



Comparative Public Administration

PIA 3090



Historical Legacy-1

The great organizations that do the work of modern states had their counterparts in powerful Asian empires especially of China and the Ottoman Turks, African Kingdoms and especially in the King's services in Prussia, England and other European states.



Historical Legacy- 2

Modern comparisons are possible across the deepest divisions of system types: between authoritarian and pluralist systems, industrialized and developing systems and secular and religious regimes.



Methodology

- Goal: Search for General Enduring Features of Governance
- Can Allow for Comparison of Bureaucracies



Enduring Features

- **Patterns of organization**
- **Recruitment of bureaucrats**
- **Certain common programs of governments**
- **Capacities and performance**
- **The perennial tensions between official**
- **Personal norms and the control of bureaucratic power**



Course Goal

- **This course focuses on the role of public bureaucracies both in the contemporary world as well as in its historic context. It is comparative and international in its approach but includes discussion of the U.S. case study.**
- **Over the next semester, we will consider a number of broad issues.**



Comparative PA Issues

- **These include ways in which administrators interact with their political environment and influence the policy making process.**
- **We will also examine several specific administrative problems that have themselves become contentious policy issues**



Contemporary Policy Issues

- **Affirmative action and representative bureaucracy**
- **budgetary decision making**
- **government reorganization**
- **Decentralization**
- **Privatization and Contracting Out**
- **Public sector reform.**



Privatization

- **In the last decade, critics of the public service have argued that efficient government is small government. Privatization has been the order of the day. This "neo-classical" model of development has been exported overseas, especially to the less developed and transitional states in Africa, Asia, Eastern and Central Europe and Latin America.**



Bureaucracy and Development

One of the major goals of this course will be to examine this thesis by examining the role that the bureaucracy has played in the development process in Europe, the states of the former Soviet Union, the United States and the newly industrializing states of East Asia.



Course Methodology- 1

Public organizations affect all of us- as potential employees, clients or citizens.

The course material is designed to raise as many questions as it answers.



Methodology- 2

In order to facilitate this "intellectual disorder" the course will be conducted as a mixture of lecture, group work and discussion.



Methodology- 3

Course Components:

1. Overview Lectures
2. Golden Oldies
3. Thematic Presentations



Presentations:

Each Week we will have three (10 minute) presentations:

- 1. A discussion and critique of the "Golden Oldies" (One person)**
- 2. Presentation of a "Literary Map" for the Week (One Person)**
- 3. A group presentation on the major themes in the readings of the past topic. We will have three groups, so each group will present every third week.**



“Golden Oldies”

