

Module VI- Comparative Public Administration Meaning, Nature, Scope and Importance**MEANING OF COMPARATIVE PUBLIC ADMINISTRATION**

- Comparative public administration is the study of public administrative system from a comparative perspective and in cross-national and cross-cultural contexts.
- It is a branch of the parent discipline of Public Administration, but over the years, it has evolved and sustained its own identity.
- It focuses on the structure, processes, behavior, roles, and impact of public administrative system at the international level.
- It examines the similarities and differences among public administrative systems of various nations and regions and the sources of diversity among them.

Origin of comparative public administration

- Woodrow Wilson created with introducing comparative study of Public Administration
- Importance of comparative approach “The study of administration in Political Science Quarterly” (Essay)
- But it gained momentum after World War II
- American Political Science Association Fueled its growth

Defining of Comparative Public Administration

Jong .S .Jun describes, “CPA has been predominantly cross-cultural or cross-national in orientation”.

Robert H. Jackson defines CPA is that facet of the study of public administration which is concerned with making rigorous cross-cultural comparisons of the structure and processes involved in the activity of administering public affairs”

Purposes Comparative Public Administration

- To explain the factors responsible for cross-national and cross-cultural similarities and differences in administrative structure, functions, behavior, and impact.
- To examine the causes for the success or failure of particular administrative systems in their ecological settings. Thus, the discipline looks closely at the dynamic interaction between administrative systems and their respective environments, including their positive and negative influences.
- To understand the strategies of administrative reforms, their processes and impacts and the factors responsible for the level of success or failure of reforms.

Objective of Comparative Public Administration

- To formulate general principles and concepts by studying specific administrative problems and systems.
- To present far reaching analysis of different cultures, nations and systems, and thereby extend the scope of modern public administration.
- To find out the causes of their successes and failures by locating comparative circumstances of diverse administrative forms and systems.
- To point out the necessity of administrative improvement in the context of comparative studies, to bring out the shortcomings into light.
- To make experiences dynamic by making their use.
- To contribute in the policy determination of the government.
- To broaden the horizon of public administration and to make it practical.
- To encourage the use of the new techniques of managerial and administrative science in the developing countries

NATURE OF COMPARATIVE PUBLIC ADMINISTRATION

Ferral Heady has categorized Comparative Public Administration into four. They are :

- Traditional focus of research
 - Development oriented research
 - General system model
 - Administrative System
- **Traditional focus of research:** It has to do with administrative institutions and organizations, organizational structure, local administration and administrative system of public sector industrial units. This is characterized by a comparison of administrative functions and systems in the west on the basis of their civil service.
- **Development oriented research:** This deals with the omnipresent socio-economic and political changes. Due to the current trend of globalization, these changes have to find a way of being harnessed for the better of society: public administration has to provide a solution for this.
- **General system model:** It has no specific area or system of focus, but rather the whole complexity of Public Administration. It studies the whole administrative system relative to the environment in place.

- **Administrative System:** The middle range theory is then the last focus and this considers a particular administrative System. It is the mirror image of the general system model building.
- **Comparative Administrative Group (CAG)**
 - Comparative public administration gained prominence in 1962 when the Ford Foundation received significant funding to run the **Comparative Administrative Group (CAG)** within the American Society for Public Administration.
 - Throughout the sixties, the CAG organized many research, essays, experimental lectures, and special seminars with administrators.
 - This CAG was led by **Fred Riggs**. He gave a theoretical form to comparative public administration.
 - Other contributors to this field are **Leonard White, Robert Dahl, Feral Heady, Ramesh Arora, Paul Mayer, etc.**
 - CAG developed a programme with three objectives of CPA.
 - To **encourage research** in comparative public administration
 - To encourage **teaching of comparative public administration**
 - To contribution to more **effective public policy formulation in the field of development administration.**

Trends in Comparative Public Administration

Fred Riggs has laid **three trends** he believes are taking place in the study of Comparative Public Administration.

- Normative to Empirical Orientation

The first one is the shift from normative to empirical orientation. According to him, **traditionally the study was centered on norms rather than factual basis**. Thanks to Behaviouralist Revolution, current studies are based on hard facts.

