

NATIONAL OPEN UNIVERSITY OF NIGERIA

# BHM 783



## Comparative Public Administration **Module 3**

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## **Comparative Public Administration**

### **Module 3**

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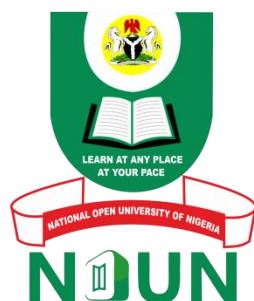
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# Unit I Bureaucracy And Development Administration

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## 1.0 Introduction

To transform the society from its relatively under-developed social, economic and political conditions to a well developed polity, the transformation must be planned one in which the government has to be the principal planner, energiser, promoter and director of accelerated development effort. The government organs have to provide incentives for social change and also remove serious bottlenecks and correct imbalances which effect the system. Administration's role as an agent of institutional, social and economic change has to be realized as the development process has to push ahead in a climate of uncertainty, and at times fluid political and social climate. In this unit, we shall examine the concepts of development administration and bureaucracy.

## 2.0 Objectives

At the end of this unit, students would be able to:

- Know how the level of the development of a country influences the nature of administration and its sub-systems ;
- Know how the level of development of a country influences the nature of bureaucracy; and
- Understand the role bureaucracy as an instrument of social change.

## 3.0 Main Contents

### 3.1 Conceptual Clarification

It is very common practice to classify the modern states as “developed” and “developing”. This has some relations with the nature of their environment. Hence, the level of development has linkage with the nature of administration in that country. What is development? It is a very complicated concept. It refers to an aggregate of economic, social and political variables, each of which exists on a continuum ranging from less to more developed. A country may simultaneously exhibit some traits that appear to be developed and others that appear to be less developed. Similarly, some features of public administration may appear developed, while others in the same country may resemble the features of a less developed country. In other words, there are differences in public administration at each pole of the development continuum that do not reflect the stage of development as much as they reflect peculiar historical experiences or cultural traits. However, each of these nations demonstrates peculiarities in public administration that reflects its own evolution.

Riggs(1964) interprets development in terms of differentiation of structures. According to him, “the phenomenon of development involves a gradual separation of institutionally distinct spheres, the differentiation of separate structures for the wide variety of functions that must be performed in any society. On the other hand, bureaucracy refer to structures and departments which were created as instruments for nation-building and economic growth.

However, the impact of growing modernisation, internal democratization and the development of new social, political and economic goals caused these bureaucracies to extend the scope of their activities and recruit new personnels often referred to as “bureaucrats”. Thus, bureaucracy can also connote public service officials. Bureaucracy can also refer to red-tapism, division of work, hierarchical arrangement of offices, formalism, adherents of rights to offices etc. In this unit, bureaucracy refers, to structures and functions of officials in a rational-legal organisation.

### **3.2 Bureaucracy and Development Nexus**

In modern administration, bureaucracy is considered a misfit in the developing countries where speedy change is needed to bring about socio-economic transformation. Its capacity for adaptation to change is considered low. This criticism of bureaucracy points out its weaknesses as an organisational form. Its role in the development administration has been questioned in this connection. “The Weberian model, according to the critics, is subject to the dysfunctional consequences of failing to take into account the individual or behavioural aspects of the people who work within the organisation system. It has been observed that the organisational design at best can function in a stable environmental situation. In an unstable environmental, as in the course of management of development the structure will be unsuitable to meet the demands of the situation. This view is supported by a number of scholars like Robert K. Merton, Alvin Gouldner, Robert V. Prethuis among others. Warren Bennis goes to the extent of saying that bureaucracy is likely to go out of use in the wake of new social system.

Most studies of public administration in developing countries have stressed the viewpoint that the band of officials who have been brought up and trained in the colonial administrative culture, wedded to the Weberian characteristics of hierarchy, status and rigidity in the adherence of rules and concerned mainly with the enforcement of law and order and collection of revenues, were quite unfit to perform the duties expected in the changed situation of an administration geared to the task of development.

Dwivedi and Jain (1985:200) drew attention to another dysfunctional aspect of development bureaucracy. Their observation was that development administration had inevitable consequence in the phenomenal expansion of bureaucracy in the Third World countries. This in turn had a fundamental effect upon their social structures. In many of these countries a new class, a bureaucratic bourgeoisie, rapidly acquired social and political importance. This new class was Western oriented and with the aid of the Western countries it was able to establish bureaucratic authoritarianism which substituted for popular mobilization and mass politics. That also meant maintenance of status quo and anti-development. Hence, they assert that the central issue of development administration is then no longer just one of manageability of the administrative structure. It is a more fundamental one: the incompatibility between bureaucracy, as a form of institutionalized social control and development defined as quality of life for the population.