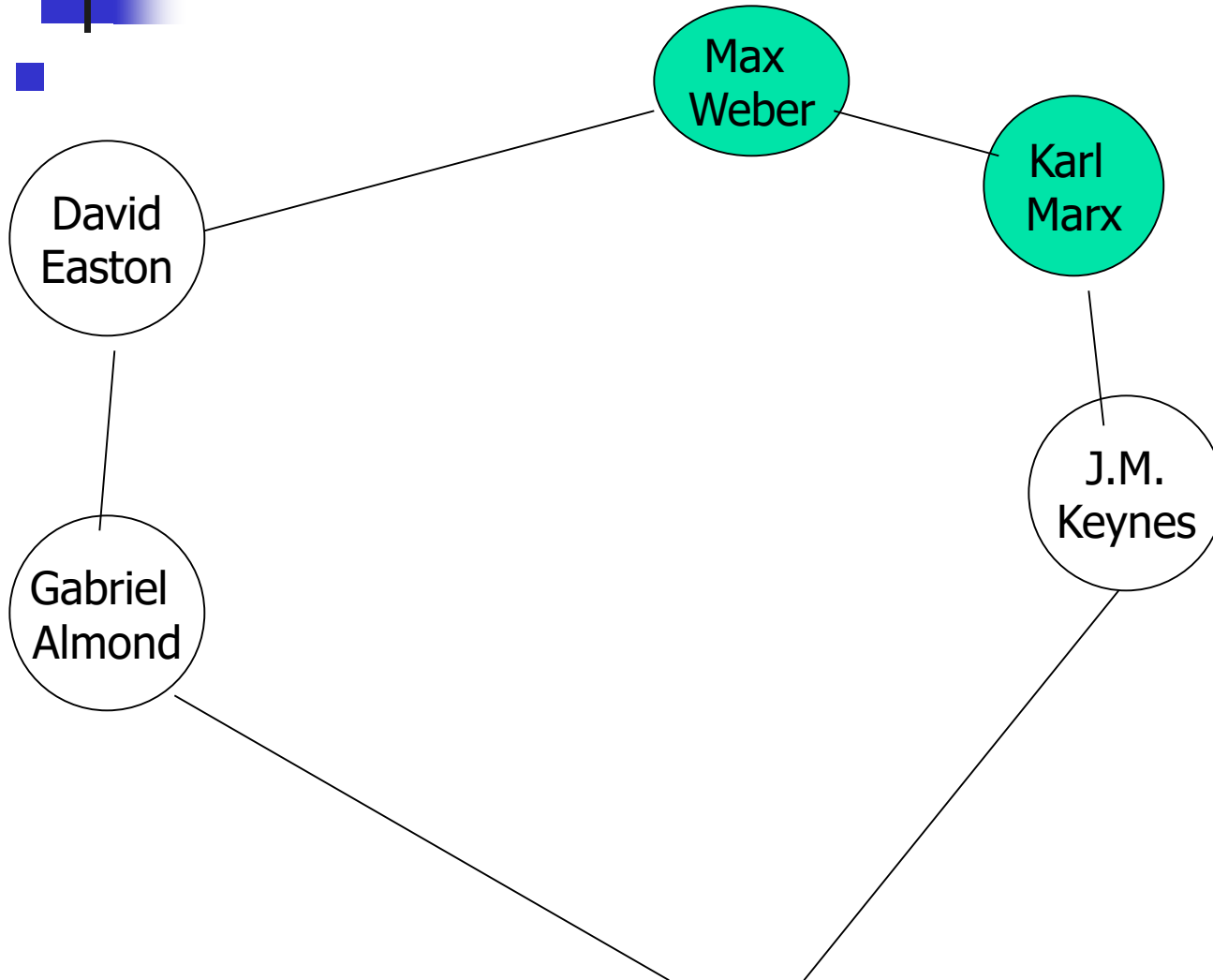
- Your Basic Classics
- Ten Minute Presentation
- No detailed summary
- DO NOT READ FROM PAPER

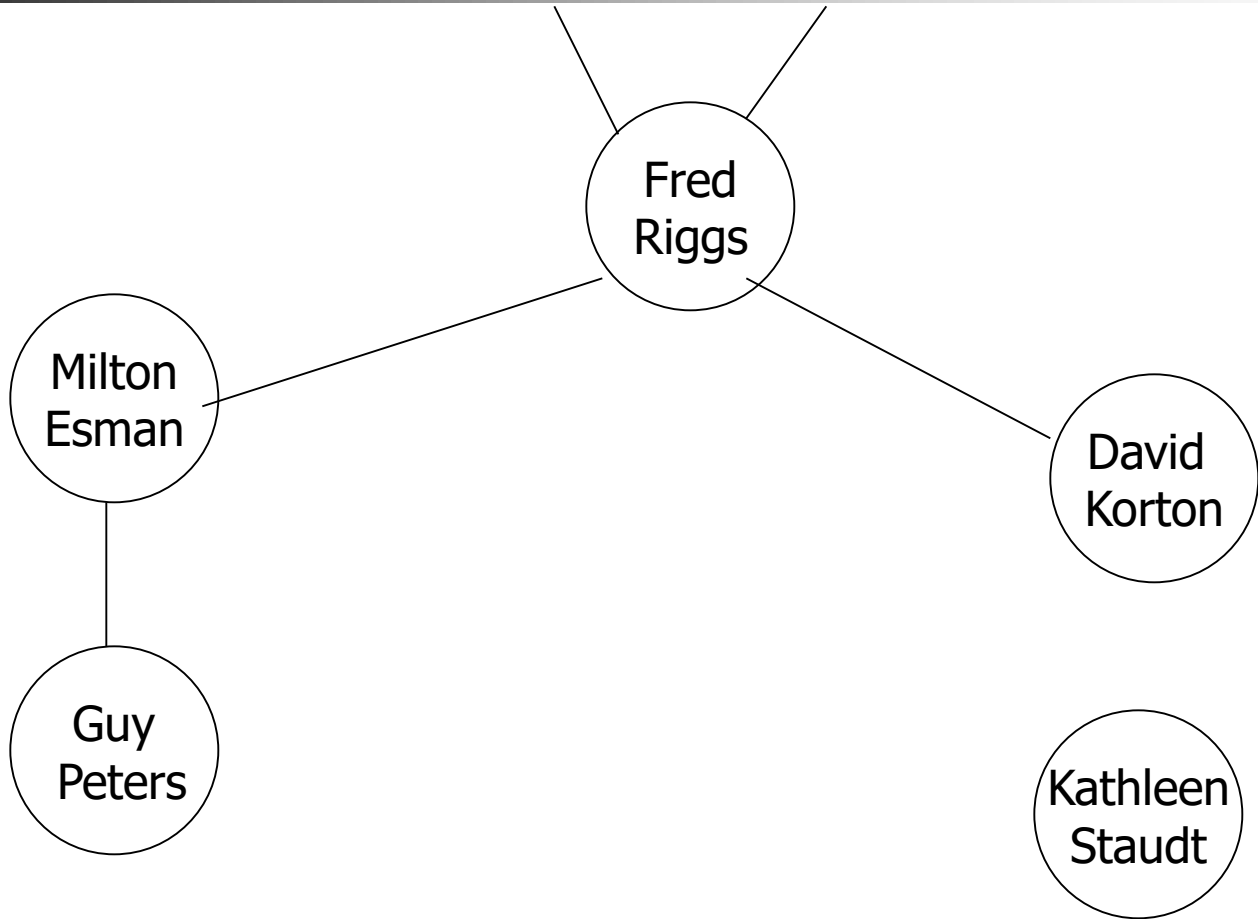
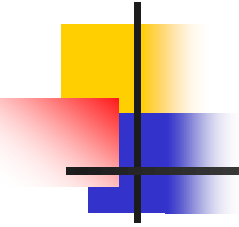


