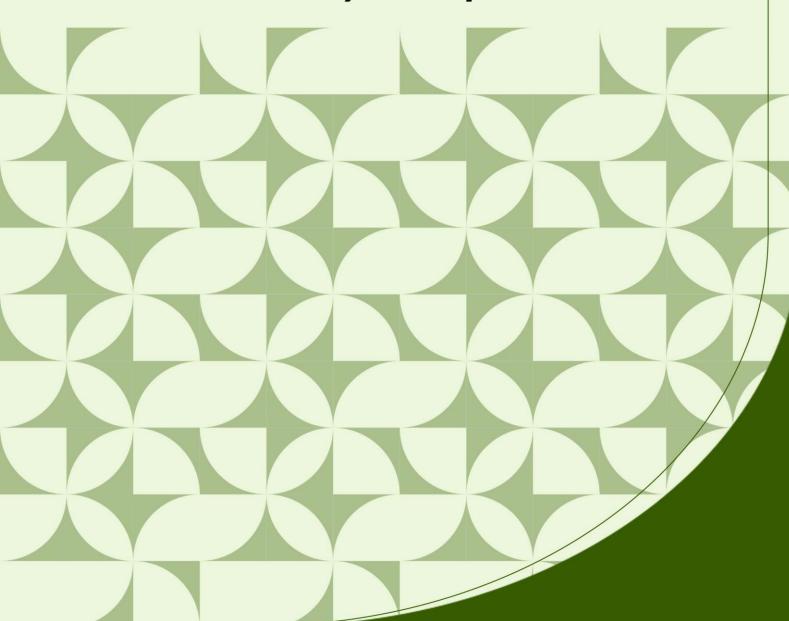


# Positive Public Administration: Lessons for Pakistan

**Analysis Report** 



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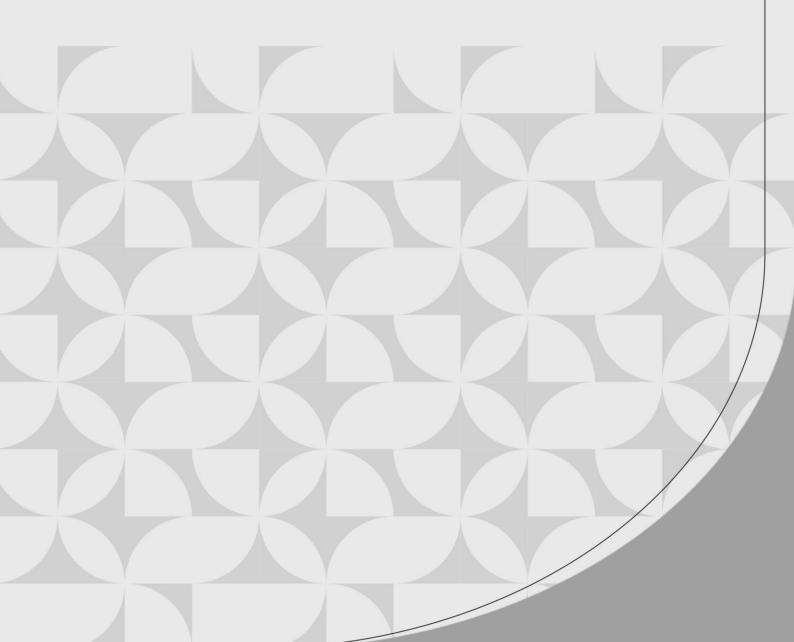
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# INTRODUCTION

Positive Public Administration (PPA) is a discourse that recalibrates the perspectives on public administration by refocusing attention towards the optimistic and the good. The recent publication of the volume 'Pathways to Positive Public Administration' (2024) offers the broadest coverage of this discourse. The 27 contributions in the book by scholars from five continents make a compelling case for the value of PPA as an intellectual and practical endeavour.

Drawing inspiration from the publication, CASS hosted a Zoom webinar as part of its Catalyst Conversation Series on 8 October 2024 titled 'Positive Public Administration: Lessons for Pakistan.' The webinar invited insights from Professor Janine O'Flynn, Director, Crawford School of Public Policy at the Australian National University and one of the editors of the book, and Dr Usman W. Chohan, Advisor on Economic Affairs & National Development at CASS, who contributed a chapter on Pakistan's response to the COVID-19 Pandemic through the lens of PPA. The talk focused on two major themes, 'Pathways to Positive Public Administration: The Discourse and Compendium' and 'Lessons from Positive Public Administration for Pakistan.'