The point being emphasised here is that to meet the challenges of socio-economic development, bureaucracy has to adapt itself to new environment. The focus of bureaucracy has to change from the preservation of law and order to the achievement of targets, to accomplish most, and most rapidly with least waste and least failure.

A recent study suggests that there is no basic conflict between bureaucratic structure and development scale. But, it did find a sharply negative relationship between bureaucratic behaviour and development scale. The conclusion drawn in the study is that a more carefully and deliberately adopted bureaucracy would possibly be more flexible and capable of being positive towards the development requirements. The criticism against bureaucracy as given in earlier paragraphs, reveals some of its structural weaknesses as well as the behavioural consequences that flow from the structure. In any large scale administrative arrangement, bureaucracy cannot be thrown overboard. Its dysfunctionalities need to be identified and corrected. The changing role of bureaucracy in development administration is characterized in such phrases as 'development bureaucracy', and non-Weberian model of bureaucracy'. What is intended is to make the government organizations, structurally and behaviourally, geared to the task of development.

The following changes, among others may be helpful to fit bureaucracy into developmental tasks:

Structurally, there should be de-emphasis of hierarchy to get rid of the conventional organisational pyramid which leads to centralization and interpersonal conflicts.

1. There is need to redesign organizations to enable cooperative decision-making and promote collaborative problem-solving.
2. Authority should be decentralized to enable the field units to take decisions on the spot as far as possible, without waiting indefinitely for central clearance.
3. Communication or free flow of information unhindered by the status-levels in the organisation, should exist for speedy and effective decision-making.
4. Personnel structure of bureaucracy should be based on merit, and that should also be the criteria for work evaluation and promotion in the organisation.
5. Bureaucracy must secure the cooperation and participation of the people in development work.
6. Supremacy of the politician must be accepted and bureaucracy must work alongside him as a co-partner in the development enterprise.
7. Behavioural changes are needed to make the bureaucracy, change-oriented, result-oriented and people-oriented.
8. Professional mobility should be encouraged.

### **Self-Assessment Test**

Explain the nexus between the term development and bureaucracy?

## **4.0 Conclusion**

In this unit, we have been able to discuss the concepts of bureaucracy and development. In modern states, it is common practice to classify development into two categories: development and less-developed countries. Development refers to an aggregate of economic, social and political variables, each of which exists on a continuum ranging from less to more developed. A country may simultaneously exhibit some traits that appear to

be developed and others that appear to be less developed. In developed countries, bureaucracies are large having numerous sub-units with specialized employees which reflect task specialization and wide range of governmental activities. In developing countries, on the other hand, bureaucratic functions are directed towards nation-building and economic growth. It is the major instrument of social change. From this analysis, it is obvious that the level of development has linkage with the nature of administration of that country.

## 5.0 Summary

It is a very common practice now a days to classify the modern states into two broad categories on the basis of their development-“developed” and “developing”. The nature of the environment influences the nature of administration of a country. Both developed and developing countries have peculiar administrative structures and sub-systems peculiar to them. In developed countries, bureaucracies are large having numerous sub-units with specialized employees which reflect task specialization and wide range of government activities. In developing countries, public democracy is the dominant structure and directed towards nation-building and economic growth. It is an instrument of social change. However, among the developed countries, there are considerable differences in bureaucratic forms and procedures. These differences reflect their peculiar historical experiences. Above all, the level of development of a country has linkage to the nature of administration of that country. This implies that the “developed” and “developing” countries will have administrative sub-systems peculiar to them. This also explains the fact that there are differences within the administrative sub-system of the countries with the same category.

## 6.0 Self Assessment Exercise

How does the level of development of a country influence the nature of administration of that country?

## 7.0 References/Further Reading

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## Unit 2 Comparison Between Administrative System Of Developed And Developing Countries

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### 1.0 Introduction

The nature of administration of a country is influenced by the environment, culture and historical experiences. This implies that both the developed and developing countries have administrative sub-systems peculiar to them because of their cultural and historical experiences. In this unit, we shall examine the administrative features both developed and developing countries in our comparison.

### 2.0 Objectives

At the end of the unit, students would be able to:

- Understand certain administrative features that make a developed country different from a developing country;
- Understand the influence of the political system on public administration; and
- Understand the effect of culture and historical experiences in the establishment of administrative sub-systems.