Literary Maps

- Show Historical and conceptual relationships among major authors
- Ten Minute Presentation
- Link Historical and Contemporary Writers

Literary Map







Group Presentation

- Major Themes of Week
- Five Minutes- Very Synthesized
- Look for Comparative Principles



Comparative Public Administration

Overview of Themes



Comparative Methodology and the Readers Digest Approach

- **Compare different areas or systems**
- **Compare different times**
- **Compare different systems at the same time**
- **Compare different systems at same status (eg. Governments over war or during the industrial revolution)**
- **Selective use of Cliffe's Notes?**
- **Comparative not the same as International or Foreign**



Comparative Public Administration: “Five Minute History”

Preliminary Comments:

- 1. The History of PA- The Passage of Time is Important**
- 2. The view from the rest of the world. That includes the U.S.**
- 3. A discipline that is not**
- 4. Origins in the Comparative Politics Movement**



Goals:

- a. Avoid the Use of case studies: some form of "theory building"**
- b. Go beyond a narrow culture bound definition of P.A.- The American Case Study**
- c. Focus on administrative systems and esp. the bureaucracy as a common governmental institution in political systems with widely differing patterns**



General and Enduring Features

- 1. Patterns of organization, certain common programs of governments, capacities and performance,**

Definitions from Peters

- 1. Public Administration- Rule Application**
- 2. Bureaucracy- Hierarchical organizations designed to utilize the enforcement of universal and impersonal rules to maintain authority**
- 3. Public Policy- Key: Rule making as well as rule application**



Peters Thesis

- **Thesis- Attack the artificial dichotomy between politics and administration**
- **Problem- critics of "rational bureaucracy" say it is the end of politics
eg. End of "all the kings men"**
- **Goal- get into the magic "black box" of bureaucratic politics**



The perennial tensions between official and personal norms

- **The issue of the "bureaucratic experience," (Hummel), that differs from the social (human) experience**
- **Hummel says "dehumanizing"**
- **Standards and policies defined by the past and standardized for all
eg. people as cases**



Bureaucracy and Power

- **The control of bureaucratic power, upon which comparisons of diverse bureaucracies can be valid.**
- **The Use of History: Historical Kingdoms in Asia, Africa and Europe precursor to modern state system**

So far so good....

The Problem- Definition as the beginning of confusion

1. Method vs. Area Problem

2. Strict definition: A method for cross-national comparison of bureaucratic structure or administrative behavior. Sub-field of Comparative Politics

3. Often used as all public administration which is not American

4. Key: Focus Upon Bureaucracy in both a contemporary and a Historical Context



The Importance of the Comparative Approach

- **Cultural Dimension**
- **Contingency Approach (orgs. for prisons vs. research)**
- **Effects of diffusion- colonies and the world bureaucratic system**
- **Implementation- Hopes that are dashed in Oakland**



Interaction with environment

1. Access to government often through the bureaucracy
2. Nature of interaction



Nature of Interaction

Access:

- 1. Access to government often through the bureaucracy**
- 2. Nature of interaction**
 - a. Ascription vs. achievement**
 - b. Values re. social and economic change**

What is the dominant cultural value in Terms of Access?