- Ideographic to Homothetic Orientation

The second shift is one from ideographic to homothetic orientation. Ideographic concentrates on particularities or unique cases, as opposed to **homothetic which focuses on generalities and regularities**.

- Non-ecological to Ecological Orientation

The final one is the shift from non-ecological to ecological orientation. Administration did not consider environment in its study. **There is always interaction between the people and the environment**, and so a society cannot be understood without regard to environments, thus the need for the shift.

APPROACHES IN COMPARATIVE PUBLIC ADMINISTRATION

1. Bureaucratic Approach

It is Max Weber's bureaucratic ideal-type model. This has structural characteristics of hierarchy, specialization, role-specificity, and recruitment by merit promotion, seniority-cum-merit, career development, training discipline, separation between personal and official means, and etc. Its emphasis in the model is on rationality and efficiency.

2. Behavioral Approach

The behavioral approach emphasizes 'facts' rigorous scientific methods of data collection and analysis, quantification, experimentation, testing, verification and an interdisciplinary orientation. It focuses on the analysis of human behavior in administrative settings.

3. General Systems Approach

The general systems approach views an administrative system as a sub system of the society. It looks at various parts of an administrative system (formal organization, organization, roles, individuals) and examines the interlinkages among parts. Besides, the approach analyses the dynamic interactions between the administrative and its external environment.

4. Ecological Approach

One of the most approaches in Comparative Public Administration is the ecological approach which has been stressed considerably by Fred Riggs. This approach examines the interactions of an administrative system and its external environment. Thus the impact of the political system, economic system, social system and the cultural system, on structure and behavior of the administrative as well as the influence of the administrative system on these environmental structures is highlighted in the ecological approach.

5. Structural-Functional Approach

A structure, according to this approach, is a pattern of behavior that has become a standard feature of a social system. Fred Riggs has successfully applied the ecological and structural functional approaches in his analysis of and their administrative systems.

6. Development Approach

A very well-known conceptual approach in Comparative Public Administration is of 'Development Administration' which has been elaborately dealt with in a separate unit. This approach focuses on certain characteristics of a system, goal-orientation, change-orientation, progressiveness, innovativeness, participation and responsiveness.

SCOPE OF COMPARATIVE PUBLIC ADMINISTRATION

1. Cross-institutional Analysis

When two or more institutions or organizations are compared in terms of their structure, functions, processes, environment, and impact; such an analysis is called cross-institutional analysis. For instance, there can be a comparison between the Police Department of Uttar Pradesh with that of Tamil Nadu or there can be a study of the Agriculture Department in all the major states of India. Likewise a comparison can be made between the School Education Department with the Higher Education Department of West Bengal in term of efficiency and innovativeness. There can be innumerable and diverse examples in this context. This approach is most evident in traditional comparative studies.

2. Intra-national and Cross-national

Intra-national comparisons relate to the comparison of administrative structures within the same country. This comparison can be of inter-district or inter-division or inter-state levels, but within the same country (for instance, India). However, when any two administrative systems or their subsystems existing in two or more nations are compared, such a comparison will be called 'cross-national' analysis. When we compare the health administrative systems of Punjab, Himachal Pradesh, and Bihar, these will be intra-national comparisons, but when India's health administrative system is compared with its counterpart in Bangladesh, it will be called 'cross-national' comparison. Such studies are only few because of massive resources and distinctive methodology required for conducting them.

3. Cross-national but Intra-Cultural

When comparisons are made between the administrative systems of two or more nations belonging to the same 'culture', these are called cross-national but intra-cultural comparisons. It is sometimes difficult to define the term 'culture' in this context. Yet, it is generally assumed that developed nations and developing nations belong to two different cultures. Thus, a study of the status of women in the administrative systems of India, Bangladesh, and Sri Lanka will be cross-national but intra-cultural, but a similar study involving Germany and Nepal will be cross-national as well as cross-cultural.

