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# Public Administration

## Part-II

Question No. 02:

### Public Administration

#### Definition:

Literally, Public Administration means 'to serve people'.

Public Administration is the implementation of public (government) policy. It is an academic discipline that studies this implementation and that prepares civil servant for this work. It is a fundamental process of advancement and management of government's functions.

Public Administration has two distinct views

- i- Narrow / Traditional View
- ii- Broad / Liberal view

#### Narrow View:-

Woodrow Wilson has defined the traditional view of public Administration.

'Public Administration is a detailed and systematic Application of Law.'

This view is only related to the functions and actions of Administration. It is not concerned with Policy formulation and Substantive matters of administration i.e Defense, Law and Order, Agriculture etc.

Other definitions of the traditional view defines the public Administration as

'The coordination of collective efforts to implement public policy.' - LD White

Similarly EN Gladden has defined public Administration as

'Public Administration is the administration of the government.'

**Broad View:-** encompasses the actions and activities of national, provincial and local government. Broad view is concerned with the

affairs of the state at all levels. David Rosenbloom has defined the broad view of public administration as

'Public Administration is concerned with the use of managerial, political and legal theories and processes to fulfill legislative, executive and judicial mandates for the provision of governmental regulatory and service functions.'

## Scope of Public Administration

The scope of public Administration is defined by 'Woodrow Wilson' in his essay 'The Study of Administration' in 1887.

• Woodrow Wilson discusses the increasing complexity of society and corresponding issues of public policy design and execution. It requires government to deal with complexity. The essay discusses that public administration is detailed and systematic application of law and every particular act of administration is government in action.

## Luther Gullick's view of Scope of Public Administration

Luther Gullick in his book 'The Science of Administration' developed public administration

based on the **POSDCORB** activities of the chief executive as their functions. It stands for

- P** Planning
- O** Organizing
- S** Staffing
- D** Directing
- C** Coordination and
- R** Reporting
- B** Budgeting

• This approach is technique oriented and does not consider subject matter

### 3. Professor J.M Pfiffner's view

Professor Pfiffner defines the pure and applied side scope of public administration. He gives six principles of an administration:

1. Organization — the structure hierarchy, function authority and responsibility
2. Management of Personnel — HRM
3. Methods and procedures
4. Material and Supply
5. Public finance &
6. Administrative Accountability

These six principles have the following sphere of application

- Central (Federal)
- Regional
- State (provincial)
- Local and
- Corporate

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- **Walker's Scope of Public Administration**  
Walker gave the administration theory that defines the study of structure, functions, methods and organization of public authority.
- He defines the study of interaction and dynamics of public institutions i.e executive legislative and Judiciary. This theory of administration is to be applied at the political, legislative, financial, defense, educational, social, economic and foreign levels.

The last view is about the Interactive Perspective of public Administration.

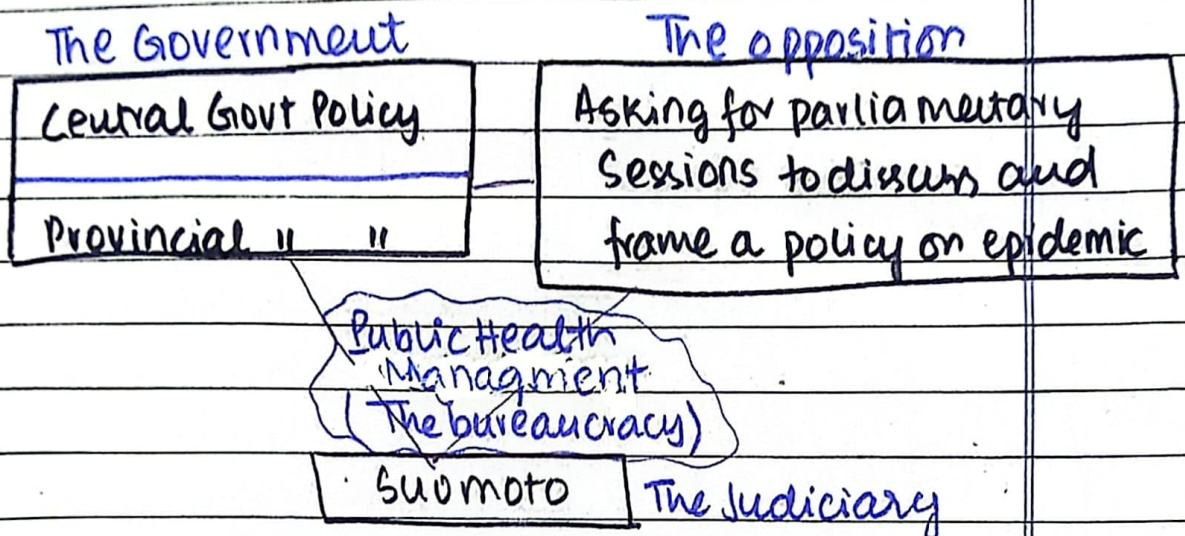
### • **Interactive Perspective of Public Administration**

HD Rosenbloom In his book the Public Administration: Understanding Management politics and law in the public sector explains and analyzes from the point of view of three well established perspective i.e management, politics and law. The three pillars of state interact to protect citizens democratic interests.