The discussion centred on how PPA principles are powerful and valuable, and how they can inspire reforms and foster effective governance, enhancing public value in administrative systems through positive approaches. Strategies for fostering resilience, innovation, and public trust in Pakistan were explored, with the aim of bolstering public institutions through positivity. The concluding remarks were delivered by President CASS Air Marshal Javaid Ahmed (Retd).





# **EXECUTIVE SUMMARY**

In the brief *Opening Remarks*, *Research Assistant Zahra Niazi* highlighted that the concept of PPA promotes a positive approach to governance, with the recent publication '*Pathways to Positive Public Administration*' being a comprehensive exploration of this evolving discourse.

**Professor Janine O'Flynn** stated that the volume 'Pathways to Positive Public Administration' aimed to provide actionable and practical insights on PPA through the contributions of diverse authors rather than just creating an academic discourse on the subject. She traced the journey that led to the book's culmination, where editors and authors followed the unique approach of analysing the governance practices of many countries to chart the pathways of PPA. She opined that this book project was intentionally expanded over two years to foster community and a movement around the idea of PPA.

Dr Usman W. Chohan shared insights from his chapter in the publication, mentioning that it looked at the applicability of PPA in the context of Pakistan's response to the COVID-19 crisis. According to him, for PPA to have universal relevance, it must be applicable in challenging environments, like developing countries, and during times of crises. He noted that Pakistan's response to the pandemic was distinctly positive, which could be framed as an example of PPA in action. Dr Chohan stated that Pakistan demonstrated successful public administration during the crisis through effective leadership; healthcare specialisations; deployment of international best practices; unified command; precise stimulus strategies; civil society inputs; networked governance; and application of standard international epidemiology best practices. However, he also acknowledged a deeper sense of tragedy. While the country's response to the pandemic revealed its untapped potential, it also highlighted a gap between what Pakistan could achieve and what it actually did in many other areas. Dr Chohan urged for a continued commitment to positivity, emphasising that it was needed more than ever today. He stressed on the importance for all stakeholders, including government institutions, private sector, and civil society, to work in unison and co-create public value.

In his Concluding Remarks and Vote of Thanks, Air Marshal Javaid Ahmed (Retd) commended the efforts behind the book while highlighting the need to foster optimism and cooperation in the public sector. He noted that the field of public administration continued to evolve with the advancement of technology and predicted that, in the coming decade, technology, including AI, would be able to handle many administrative functions. In the end, he recommended the authors of the publication to consider the impact of technology on public administration in their future studies.





# **KEY TAKEAWAYS**

- PPA shifts focus in the field of public administration towards optimism, highlighting successful practices and encouraging a positive approach to governance.
- PPA refers to a scholarly mindset, role conception, and research programme centred on what works in government and governance.
- The book 'Pathways to Positive Public Administration' builds a movement around the idea of PPA.
- This book aimed to create practical solutions for public management through the actionable insights of international authors. The book's main idea is to 'walk on the brighter side' of public management and focus on its positive aspects, inspired by similar traditions in other fields, such as positive psychology.
- Pakistan's handling of COVID-19 is one of the finest demonstrations of PPA in action. Pakistan demonstrated successful public administration during COVID-19 through effective leadership; healthcare specialisations; deployment of international best practices; unified command; precise stimulus strategies; civil society inputs; networked governance; and application of standard international epidemiology best practices.

- Pakistan's COVID-19 response showed that with the right strategies and a positive mind-set, public administration can rise to the occasion and deliver results that exceed expectations.
- The 'what works' in a crisis-context (COVID-19) in a developing country offers lessons for how positive outcomes can be realised by public administration, in spite of limited operational resources and legitimacy.
- Positivity, as applied to PPA, is not about being blindly optimistic but a sober, determined effort to achieve better outcomes even in difficult times.
- In the coming decade, technology, including AI, will be able to handle many administrative functions.





