Permanent



Hierarchy of Legal Terms



Examples

- Constitution provides for Supreme Court and High Courts but doesn't specify the number of judges in SC or HCs
- The Supreme Court (Number of Judges) Act provides that maximum number of Judges of Supreme Court including CJP shall be 34

Examples

- The Constitution provides for setting up local govts
- Composition and powers of local govts have been left to provincial assemblies
- Rules of business for local govts are framed by Provincial Govts

Constitutional Provisions

Civil Servants Act
1973

Service Tribunals Act 1973

Civil Servants Appointment,
Promotion and Transfer
Rules 1973

Service Tribunals
Procedures Rules
1974

FPSC Ordinance 1977

FPSC Functions Rules 1978

Rules of Business

Public

- All state organs that provide services to the people
 - Public ownership of means of production
 - Public property
 - Public servant

Administration

- Performance of executive duties
- overseeing an organisation's day-to-day operations, ensuring they run smoothly by implementing policies and decisions set by management

Administration & Management

- Management focuses on strategic direction
- Administration handles the practical and operational aspects
- They jointly contribute to an organisation's overall functionality and achievement

Public Administration

- The management of public or govt programs
- Works at all levels of govt
- Both at home and abroad

Public Administration: Scope

- Defense and national security
- Taxation
- Financial management
- Law & order
- Social welfare
- Environmental quality
- Infrastructure development
- Human resources management

Govt Functions

Essential

Development

Welfare

Regulatory

Approaches to PA

Managerial Approach

- Executive function of govt
- Emphasis on Efficiency

Political Approach

- Legislative function of govt
- Emphasis on constitutional safeguards

Legal Approach

- Judicial function of govt
- Emphasis on application and enforcement of law

Approaches to PA

- Govt essentially a political machinery
- All govt functions take place within a political context
- A commitment to democratic ideals and values

Democratic ideals and values

- Inviolability of Fundamental rights
- Equality regardless of creed, ethnicity, gender, etc
- People are the real masters

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

Business & Public Administration

Similarities

- Four-fold role of management
 - Planning
 - Organizing
 - Leading
 - Controlling

Differences

- 1. Objectives
 - Business: profit-making
 - PA: Service delivery in public interest
- 2. Private Vs public interests

Business & Public Administration: Differences

- 3. Performance Evaluation
- Business: sales, profits, market share easier to quantify
- PA: service delivery often difficult to quantify

Business & Public Administration: Differences

- 4. Higher Stakes
- Govt decisions much higher stakes
- More careful decision-making

Business & Public Administration: Differences

- 5. Conflicting interests
- Govt often needs to balance conflicting interests
 - Fiscal discipline and public welfare
 - Export and domestic prices
 - Taxes and economic vibrancy

Business & Public Administration: Differences

- 6. Decision-making process
- Decision-making process in govt involves input from larger number of stakeholders
- Inter-ministerial/stakeholders' meetings
- Decision-centre difficult to specify

Business & Public Administration: Differences

- 7. Time
- Decision-making in govt takes more time
- Deliberations have to be more thorough

Business & Public Administration: Differences

- 8. Scrutiny
- Greater scrutiny of govt decisions and activities by public and press than in businesses
- Intra-govt scrutiny and checks and balances

Business & Public Administration: Differences

- 9. Visibility
- Greater visibility of govt decisions and activities than in businesses

Characteristics of PA

- Purpose is public good
- Makes use of the public power
- The entire structure of PA governed by law
- Public institutions work under legislative control

Issues in Public Administration

- Politics and Administration
- Bureaucracy and Democracy

Dichotomy between Politics and Administration

Woodrow Wilson

- “Administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for administration, it should not be suffered to manipulate its offices.”