- **The Executive** — managerial perspective
- **Legislature** — brings politics into management
- **Judiciary** — the legal perspective, to protect citizen's rights.

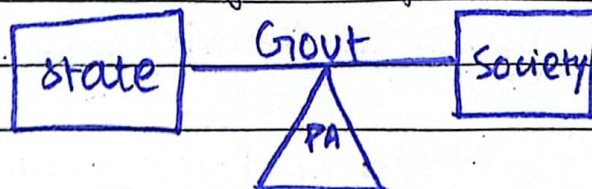
• Relevance to Pakistan

The role and scope of public administration in a society, particularly Pakistan is very crucial. The perspective discussed above can be applied to Pakistan as well. For example, during the COVID-19 pandemic, the public administration played its role in the following way.



• a central government policy on COVID-19 might be brought into discussion by the opposition for discussion into parliament and any legal faults in policy could be challenged by the legal branch through exercise of power such as Suomoto notice

**Conclusion:** Public Administration act as bridge between society and state regulated by the government through Public Administration.



## Question no. 3

## Political-Administration Dichotomy

What is Political-Administration dichotomy?

Political administrative dichotomy is the separation of politics from the government's function/affairs.

### History of political dichotomy

The US is the one of world's oldest democracies dating back to 1787. Historically public Administration was based on the spoils system i.e. personal relationships. Appointment to the government offices were made on political basis i.e. loyalty to the king, Party or the ministers. Public Administration emerged as an anti-thesis to the spoils system. Civil service reforms were conducted to end the corrupted systems to run the business part of the government. It was felt that the business part of the Government should be conducted in a business like manner. And non-political appointment of persons based on 'merit' and 'fitness'.

• Who gave the Idea of Political-Administration Dichotomy?

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• Woodrow Wilson, the former US president from 1913 to 1921, was a strong supporter of civil service reforms in 1880s. He wrote his very famous essay on public Administration known as the 'The Study of Administration' in 1887. Woodrow Wilson gave the traditional view of public administration. He argued that questions of administration are of more practical importance to the function of American government than constitutional questions (law making and policy making). In his essay he wrote

'Administration lies outside the proper sphere of politics. Administrative questions are not political questions.'

**The Political - Administrative Dichotomy:**  
Woodrow Wilson defined the separation of roles of politics and administration. He said,

'Administration lies outside the proper sphere of politics.'

→ **Politics** — set task for the administration

→ **Administration** — provides neutral competence.

(The ability to do work of government expertly without any personal or party obligation and



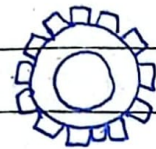
loyalties).

Public Administration's separation from the politics gave a functional and structural view of government by dividing the governmental authority between elected and administrative officials along the functional lines.

- Public Administration is a subordinate to elected officials. Policy is formulated by the politicians while policy is executed by the public administrators. It suggests that there should be no political influence over public administrators as it causes corruption.

- This approach of political-administration dichotomy under the narrow traditional view, see public administration as a 'log' in government's machinery that facilitates government's action

- Public administrators are the 'means' to achieve the 'end'!



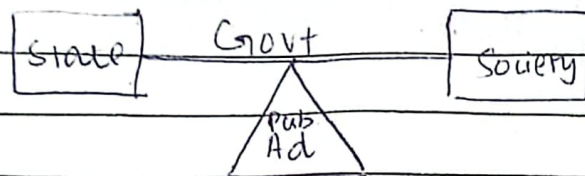
### Relevance in today's Public Administration:

A shift from simple agrarian societies to industrial and recent information societies and more precisely from welfare states to security states has

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created immense complexity in the role of public administration. The advent of modern democracies and rationalization has gave the need for a more integrated approach.