# PROPOSED WAY FORWARD

- Pakistan's handling of the COVID-19 crisis can offer valuable lessons for the present and the future governance, as a continued commitment to positivity is more necessary than ever today.
- PPA should serve as a guiding principle in administrative practices.
- Values like decency, fairness, efficiency, and pragmatism are the key elements that should shape PPA.
- It is important for all stakeholders, including government institutions, private sector, and civil society, to work in unison and co-create public value.
- During any crisis, it is essential for the messaging by the government and the leadership to acknowledge the challenge, demonstrate a commitment to action, and convey optimism for a positive outcome.

- In times of crises, the government should utilise the constrained fiscal space in a prudent manner by targeting the poor and the vulnerable for stimulus measures.
- Civil society should be mobilised during times of crisis to help bridge the gaps in the state's efforts.
- A unified command and a centralised approach to institutional coordination are essential to navigate a crisis effectively.
- The face of public administration is evolving rapidly with the advent of emerging technologies, making it crucial for Pakistan to adopt and lead in this transformation.





# SUMMARY OF PROCEEDINGS

# Zahra Niazi

Research Assistant, Centre for Aerospace & Security Studies, Islamabad

Setting the stage, the moderator highlighted that PPA was a concept that redirected attention in the field of public administration towards optimism by promoting a positive approach to governance. She stated that the recent publication 'Pathways to Positive Public Administration' was a comprehensive compilations that explored the discourse on enhancing public value in administrative systems through positive approaches.

# Professor Janine O'Flynn,

Director, Crawford School of Public Policy,

Australian National University, Canberra

Professor Janine O'Flynn began her remarks by shedding light on her journey as a public management scholar. She stated that in recent years, her focus had shifted from the mechanism of government administration to broader moral questions regarding Public Management. Her connection to the public sector and commitment to highlighting the challenges and effective ways to enhance public service delivery were the driving forces behind this book project. She emphasised that this book aimed to create practical solutions for public management through the actionable insights of international authors instead of being a mere academic discourse.

While tracing the events leading to the book 'Pathways to Positive Public Administration,' she stated that this initiative was started by Scott Douglas and Paul T Hart at Utrecht University in the Netherlands. They wrote the original manifesto, containing the main idea, in 2020. This idea emerged from a larger project focused on analysing the successful policies of governments. They later expanded the scope and convened a group of people interested in public administration. It was finally published in 2021. Professor Janine opined that its main idea was to 'walk on the brighter side' of public management and focus on the positive aspect of public administration, inspired by similar traditions in other fields, such as positive psychology. After the article's publication, the project was expanded into a large, edited collection book to explore multiple pathways of PPA.

Professor O'Flynn emphasised that editors were committed to making the book project international. They sought to make this book open access to disseminate examples of successful public policies from diverse contextual backgrounds worldwide. She further iterated that two central questions guided the book: first, why do similar policies, organisations, and programs work differently in different contexts, and second, how the scholars could analyse exemplars of excellence in the public sphere to support broader policy agendas and contribute to a better understanding of politics and government. The goal was to make it more than an academic project and translate the findings into practical applications. In this regard, the scholars associated





with this project were engaged in the practical field, ensuring that their findings impact effective policymaking.

She asserted that PPA was discussed in the book's opening section without any pre-determined framework. The authors iterated their ideas through various workshops and bifurcated two perspectives: academic and practitioner mindset. In terms of academic mindset, the aim was to devise a research agenda on the positive actions of governments instead of their failures. The authors highlighted the success stories of governance while acknowledging that the subject of 'positivity' was a contested issue, like the debate on public value. Professor O'Flynn maintained that they embraced the diversity of approaches and interpretations of PPA. They positively took the critique raised on their work and considered it significant in understanding what worked and what did not to be able to tackle the contemporary challenges.

She opined that the book also framed PPA as the practical mindset to inform and inspire practice in the field. The book highlighted values like decency, fairness, efficiency, and pragmatism as the key elements shaping PPA. The authors acknowledged the importance of the context in each country and did not offer a one-size-fits-all formula for PPA because the solutions effective in one country might not work in another.

