

# **Public Administration**

## **Lecture 1**

**By Hussain Haider**

**26<sup>th</sup> 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

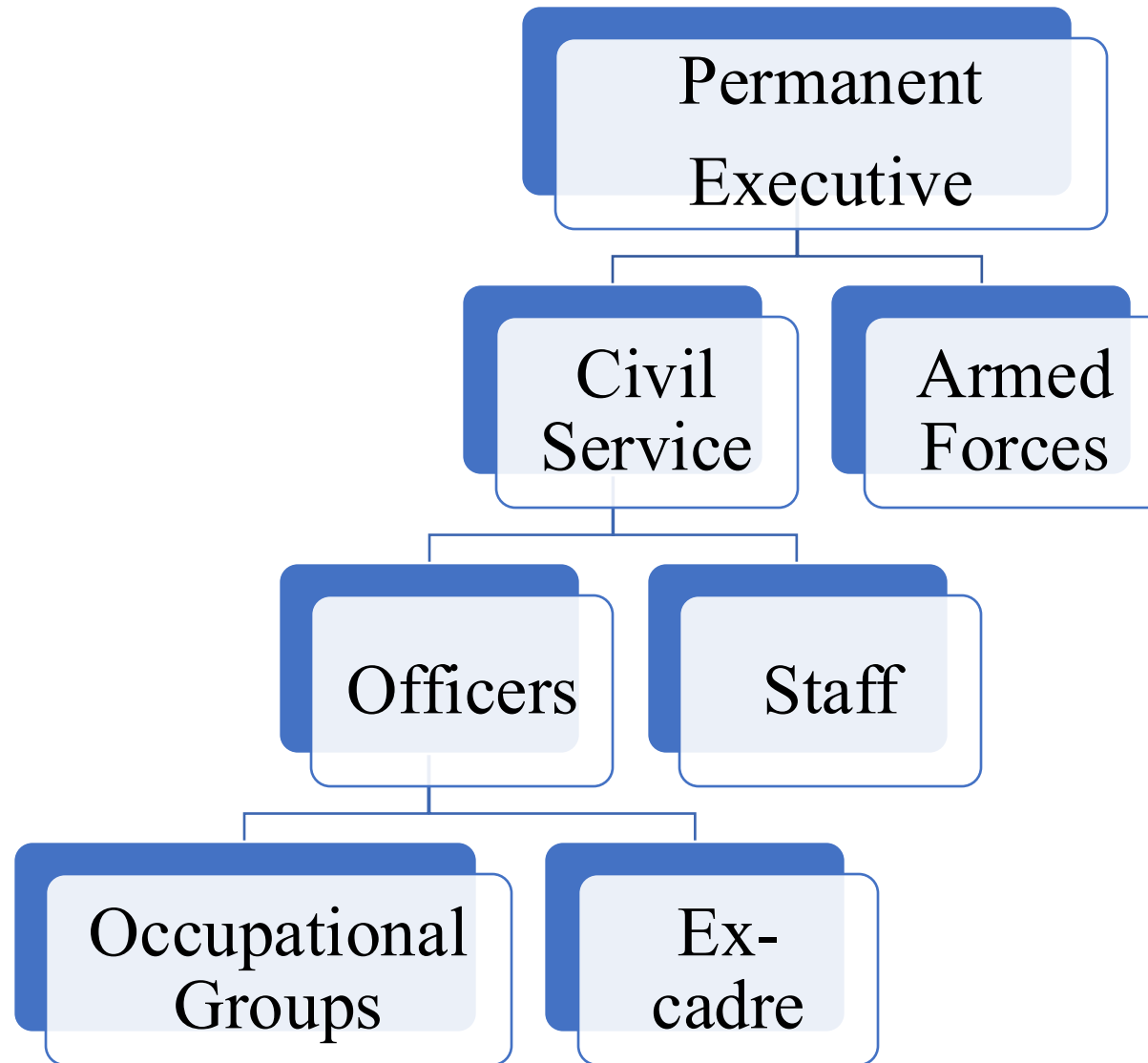
Legislature

Judiciary

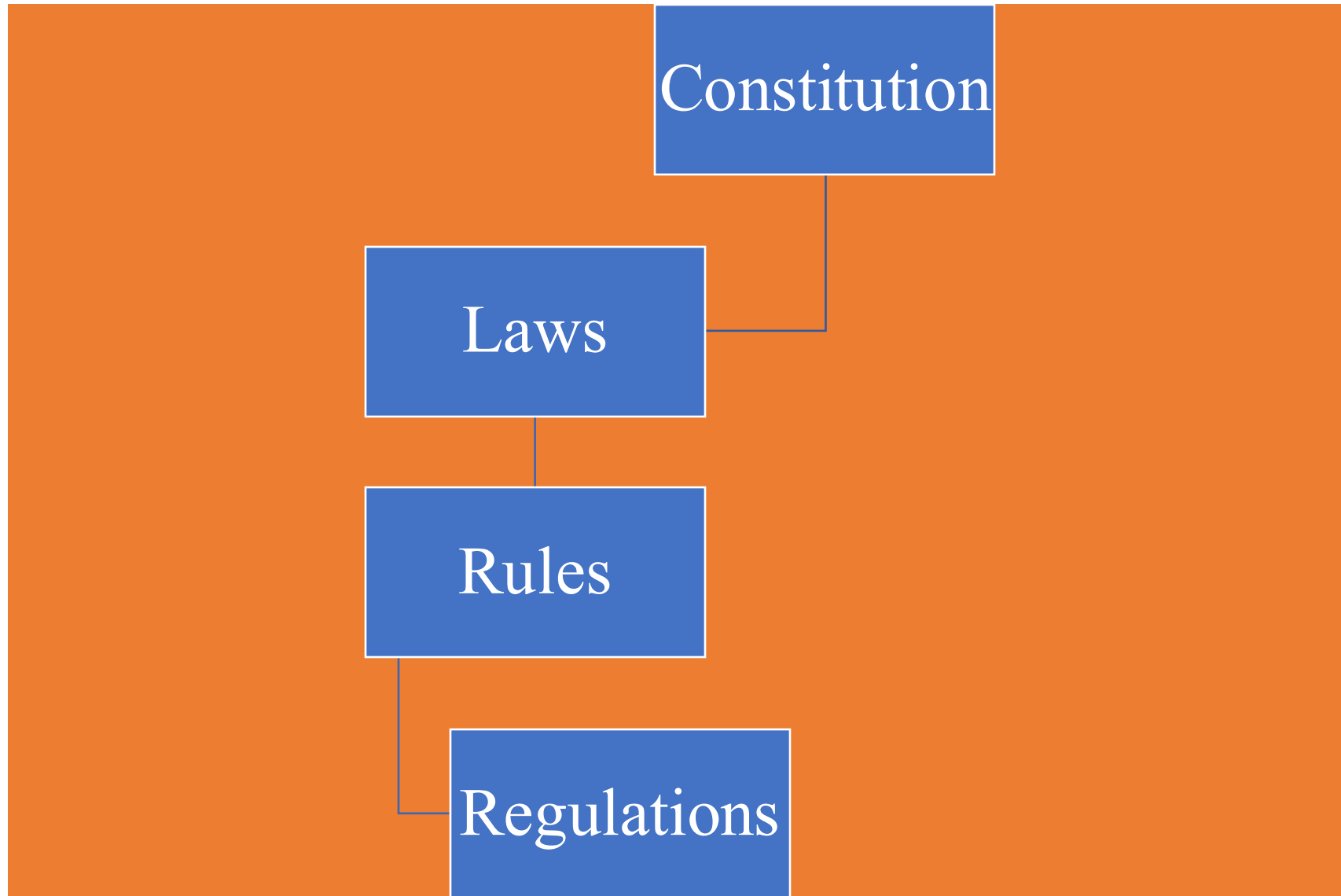
Political

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

```
graph TD; A[Constitutional Provisions] --> B[Civil Servants Act 1973]; A --> C[Service Tribunals Act 1973]; B --> D[Civil Servants Appointment, Promotion and Transfer Rules 1973]; B --> E[FPSC Ordinance 1977]; E --> F[FPSC Functions Rules 1978]; C --> G[Service Tribunals Procedures Rules 1974]; D --> H[Rules of Business]; E --> H; F --> H; G --> H;
```