- Public Administration acts as a bridge between government and society and plays a fundamental role in shaping legitimate state-society relationships:



### Conclusion:

Administration focusing <sup>only</sup> on execution rather than policy formation may deliver results faster but the main purpose of public administration is public responsiveness to public and addressing the growing needs of public, for which the integration of the three government pillars is necessary to bring efficiency, equity and fairness.

Question No. 05

Accountability in Public Administration

## Introduction:

L.D white defines Public Accountability as

'The sum total of constitutional, statutory administrative and judicial rules and precedents and established practices by means of which public officials may be held accountable for their actions.'

Piffitner defines accountability as:

'It's the formal and specific location of responsibility'.

Accountability through Program Evaluation, performance measurement and ~~ext~~ audit :-

### • What is program Evaluation?

'Program Evaluation is a systematic method for collecting analyzing and using data to examine the effectiveness of programs.'

Program Evaluation is the last step of any planning process that 'reviews' the program and conducts 'the Impact analysis' of the plan. Program Evaluation is done through the PC-IV and PC-V forms which contains

— Program Review and Analysis which consists of

- Impact analysis
- Goals/ Targets achievement
- Accountability

### Steps of Program Evaluation:

1. Identifying the purpose and scope of the given program
2. Developing an evaluation questions and criteria.
3. Selecting an evaluation methods and criteria.
4. Collecting the data on performance and outcome of the program.
5. analyzing the data for its impact assessment, the goals and targets achievement and conducting accountability audit.

**Accountability:** The program evaluation checks

- the policy outcome
- the performance – the results of the Program
- the effectiveness
- and the sustainability evaluation.
- Policy/ Program evaluation is done by
  - The Legislators
  - Cabinet
  - Administrative agencies

- Judiciary in certain cases

- Legislative groups conduct or Sponsor evaluation

• Accountability through Performance measurement

• Performance measurement for accountability involves setting goals and tracking progress using Key Performance Indicators (KPIs).

• It monitors outputs and outcomes by comparing set goals through systems such as the Performance Appraisal System. For example the Restructuring and Reform process by WB and IMF uses fiscal reform indicators to assess sustainability and economic sovereignty.

• Accountability through Audit

The articles 168, 169, 170, 171 of constitution of Pakistan defines the Accounting and auditing <sup>department</sup> of Government of Pakistan and its duties. The auditor general of Pakistan presents the audit report of Government authorities to the Parliament.

reports (ACRs) of their sub-ordinates every year.

#### 4) Budgetary controls:

The Ministry of finance prepares the budget, allocates the grants to heads of the department, who are responsible for the controlling the expenditures of their department and requires approval before incurring any expenditure of their department.

#### 5) Professional / work ethics - Professional honesty, integrity - self restraint

a code of ethics is a standard of behaviour for governmental official and employees.

#### 6) Administrative Inspection

7) Administrative leadership: inspires employees for efficiency by setting example

#### 8) declaration of assets & liabilities

9) Internal control system: performance appraisal systems

External Controls:

## Executive Controls:

The political control over public servants exercised by political executive which derives its authority from Parliament.

## Judicial Controls:

The controls exercised by the courts over the administrative acts.

It also implies the right of an aggrieved citizen to challenge wrongful acts of administration in a court of law.

## Public Controls:

Citizen's involvement in the planning process fosters ownership and ensure that plans reflects needs and aspiration of the people e.g. participatory budgeting initiatives allows citizens to directly ~~allow~~ influence resource allocation

## Legislative Controls: include

- The Question Hours
- Law making (enactments, amendments, annulments)
- Resolution and motions (calling attention)
- Parliamentary committees systems
- Debates and discussion

- controls of finances - cut motions
- Audit Reports and PACs.

### • Cut motions

A motion is a proposal from a member. Parliament discusses matters of Public importance by passing motions and resolutions. There are 3 types of cut-motions:

- policy cut
- economy cut
- token cut

### Judicial controls:

Judiciary exercises its powers to hold accused accountable through

#### • Judicial Remedies

- Writ of Habeas Corpus
- writ of Mandamus
- writ of Prohibition
- Writ of Quo-warrant.

#### • Judicial Review

- Suo-moto notice



Q no 7:

Define Budgeting and its various +

Definition: what is Budget?

' Budget is a financial plan of a government for a definite period of time.'

FW Taylor.

' Budget is a plan of proposed revenues and spending outlays for the coming fiscal year or longer period of time. It sets forth financial plan for allocating resources and indicates policy priorities of the government.