She asserted that, to make their book more inclusive internationally and generationally, the editors employed the unique approach of involving voices in the book beyond their usual networks to enhance the diversity of perspectives. The final book had 27 contributions from 57 authors, representing every continent except Antarctica. Professor O'Flynn underscored three significant areas: foundations, practices, and tools. The foundations elucidated positive public administration's history, politics, and pathways. Meanwhile, practices were analysed through a global lens, moving beyond the mainstream countries and looking at the combination of governance practices in countries like Burkina Faso, Puerto Rico, Germany, Kenya, Latin America, New Zealand, Pakistan, Bhutan, etc. She especially highlighted the chapter written by Dr Usman W Chohan on Pakistan's response to COVID-19, which all the book's editors appreciated. Moreover, the book's third section underlined the tools that support and produce positive public administration in practice, such as cultural competency, participation, co-production, etc.

#### Dr Usman W. Chohan

Advisor Economic Affairs & National Development, Centre for Aerospace & Security Studies, Islamabad

Dr Usman W. Chohan began by introducing his chapter in the publication 'Pathways to Positive Public Administration,' which focussed on the COVID-19 pandemic in Pakistan and how it served as a test case for the concept of PPA. Discussing the widespread criticism governments faced, especially in developing countries, he stated that such governments were often labelled incompetent, corrupt, or inefficient and were easy targets for complaints. This was especially common in





countries like Pakistan, where public trust in governments was low, legitimacy issues were prevalent, and operational resources were lacking. This lack of trust made it difficult for governments to co-create public value in collaboration with citizens and other stakeholders. He stated that his chapter looked at the applicability of PPA in the context of a developing country, i.e., Pakistan, and in a crisis situation, i.e., the COVID-19 pandemic, given that for PPA to have universal relevance, it must be applicable in challenging environments, like developing countries, and during times of crises.

Pakistan faced both advantages and disadvantages going into the pandemic. Despite challenges, Pakistan's response to COVID-19 was distinctly positive. He supported his claim with empirical grounding, pointing to relatively lower death rates and the impact on the GDP resulting from the pandemic. Pakistan's ability to control it while avoiding the severe outcomes seen in countries like the United States, India, and Brazil was a testament to the effectiveness of its response. Outlining the factors that contributed to this success, Dr Chohan mentioned that leadership played an important role. There was consistent messaging from the leadership, assuring the public that the country would overcome the crisis without surrendering to despair and resorting to full lockdowns. The practice of optimal lockdown approach was informed by the World Health Organisation's (WHO) best practices. In addition, testing laboratories, special hospitals, and quarantine centres were established, highlighting the country's technical preparedness.

He further highlighted the civil society's pivotal role, which helped fill gaps where the administrative state did not have adequate reach. He mentioned how local women's groups, initially involved in polio vaccination campaigns, were redeployed to assist with COVID-19 response efforts in rural areas. Moreover, the National Command and Operation Center (NCOC) was established, which became the nerve centre of the country's pandemic management, utilising both military and civil expertise and real-time inputs from field hospitals. The model of networked governance, where data from hospitals, field teams, and various sectors were integrated in real time, allowed for swift responses and effective decision-making. On the economic front, Dr Chohan praised the government's approach of targeted economic stimulus, including through the Temporary Economic Refinance Facility (TERF). Pakistan was able to minimise the economic impact of the pandemic, resulting in a GDP decline of less than 1% at a time when there was global economic paralysis. Moreover, the standard international epidemiology best practices were applied, as prescribed by the WHO and overseen by Pakistanis with previous WHO experience. Pakistan's success in managing the pandemic could, thus, be framed as an example of the PPA in action. He pointed out that the country's rapid return to normalcy was highlighted by its ranking among the top three countries in the world on the normalcy index, alongside Hong Kong and New Zealand - both of which were very different from Pakistan in terms of population and geography.

In reflecting on these outcomes, he stressed the importance of a positive mindset in public administration. He stated that positivity, as applied to PPA, was not about





being blindly optimistic but a sober, determined effort to achieve better outcomes even in difficult times. Pakistan needed positivity more than ever, and it had already demonstrated its potential in a crisis context. Pakistan's COVID-19 response showed that with the right strategies and a positive mind-set, public administration could rise to the occasion and deliver results that exceeded expectations.

Despite the positive results, Dr Chohan acknowledged a deeper sense of tragedy. Pakistan's success during the pandemic showed the country's untapped potential, but it also highlighted the fact that the country often fell short of this potential in other areas. This gap between what Pakistan could achieve and what it actually did was a source of frustration and disappointment for those who cared about the country's future. Nevertheless, he urged for a continued commitment to positivity, arguing that the country's future success depended on maintaining this mind-set.