Dichotomy between Politics and Administration

- Separation of Policy-making and administration
 - Policy-making domain of politicians (ministers, etc)
 - Policy-execution domain of politically impartial and professional civil service

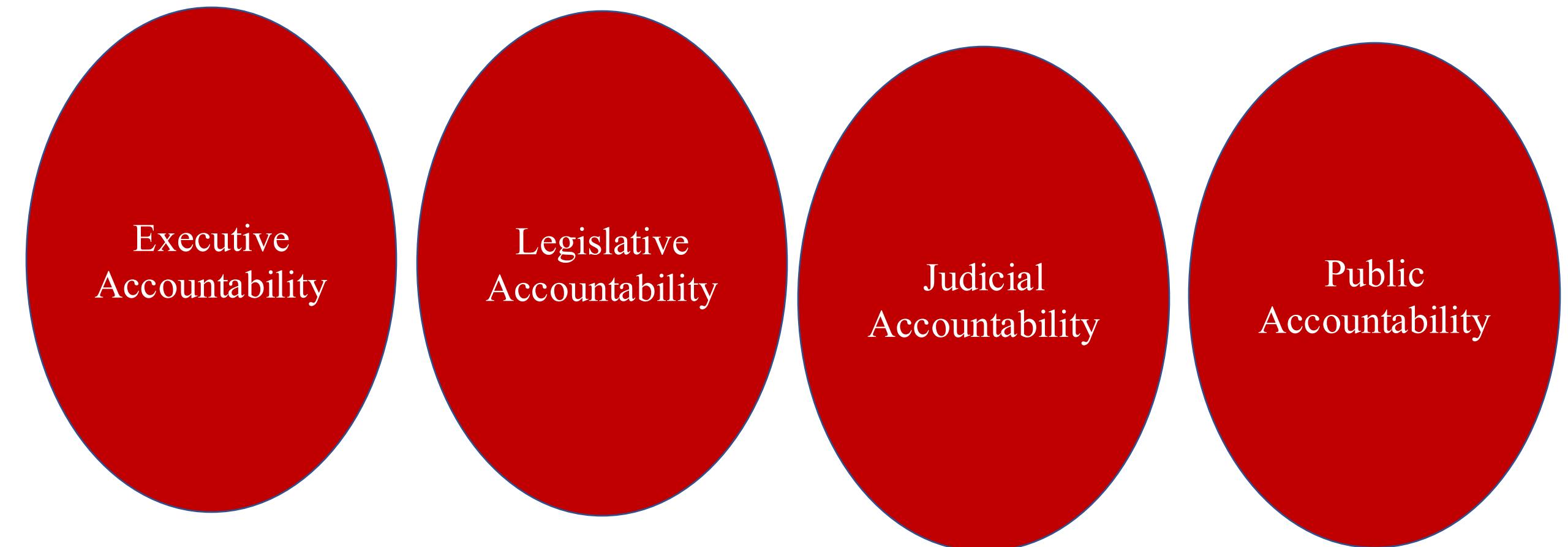
Dichotomy between Politics and Administration

- Separation of Policy-making and administration
 - Also practised in Pakistan

Dichotomy between Politics and Administration

- Rigid separation between Policy-making and administration not possible
 - Operations of govt becoming more complex and technical
 - Involvement of civil servants in policy-making process
 - Growth of delegated legislation