- a. Representation vs. achievement
- b. Values re. social and economic change or distribution
- c. What is the dominant cultural value? What is most important?
- d. Representation



Influences on the Policy Making Process

- 1. In terms of operational rules as administrative regulations (objective outputs- Peters)**
- 2. Traditional or habitual actions (subjective impacts on clients)**
- 3. Identify Administrative Problems that become policy issues (eg. Corruption)**



Key: Issue of Relationship between government and the economy.

- **Issue of Privatization**
- **Examine the role that the bureaucracy has played in the development process in Europe, the Soviet Union, the United States and East Asia.**
- **Note: Armstrong's argument that education and training are critical variables in understanding "development" strategies in Western Europe and then Soviet Union**



The Development Model

- **Thus the use of the Johnson book**
- **Study of MITI**
- **Japan as a "state guided Market economy"**
- **Thesis- Economic Development involved an expansion of the official bureaucracy**
- **By Indirection- Focus on Africa, Caribbean, Latin America, South Asia and the Middle East**



Comparative PA and Development

**Companion to Issues of
Development Theory, Policy, and
Planning**



Summary: Comparative PA

- 1. Comparative View of Public Management and Relationship to the Policy Process**
- 2. The role of the bureaucracy in politics- Bureaucrats do make policy**
- 3. The relationship between the state, the state bureaucracy and economic development.**



CPA Issues

- a. The politics-administration dichotomy**
- b. Environmental and cultural factors are important. Ecology as an issue**
- c. Bureaucracy as a Negative? Keep government out of people's lives**
- d. Comparative as a method- structural-functional**
- e. Systemic influence on the individual- role definition, socialization and development of organizations vs. institutions**



Development Administration: C.A.G.- Focus on comparative and development administration. Bad reputation

- **Foundations and CAG- chalets in Italy to discuss administrative and political development**
- **US AID and Universities- 3 out of every 4 dollars never left the U.S. Now .93 never leaves.**
- **NIPAs, staff colleges and IDMs spring up all over Africa and Asia**
- **After 1975- Foundations pulled the plug**
- **CAG End of Ford grant, 1974**
- **Post-Vietnam syndrome: Withdrawals, Ayatollas, now nine-one-one**
- **End of Development as a Northern Tier goal**



End of Macro-Approach

1. The Macro Approach: No Longer In Vogue

- a. Systems building from Almond to Riggs**
- b. Almond's functions and Easton's black boxes**
- c. Theme- Look at common functions- focus on INSIDE processes of executive government**

2. Things often done by different structures and processes

- Key:- Who makes rules**
- who carries out, implements

3. Critics: Lack of systems level theory



The Situation in 1975: Modified "traditional Approach"- A Micro and Meso level approach

- a. Most like an "orthodoxy" of public administration**
- b. Comparative Study of:**
 - 1. Parts of the System- budgeting, personnel, inter-governmental relations, policy process**
 - 2. Or whole systems- Britain vs. France, U.S. vs. Russia, Botswana vs. Tanzania- Not Comparative**

Middle Range Theory:



- a. Problem- largely non-theory**
- b. Focus on specific relationships:
eg. bureaucracy and political and
moral variables within a country**
- c. Mostly case studies- Egypt,
Botswana, the U.S. All the same
method. "The Case Study"**



The Situation in 1975

- c. Often turns out to be very specific: i.e. focused institutions**
 - 1. Ombudsman**
 - 2. Auditor General**
 - 3. Territorial Governor as rep. of national authority- the Prefectoral system**
- d. The Problem: Comparative studies of institutions are very expensive-run out of money/go back to case studies**



Mock Question:

What is Comparative Public Administration? How does it differ from Comparative Management and Policy? To what extent is it an empirical system of knowledge development? What changes of emphasis have occurred in the field since the Second World War?

Quotes:



- "He knew something about human nature all right...It was, perhaps, a knowledge not of human nature in particular but his own nature in particular...In a way, he flattered human nature."**[1]**
- "There are several ways in which the government has influenced the structure of Japan's special institutions."**[2]**
- **[1]** Robert Penn Warren, All the Kings Men (New York: Harcourt Brace, 1946), p. 74.
- **[2]** Chalmers Johnson, MITI and the Japanese Miracle (Stanford: Stanford University Press, 1982), p. 14.