# Air Marshal Javaid Ahmed (Retd)

President, Centre for Aerospace & Security Studies, Islamabad

# **Vote of Thanks and Concluding Remarks**

In his Concluding Remarks and Vote of Thanks, Air Marshal Javaid Ahmed (Retd), President CASS Islamabad, thanked Professor O'Flynn and Dr Chohan for their insights on the subject of PPA and highlighted the impressive scale of the publication 'Pathways to Positive Public Administration,' involving 57 authors, indicating its global scope and comprehensiveness. He further highlighted the need to foster optimism and cooperation in the public sector. Moreover, President CASS noted that the field of public administration continued to evolve with the advancement of technologies while predicting that, in the coming decade, technology, including Al, would be able to handle many administrative functions. He stated that the implementation of Al was already gaining momentum in public administration. He recommended the authors to consider the impact of technology on public administration in future studies.





# **ANNEXURES**

# **Profile of Speakers**



Prof. Janine O'Flynn

Director, Crawford School of Public Policy, Australian National University, Canberra

Professor Janine O'Flynn is the Director of the Australian National University Crawford School of Public Policy, the leading Public Policy school in the region. She is an expert in public administration and management, having advised governments around the world on issues ranging from the design of effective performance management systems through to collaborative approaches to policy design and implementation. She is a Fellow of the US National Academy of Public Administration and the Institute of Public Administration Australia, and she sits on several advisory boards.

Dr Usman W. Chohan



Advisor Economic Affairs & National Development, Centre for Aerospace & Security Studies, Islamabad

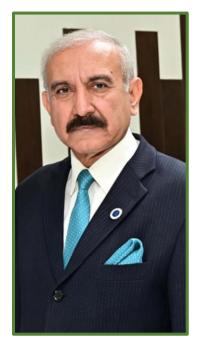
Dr Usman W. Chohan is an international economist and academic, currently serving as Advisor on Economic Affairs & National Development at CASS, Islamabad. He is recognised as one of the top 100 authors on the Social Science Research Network (SSRN), the world's largest open repository of knowledge, out of over 1.2 million authors. In the past six years, he has authored or edited eight books published by Routledge. Dr. Chohan holds a PhD in economics from University of New South Wales, Australia, where his research pioneered a multidisciplinary synthesis of independent legislative fiscal institutions, and an MBA from McGill University, with additional coursework at MIT-Tsinghua. His professional background includes roles at the National Bank of Canada and the World Bank.



# **Air Marshal Javaid Ahmed (Retd)**

President, Centre for Aerospace and Security Studies, Islamabad

Air Marshal Javaid Ahmed (Retd) was appointed President of the Centre for Aerospace & Security Studies, Islamabad on 29 April 2024. Previously, he served as Vice Chancellor of Air University. With a distinguished career spanning approximately 40 years in the Pakistan Air Force (PAF), he has held several critical positions. His roles have included Chairman of the Pakistan Aeronautical Complex (PAC) Kamra, Officer Commanding of the Combat Commanders School, and Chief Project Director of the JF-17 Fighter Aircraft Production Program. He is recognised for his expertise in aerospace development policies, as well as doctrine formulation and implementation strategies. Air Marshal Ahmed is an alumnus of the Air War College, where he graduated in Defence & Strategic Studies. He also holds Master's degree in War Studies from the National



Defence University. His skills in command and management are complemented by his advanced knowledge in emerging academic fields. Previously, he also served as Director of Policy and Doctrine at CASS, Islamabad. In recognition of his significant contributions to the Pakistan Air Force, he awarded Tamgha-i-Imtiaz, Sitara-i-Imtiaz, and Hilal-i-Imtiaz (Military).



# **Press Release**

# Collaboration and Positive Mindset are the Way Forward for Public Administration: CASS

#### 8 October 2024



The Centre for Aerospace & Security Studies (CASS), Islamabad, recently hosted a webinar titled 'Positive Public Administration: Lessons for Pakistan,' which explored how the principles of positivity can drive effective governance in the country. The event drew inspiration from the publication of the book 'Pathways to Positive Public Administration', a seminal volume that explores how the discourse of Positive Public Administration (PPA) can reshape public governance through optimism, resilience and innovation.