### 3.0 Main Contents

#### 3.1 Administration System in Developed Countries

Developed countries of the world demonstrate peculiar characteristics in public administration that reflect their historical experience. In the category of developed countries are included countries of Western Europe, North America, Scandinavia, Australia, New Zealand, Russia, Japan, Israel and now South Korea, Taiwan, Singapore, too perhaps. The main features of the administrative sub-systems are:

1. There is high degree of task specialization. There are a large number of specific administrative structures each specialized for particular purpose-agricultural, transport, regulatory, defence, budgetary, personnel, public relations, planning etc. Moreover, a set of political structure – parties, elections, parliaments, chief executives and cabinets are designed to formulate the rules and lay down the targets which the administrative structures then implement. In Rigg's view this is highly differentiated political system.
2. The roles are assigned according to the personal achievements of individuals rather than according to family status or social class. This system ranks high in terms of universalism and achievement orientation.
3. Developed political system consists of formal political structures in which control is exercised in conformity with a formula or a pattern which is laid down. The making of political decision becomes the duty of politicians, administrative decisions of administrators. Political decisions and legal judgements are made according to secular standards of rationality. Traditional elites (tribal or religious) have lost any real power to affect major governmental decisions.
4. Government activity extends over a wide range of public and personal affairs.



5. Popular interest and involvement in public affairs is widespread. A high degree of politicization has taken place, so the population is mobilized for intensive participation in decision making and executing processes.
6. The occupants of political or governmental leadership positions are widely viewed as legitimate holders of those positions, and change of leadership occurs according to prescribed and orderly procedures.

### 3.2 Administrative Systems of Developing Countries

Countries that belong to less-developed countries include: Portugal, Spain (Western Europe); Argentina, Brazil, Mexico, (Latin America); Nigeria, Ghana, Uganda, (Africa); and Malaysia, India, Pakistan, (Asia), etc. Most of these countries experienced a period of control by the colonial powers of western Europe. Some of the countries share historical experiences with one another or were settled by immigrants, who brought the governmental institutions of western Europe with them. Despite the peculiarities in structures and processes in individual countries, the following administrative features have been observed throughout less-developed countries (Heady, 1966:44):

- Among political elites, there is widely shared commitment to “development”, which sometimes take ideological trappings. The goals of development in these countries may take the form of agricultural or industrial development and improved welfare of citizens;
- There is high reliance on the public sector for leadership;
- The society suffers from constant political instability, instigated by disappointment of unfulfilled promises from political leaders and recourse to violence or change of government;
- The administrative experiences are overlapping, though there is a gap existing between the modernizing and traditional elites. The modernizing elites tend to be urban, western-oriented, educated and committed to economic, social and political change. On the other hand, the traditional elites tend to be rural-oriented to local customs and to indigenous religion and opposed to change as a threat to these values;
- The administrative forms and procedures in less developed countries reflect the attributes of their environment, such as: lack of sufficient skills in the bureaucracy, conflict between the decision processes expected by some members of the indigenous elites and western-oriented elites;
- There is insufficient administrative resources and excessive aspirations;
- Finally, corruption exists in the bureaucracies of less-developed countries, in exchange for “expediting” a decision on behalf of an individual or to enable officials evade formal procedures. Nepotism or tribal favouritism is as carry-over from traditional values.

However, since it is misleading to compare administrative features among less-developed countries merely on the basis of their structures, it is necessary to make comparisons according to the “functions” that various organs perform in the political system. According to Riggs (1964), these functions would be better illustrated in the ecological setting of the political systems. This is because there are more differences in administrative sub-systems of these countries than among the developed ones. This is due to their large number, diverse cultures which reflect a global range of political cultures and their historical experiences. In the developed countries, there are differences in public administration at each pole of the development continuum that do not reflect the stage of development as much as they reflect peculiar historical experiences or cultural traits.

For example, Great Britain, France, Germany and the United States are currently at about the same stage of advanced development, yet each demonstrates peculiarities in public administration that reflect its own evolution. However, space would not permit us to look at structures and their functions and compare them in this unit. This can be obtained from reference materials.

### **Self-Assessment Test**

Compare and contrast the differences in administrative sub-systems between the developed and developing countries?

## **4.0 Conclusion**

In this unit, we have been able to compare administrative systems between developed and developing countries. We have discovered that both developed and developing countries have their differences of public administration within themselves because of historical experiences. However, some major features can be identified that reflect the public administration of both developed and developing countries.

## **5.0 Summary**

The features of administrative sub-systems of developed and developing countries can be compared. Each of these countries demonstrates peculiarities in public administration that reflects its own evolution. However, there are more differences in administrative sub-systems of developing countries than among the developed ones. This due to their large number, diverse cultures which reflect a global range of political cultures and their historical experiences. Most of these countries have been for varying periods under the colonial rule of some foreign country. Despite the peculiarities in structures and processes in individual countries, the developing countries exhibit some common traits.