4. Cross-national and Cross-cultural

Studies of administrative systems in two or more nation's belonging to various levels of socio-economic development will fall in this category. For instance, when comparisons are made between the administrative structures of social justice in the U.S., Argentina, UAE, and Nigeria,

such studies will come under the category of cross-cultural (and of course, cross-national) comparative analysis. A culture also demotes the nature of the political system. Thus, the People's Republic of China and Vietnam will fall in a similar culture (both are communist and economically progressive) but a comparison of India with Vietnam or of Cuba with Italy will be cross-cultural. We should remember that the cultural category of nations can change from time to time.

5. Cross-temporal Studies

Temporal relates to time. Comparative studies, which involve two or more specific distinguishable time-periods, are cross-temporal studies. For instance, district administration in pre-independence and post-independence periods will be considered cross-temporal. A comparison of environmental administration in the Mauryan period and of independent India will also be cross-temporal.

SIGNIFICANCE OF COMPARATIVE PUBLIC ADMINISTRATION

- The government organizations are significantly differentiated and functionally specific. The bureaucracies are large and perform a myriad of specialized functions and are of the Weberian type.
- There is a lot of internal specialization within the roles and the selection of people is based on merit.
- The decision and law making process is largely rational.
- The government institutions are present in all spheres of the life of the citizens.
- Since there is popular interest in public affairs, there is a direct relationship between political power and legitimacy.
- It has brought politics and public administration closer to each other.
- It has led to a greater scientific outlook in theory construction.
- It has opened door of the discipline to all kinds of social scientists.
- It has helped to eliminate the narrowness of provincialism and regionalism.

FUTURE PROSPECTS

- International interdependency of bureaucracies
- Study of citizen charter
- Role of people in promoting or resisting administrative reforms
- Role of private sector
- Human rights enforcement
- Role of self-help groups
- Disinvestment of public sector enterprises
- Role of voluntary agencies/non-governmental organizations
- Role of community based organizations
- De-bureaucratization

Fred. W Riggs (1917-2008)



- Professor Emeritus at political science Department of University of Hawaii
- One of the pioneer in Administrative Model
- Well know for n his work in Comparative Public Administration
- His theory finds of relevance in developing countries
- His approach has been characterized with Structural Functionalism
- His theory macro, systematic, ecological and structural functional
- It has opened new vista for cross cultural administrative study.

COMPARATIVE MODE RIGGS

Every culture offers support and obstacles to change and development. Riggs wanted to demonstrate how external conditions influence administrative systems.

Three analytical tools:

- Ecological approach
 - Structural - Functional
 - Ideal models.
- **Ecological Approach:** Administration is one subsystem of a society and so is influenced by other subsystems viz. political, social, cultural and economic dimensions.
- **Structural Functional Approach:** Society has many structures that perform various functions viz. political, economic, social, symbolic, and communicational. The same set of functional requisites applies to an administrative subsystem.
- **Ideal Models:** Based on structural functional models. There are two models:
- Agraria - Industria

- Fused - Prismatic - Diffracted.

1. Agraria - Industria Model(1956)

All societies are either agro dominant or industrial. The shift from agro to industrial is compulsory and unidirectional.

Features of Agraria - Industria Model

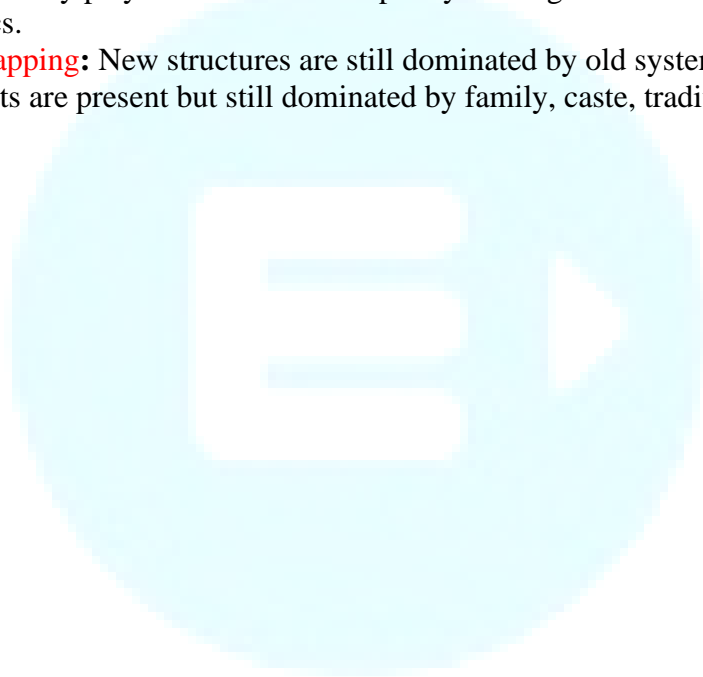
Agriculture dominant	Industrial dominant
Ascriptive values i.e. people are placed in social classes based on birth or other factors.	achievement oriented classification
particularistic norms	universalistic norms
diffuse patterns	specific patterns
stable local groups and low spatial mobility	high mobility
simple occupational differentiation	egalitarian class system
Few administration structures. Function not specified. Primordial preferences given priority like caste	