The webinar featured Professor Janine O'Flynn, Director, Crawford School of Public Policy at the Australian National University and one of the editors of the book, and Dr Usman W. Chohan, Advisor on Economic Affairs & National Development at CASS, who contributed a chapter on Pakistan's response to the COVID-19 Pandemic through the lens of PPA.



Professor O'Flynn provided an overview of the emerging PPA discourse, explaining how its focus on positive, solutions-oriented governance can lead to tangible improvements in public administration. She discussed the evolution of PPA, highlighting its potential to reshape both academic thought and practical public administration approaches. According to her, 2 PPA is not

limited to one region or culture but has the potential to be applied in diverse contexts, including Pakistan. She urged that in an increasingly complex and interconnected world, adopting a mindset of positivity and resilience is crucial for governments and public institutions to respond effectively to the challenges they face.







Dr Usman W. Chohan built on these contextualising **PPA** within insights bv Pakistan's experience, particularly response to the global COVID-19 Pandemic. He noted that Pakistan had demonstrated immense capability during the Pandemic, successfully balancing public imperatives with economic considerations. He

argued that this example of positive administration offers important lessons for Pakistan's future governance. Dr Chohan stressed that positivity is not merely an aspirational concept but a necessary approach for tackling the country's challenges, from economic recovery to social development. He pointed out that Pakistan has proven its capacity for success in the most difficult circumstances and that the country can replicate this success in other sectors with the right mindset.

Moreover, Dr Chohan emphasised that for Pakistan to continue on this positive trajectory, it is essential for all stakeholders, including government institutions, civil society, and the private sector, to work in unison. Collaboration and unity, he argued, will be key to building a future where positive public administration can thrive.



President of CASS, Air Marshal Javaid Ahmed (Retd), commended the hard work and intellectual rigour behind the book Pathways to Positive Public Administration. He agreed that Pakistan has a unique opportunity to apply PPA principles to navigate global challenges and highlighted the need to foster optimism and cooperation in the public sector. He also

noted that the face of public administration was evolving rapidly with the advent of emerging technologies, making it crucial for Pakistan to adapt and lead in this transformation



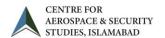


# **Social Media Engagement**

#### **Twitter**





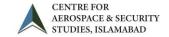




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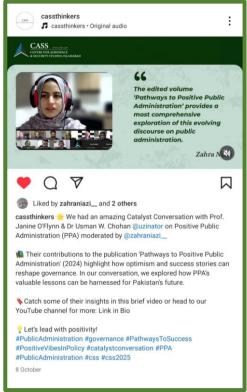






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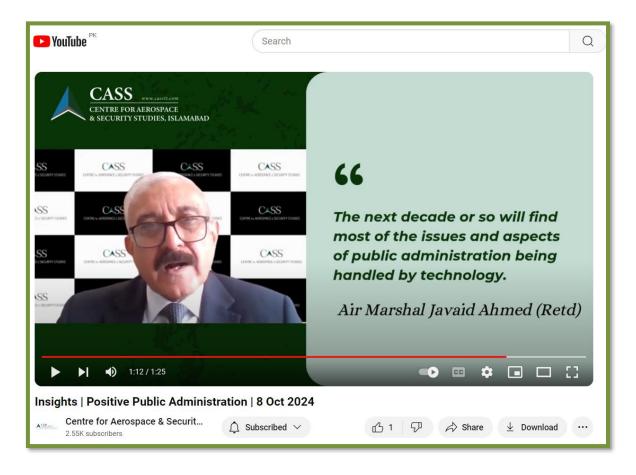