## **6.0 Self Assessment Exercise**

What are the factors that account for the differences within administrative sub-systems among developed and developing countries?

## **7.0 References/Further Readings**

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## Unit 3 Comparison of The Role of Bureaucracy in Nation Building of Developing Countries and Nigeria

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To transform the society from its relatively under-developed social, economic and political conditions to a well developed polity, the transformation must be engineered by public officials, sometimes called “bureaucrats”.. The bureaucrat’s role as agent of institutional, social and economic change has to be realized in the development process. In this unit, we shall examine the role of bureaucracy in both developed and developing countries of the world.

### 1.0 Objectives

At the end of this unit, students would be able to:

- Know the growth of bureaucracies in both developed and developing countries; and
- The functions of bureaucracy in both developed and developing countries

### 3.0 Main Contents

#### 3.1 Bureaucracy and Development Administration In Developing Countries

Developing countries are those countries that still battling with nation building and economic growth, such as: Nigeria, India, Uganda, Tanzania, Tunisia, Malaysia, Pakistan, Brazil, etc. Eisenstadt (1963:107) describes the growth of bureaucracies from these countries from structural functional angle in colonial and non-colonial developing countries. In the developing countries which had been under colonial rule, the administrative structures were inherited from the colonial period. They were highly centralised with small amount of internal differentiation. Their functions were limited to basic administrative services like revenue and law and order. They helped to establish the framework of modern legal and administrative practices. They were highly apolitical i.e. politically neutral. They served the colonial masters who were not politically responsible. Their bureaucratic structures were inherited by the ex-colonial countries when the colonial rules left them.

There is also a second layer of the bureaucracies in these countries which consists of those departments and structures which were created after the attainment of independence. Here a new civil service was developed-new in personnel, goals, departments and activities. This drew new recruits, most of whom had participated in the national movements. They were the bearers of the new types of goals like economic development, social and educational advancement etc. Most of these new recruits usually had a much clearer, more articulate political orientation and a sense of political responsibility than did the former colonial civil service.

The bureaucracies in developing countries which have not been under colonial rule exhibit a somewhat different pattern. A traditional bureaucracy existed in them whether it was “royal” as in the Middle Eastern countries, or “oligarchical – republican” as in most Latin American countries. They dominated the political scene until the end of the Second World War. Some traditional elements were mixed with more modern ones which were borrowed from some European countries. They usually upheld the interest of the ruling oligarchies and

implemented rather limited economic and social objectives. The impact of growing modernization, internal democratization and the development of new social, political and economic goals caused these bureaucracies to extend the scope of their activities and recruit new personnel.

### **3.2 Fitting Bureaucracy into Development Task in Developing Countries**

The following changes, among others may be helpful to fit bureaucracy into developmental tasks:

1. Structurally there should be de-emphasis of hierarchy to get rid of the conventional organisational pyramid which leads to centralization and interpersonal conflicts.
2. There is need to redesign organizations to enable cooperative decision-making and promote collaborative problem-solving.
3. Authority should be decentralized to enable the field units to take decisions on the spot as far as possible, without waiting indefinitely for central clearance.
4. Communication or free flow of information unhindered by the status-levels in the organisation, should exist for speedy and effective decision-making.
5. Personnel structure of bureaucracy should be based on merit, and that should also be the criteria for work evaluation and promotion in the organisation.
6. Bureaucracy must secure the cooperation and participation of the people in development work.
7. Supremacy of the politician must be accepted and bureaucracy must work alongside him as a co-partner in the development enterprise.
8. Behavioural changes are needed to take the bureaucracy change-oriented, result-oriented and people-oriented.
9. Professional mobility should be encouraged.

### **3.3 Role of Bureaucracy in the Nation Building Of Developing Countries**

In developing countries, public bureaucracy has become the dominant structure. Countries included among the developing countries include: Nigeria, India, Ghana, Uganda, Tanzania, South Africa, Brazil, Mexico, Pakistan, etc. In the absence of other strong institutions in these countries, the role of bureaucracy has been of crucial importance. Generally, the major functions of bureaucracy in these countries are as follows:

1. The most important functions are directed towards nation building and economic growth. The importance of public administration in the emerging countries of Africa and Asia goes beyond directing the organisational process in economic and social fields. It has the immense task of creating a national unity and national personality capable of surmounting the centrifugal force of tribal and regional rivalries and on the other hand, instilling the ferment of change in traditional societies. Differences of race, ethnicity, language, religion, region and tribe often threaten the unity, stability and progress of many developing countries. Therefore, it is the task of public bureaucracies to either eliminate or satisfactorily enmesh the sub-cultural differences. This task may prove to be more difficult than economic development.
2. Another area in which public bureaucracies in developing countries may play a critical role is the establishment of democracy. Most of these countries lack a genuine

commitment to democratic values and process despite the lip service they pay to them. In some countries like India, Israel and Mexico, democracy ranks with economic development as a major goal. The issue is important because bureaucracy is inherently undemocratic and a strong bureaucracy may be a threat to democracy.