2. Fused Prismatic Diffracted Model (1956)

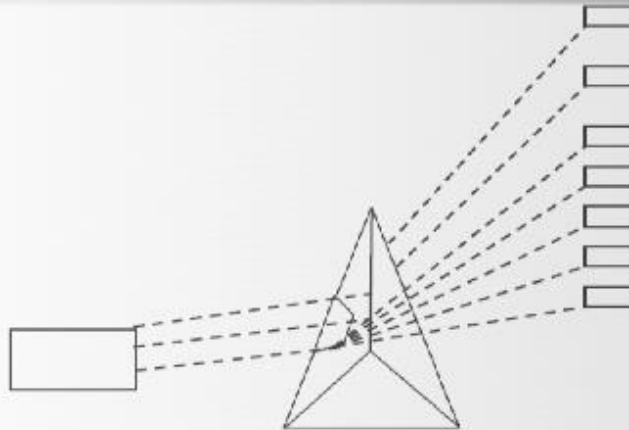
Represents underdeveloped, developed and developing societies. Traditionally agriculture, folk, societies are fused, industrial societies are diffracted and intermediate ones are fused. Thus fused society is where a single structure performs many functions and diffracted one is where a single structure performs limited functions.

Functions of Prismatic model

- **Heterogeneity:** It means a society is divided into haves and have-nots. The bureaucracy would protect interest of haves and ignore have-nots leading to a revolution.
- **Formalism:** The difference between stated and practiced is high. Thus bureaucracy plays dominant role in policy making as executive is busy in power politics.
- **Overlapping:** New structures are still dominated by old systems. Thus parliament, markets are present but still dominated by family, caste, traditions etc.



Fused-Prismatic-Diffracted Model (Fred W. Riggs)



Fused	Prismatic	Diffracted
ascription	attainment	achievement
particularism	selectivism	universalism
functional diffusion	poly-functionalism	functional specificity

3. Prismatic -Sala model

Riggs analyzed interaction between the administration system and its environment in prismatic societies. His Prismatic -Sala model represents a traditional or developing society and 'Sala' is the administrative sub-system of it.

Features of Prismatic-Sala model:

- **Heterogeneity:** High degree of heterogeneity in a prismatic society due to simultaneous presence of different kinds of systems, practices and viewpoints.
- **Formalism:** High degree; due to discrepancy between formally prescribed and effectively practices i.e. between norms and reality.
- **Overlapping:** High degree; due to formally differentiated structures of a diffracted society co-exist with a undifferentiated structures of a fused society.
- **Nepotism:** 'Sala' has nepotism in recruitment.
- **Poly-normative:** Co-existence of modern, traditional norms leading to lack of consensus on norms of behavior.
- **Poly-communal:** Hostile co-existence of communities.
- **Bazaar canteen system:** The economic subsystem which combines both market economy and traditional economy. Hence prices of goods keep fluctuating. A

ENTRI

small section exploits a large number and controls economic institutions. Prices of goods are determined by relationship between people and officials so it varies largely. In this model, market factors are developed without increase in capital so businessmen try to increase their influence on politics and administration for personal ends. Black market, adulteration, hoarding, inflation is seen. Exploitation, poverty, social injustice is main features.

- **Authority and Control:** Authority is centralized but control is localized so dominance of administrators is seen.