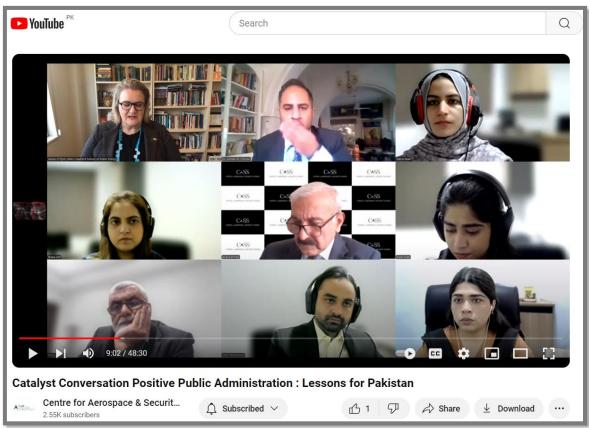




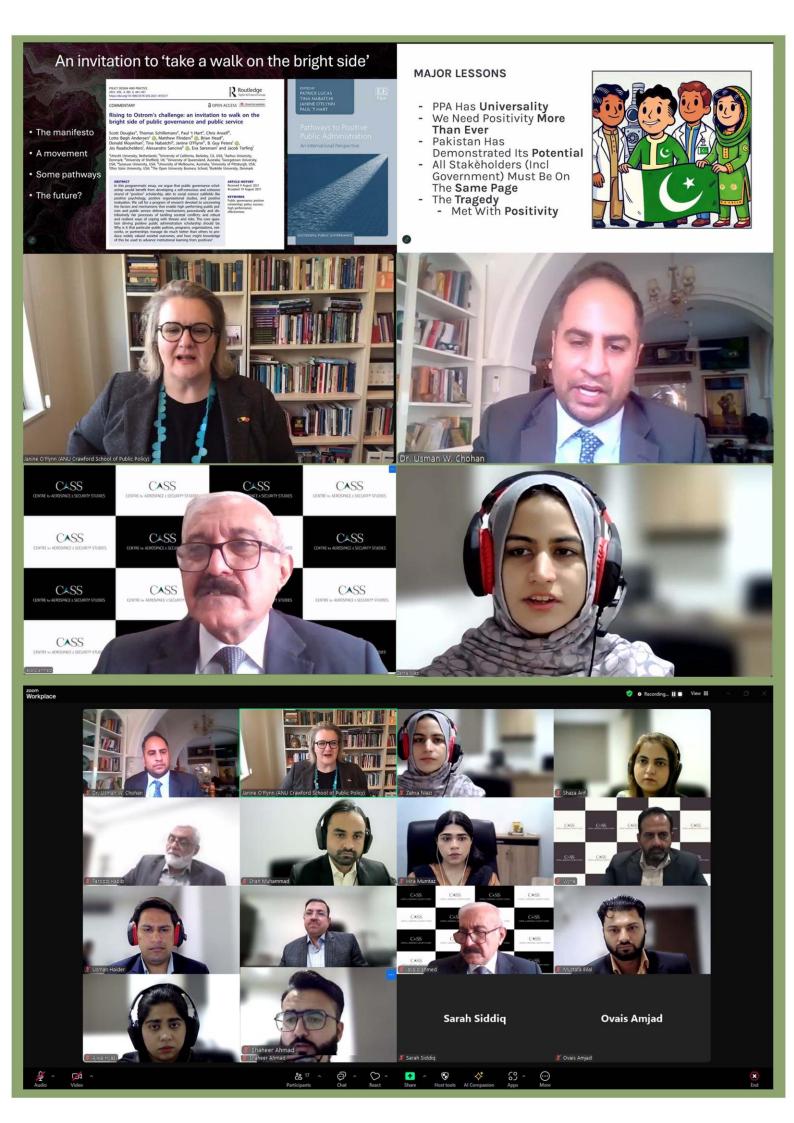


#### YouTube









# **ABOUT CASS**

Established in 2018, the Centre for Aerospace & Security Studies (CASS) in Islamabad is a non-partisan think tank offering future-centric analysis on aerospace and security issues. CASS engages with thought leaders and informs the public through evidence-based research, aiming to influence discussions and policies at the national, regional, and global level, especially concerning airpower, emerging technologies, traditional and non-traditional security.

## VISION

To serve as a thought leader in the aerospace and security domains globally, providing thinkers and policymakers with independent, comprehensive and multifaceted insight on aerospace and security issues.

# **MISSION**

To provide independent insight and analysis on aerospace and international security issues, of both an immediate and long-term concern; and to inform the discourse of policymakers, academics, and practitioners through a diverse range of detailed research outputs disseminated through both direct and indirect engagement on a regular basis.

#### CORE AREAS OF RESEARCH

Aerospace **Emerging Technologies** Security Strategic Foresight



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