Accountability of Public Administrators



Executive
Accountability

Legislative
Accountability

Judicial
Accountability

Public
Accountability

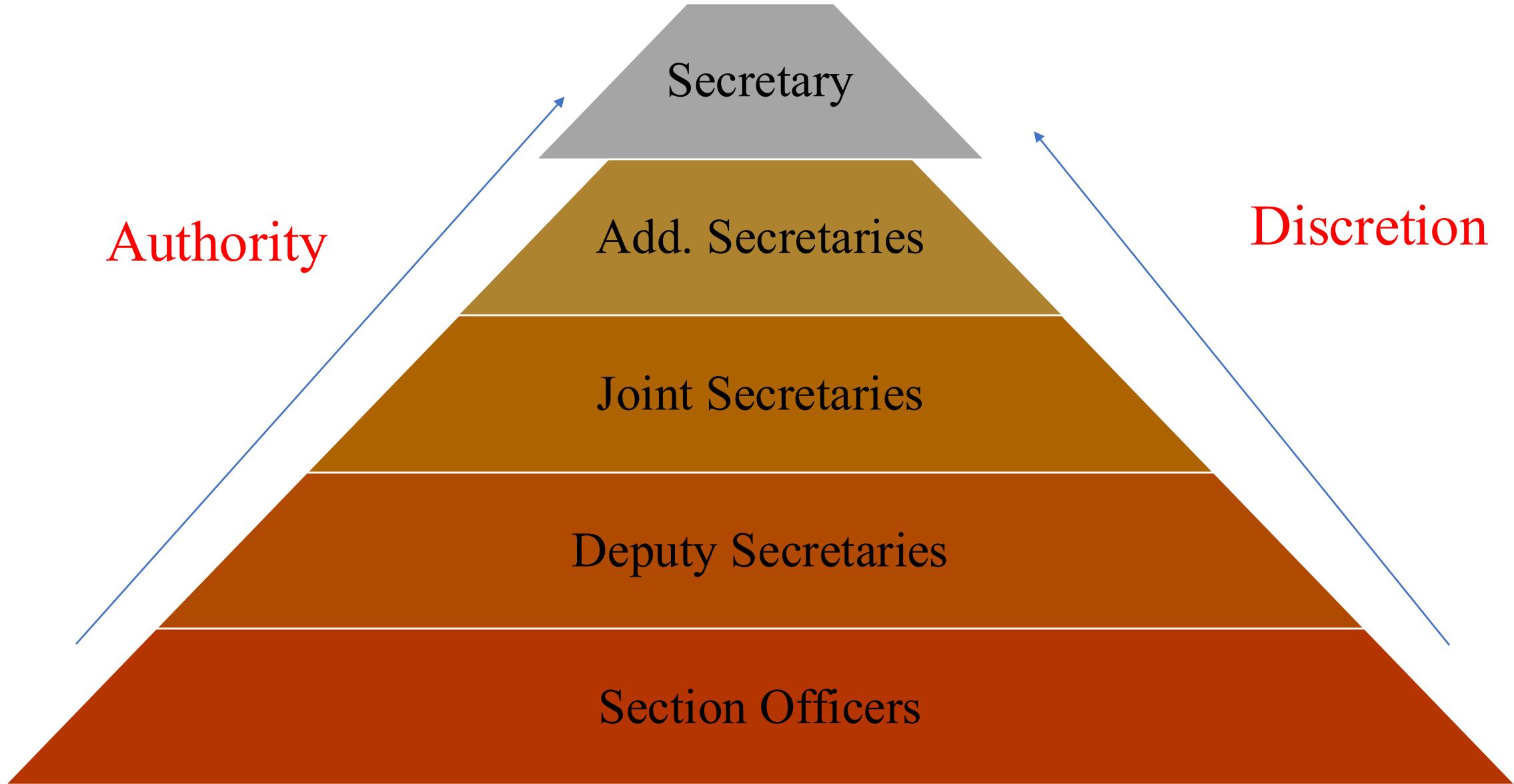
Dichotomy: Democracy & Bureaucracy

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



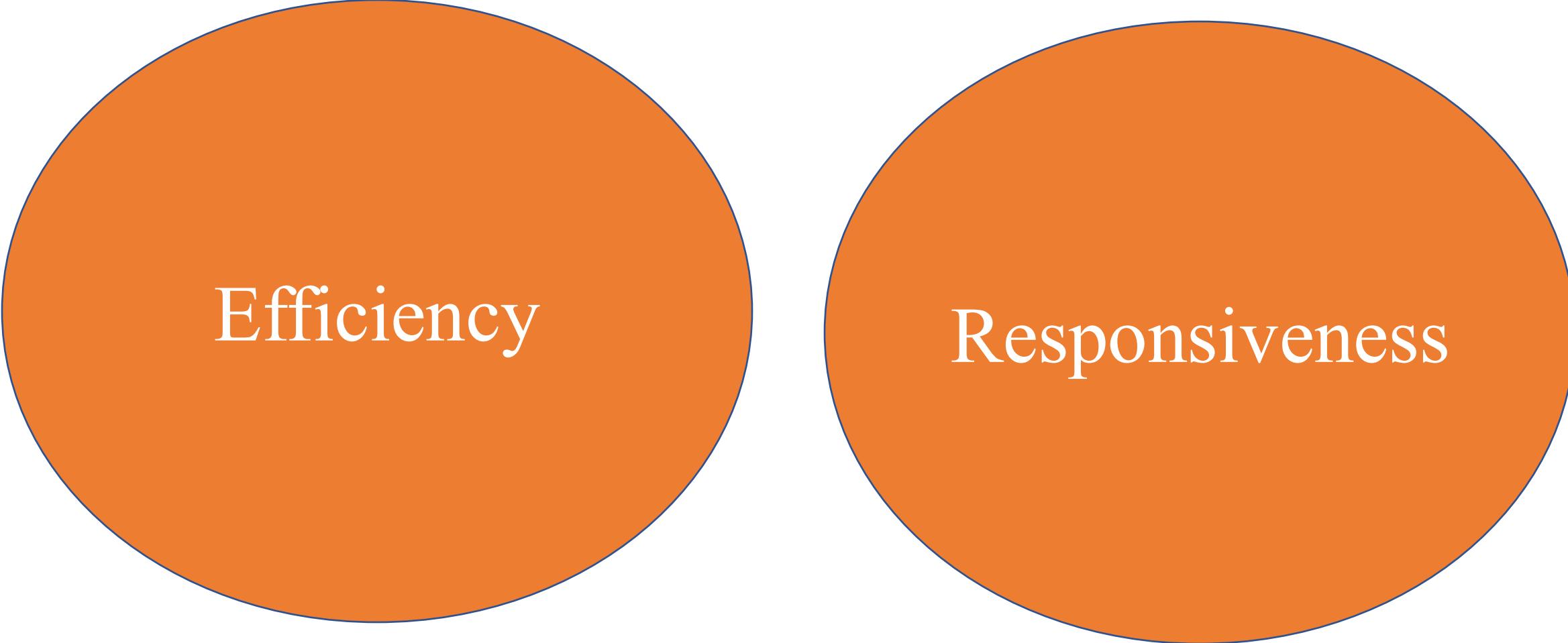
Dichotomy: Bureaucracy and Democracy

- The key question is how to reconcile these conflicting values

Efficiency

Responsiveness

Two Poles of PA



Efficiency

Responsiveness

The equity-efficiency trade-off

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

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

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

Question

- Bureaucracy and Democracy are antithetical. Bureaucracy is hierarchical, elitist, specialized, and informed while democracy is communal, pluralist, generalized, and ill-informed. Do you agree? If yes, how the gap between the two can be bridged?

Traditional Theories of Bureaucracy

1. Weber's Theory 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

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

2. Marxist Theory of Bureaucracy

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

3. Taylor's Scientific Management

Processes

- Sequence of steps that must be undertaken to accomplish a task
- Streamline work
- Provide predictability and clarity
 - Economize on time and cost
- Ensure legal/regulatory compliance

Scientific Management

- F W Tylor called Father of Scientific Management
- *The Principles of Scientific Management* published in 1909
- Principal idea: making people work as hard as they could was not as efficient as optimizing the way the work was done

Scientific Management

- All workers motivated by money
- The idea of "a fair day's pay for a fair day's work."
- If a worker didn't achieve enough in a day, he didn't deserve to be paid as much as another worker who was highly productive.

4 Principles of Scientific Management

1. Use scientific method to study work and determine the most efficient way to perform specific tasks

Minimize discretion of managers/senior officers and establish well-defined procedures

Decisions should be based on cause and effect relationship rather than intuition

4 Principles of Scientific Management

2. Match workers to their jobs based on capability and motivation, and train them to work at maximum efficiency

Specialized bureaucracy and training

4 Principles of Scientific Management

3. Monitor worker performance, and provide instructions and supervision
4. Allocate work between managers and workers
 - Managers: planning and training
 - Workers: perform specific tasks

Weaknesses of Scientific Management

- Promotes extreme specialization against modern ideals of how to provide a motivating and satisfying workplace
- Ignores human side of the employee
- Makes for rigid, rules-driven organizations