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

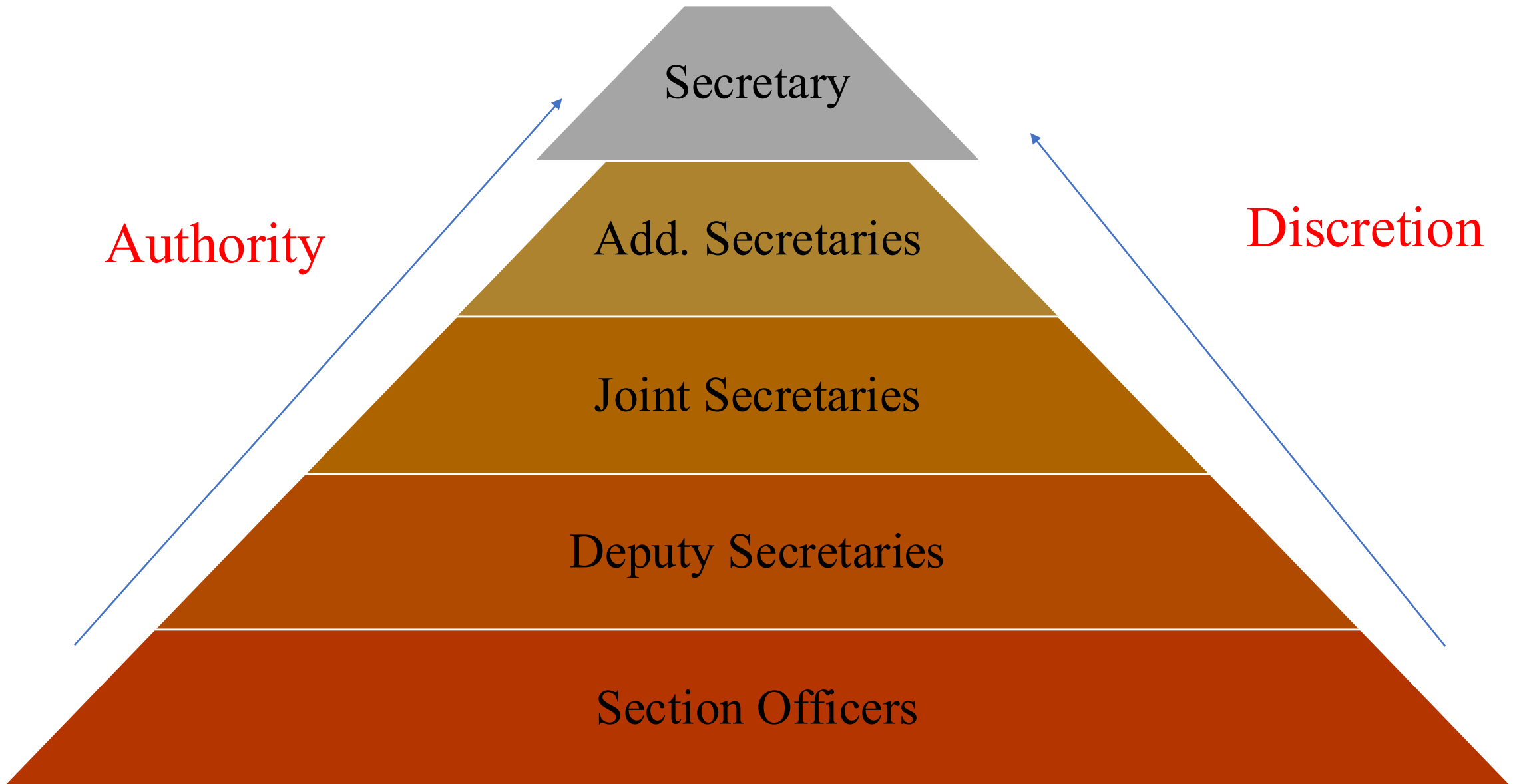
# **Dichotomy: Democracy & Bureaucracy**

## **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

The diagram consists of two large, solid orange circles positioned side-by-side. Each circle has a thin blue outline. The left circle contains the word 'Efficiency' in white serif font, and the right circle contains the word 'Responsiveness' in white serif font. The circles are separated by a small gap.

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. Tylor'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