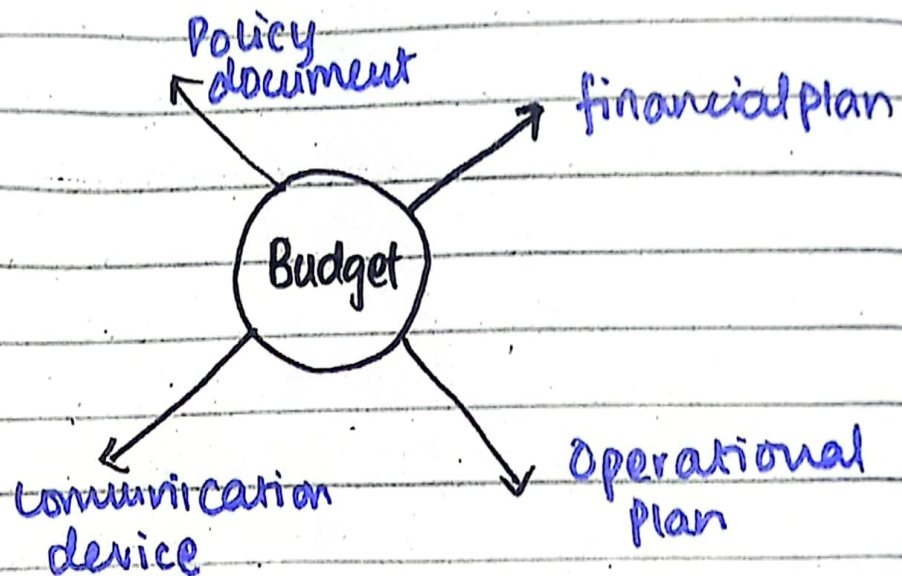
A well developed budget document was the following four criteria:

1. Reveals policy decisions of a governing body. (services and <sup>the</sup> programs offered.)

2. a financial plan for revenue and expenditure

3. Reflects operational plan for the governing body.

4. Serve as a communication device for public and other interested bodies.



Types of Budgets: There are essentially four approaches to Budget types:

- 1) Incremental Budget.
- 2) Line item Budget.

- 2) Zero based budget.
- 4) performance based budget.  
(output based budget)

**Incremental Budget:** is the one in which the budget for upcoming fiscal year is increased keeping upon the previous year's expenditure.

**Line - Item Budget:** is a financial statement item which are grouped by cost centers or departments e.g. salary, bills etc.

• a comparison between the financial data for past budgetary period is assessed and estimates of figures of current or future periods are estimated.

**Zero based Budget:** In contrast to incremental Budget, the allocation of funds in zero based budgeting are determined upon zero sum accounting method. This type of Budgeting started in the US in 1960s after world war II, as the government fiscal gap increased.

### Difference between line item and zero based budget

Line-item / Incremental	Zero based
<ul style="list-style-type: none"><li>• Line item budget focus on 'how much' approach.</li></ul>	<ul style="list-style-type: none"><li>• Zero based budget focus on 'why' approach.</li></ul>
<ul style="list-style-type: none"><li>• It is a motivating approach towards more expenditure</li></ul>	<ul style="list-style-type: none"><li>• Expenditure is linked with achievement of objectives.</li></ul>
<ul style="list-style-type: none"><li>• It studies changes in expenditure</li></ul>	<ul style="list-style-type: none"><li>• It does cost-benefit analysis</li></ul>

- It operates only vertically (communications among the hierarchy)

- It operates vertically as well as horizontally.

- It is based on extrapolation.

- Decisions in zero base budgeting are based on cost-benefit analysis.

### • Performance based Budget:

It measures the fiscal performance of the budget (of previous year.)

- Its contribution towards the goals e.g. revenue collection.

- It focuses on use of resources

- efficiently

- effectively

- economically.

- Allocation of resources in this type of budgeting depends on determining which project <sup>was</sup> ~~was~~ maximum efficiency and efficacy.

- It requires KPIs (Key Performance Indicators) at the outset.

- Linking these performance indicators to resources.

- This is where strategy and planning meets execution and measurement.

- It employs less output for more output i.e. output base. Inputs are linked with output.

- Example: Performance appraisal system i.e. employ procurement and accounting sub systems.

- So performance budget is the change in cultural structure and functions to achieve maximum output.

## Budget as Managerial tool:-

Budget plays an important role as a managerial tool for management's plans for upcoming fiscal year.

- Budgeting when used properly serve as a planning and controlling system.

It sets a company's goals and performance objectives in financial terms once used they are used through out the year.

• It helps in comparing the monthly performance results with actual results.

• It can be used to control operations by the management to examine reports and take necessary corrective actions.

• Integration and coordination of all organizational activities.

Revenue plan ↔ planned expenditure



finance Required ↔ assets Required