3. In developing countries, bureaucracies help to maintain the framework of a unified polity as well as the capacity to absorb varied demands and to regulate them effectively. Not only were they important instruments for unification and centralisation, but they enabled the rulers to implement continuous policy. In addition, they also served as important instruments for mobilization of resources – taxes, manpower and political support.
4. In many of these countries, bureaucracy performs the important function of political socialisation. In many cases, in addition to being administrative arm, it constitutes itself as an effective executive or part of it. It plays a part in setting up, determining and implementing political goals, and establishing major policy directives. In many developing countries, apart from the head of the executive, it is the only body capable of formulating clear political or administrative objectives.
5. Bureaucracy is one of the main channels of political struggle in which and through which different interests are regulated and aggregated.
6. Bureaucracy in most of these countries is also the major instrument of social change. It maintains service orientation to both the rulers and the major strata of society.

### **3.4 Role of Bureaucracy In Nation Building of Nigeria**

Essentially, development administration refers to structure, organization and organizational behaviour necessary for the implementation of schemes and programmes of socio-economic and political change undertaken by the governments.

Underlying this definition of development administration is an assumption that where the functions of a government change largely from the law and order, revenue collecting and regulatory type in pre-independence administration to those of socio-economic and political development post-independence administration. The role of administration will change from an “executive” to a “managerial” one. pre-independence.

The “executive” type of administration is largely designed to carry out the directions given from time to time by the government. These directions could be legislative fiats or executive orders. Even when the administrative hierarchies are some-how involved in the formulation of the policies, the emphasis of the executive-oriented administration is principally to implement the policies and programmes. In the main, this type of administration confines itself to the maintenance of law and order, collection of revenues and regulating the national life in accordance with the statutory requirements.

In contrast the “managerially-oriented development” administration (post –independence) is essentially programmatically inclined. It focuses its attention not merely on “carrying out” the dictates and directions of the governmental system, but also on the crucial element of securing prescribed programmatic values. The emphasis here is attainment of goals and targets established in the planned programmes of government, which in fact may have built in forces disturbing social equilibrium.

The management of development has been the central focus of development administration. It connotes planned institutional capacity to accomplish the specific goals of development through the formulation of appropriate policies, programmes and projects and their successful implementation. Participative, responsive and accountable management constitutes the essence of development administration.

As a result of this “managerial” orientation, primary focus is placed on the assessment of total capital resources not only in terms of fiscal means but also by way of the general institutional resources and of the critical societal plus administrative behavioural values available. This totality of programme inputs, both in financial and non-financial terms, renders possible a greater target degree of congruence between target and actual output.

Measurement of productivity in this context can be achieved “through performance budget work measurement cost accounting data” (Kendrick, 1963:59-66). Once this basic measurement can be achieved, attention will concentrate on the appropriator of programme goal and objective in relation to national resources, adjusted within the set priorities in order to attain the target. In the context development administration, the functions of law and order and revenue collection will support the developmental programmes.

These programmatic values are condemned in a new series of socio-economic and political programmes expressed in planning process of the state. The state, therefore, occupies the position of a changed agent.

Since the focus of development administration is on the achievement of programmatic values in terms of specific target and goals, there is the need for institutionalization of the mechanisms for administrative control and accountability in which the programme values have to be encased-- in terms of administrative values and institutional apparatus. This implies changes and modifications in the structure in line with the functional contents of developmental administration.

Prior to independence, the structure, values and work ways of the bureaucracy in Nigeria, for example, focused on laws and orders and revenue administration for which it was efficiently trained. However, development administration (national building) necessitated a different approach involving new value attitude-orientation and modified institutional set-up. This is the area, bureaucracy records its pronounced failure. For Development Administration to succeed involves production of planned results in close association with clientele. It calls for serious restructuring of administration to facilitate people's involvement in all aspects of development. Inherent in development administration is the idea of decentralization. By and large, bureaucrats resist attempts to decentralize authority, delegate authority backed with responsibility and accountability within the hierarchy of organizational structure.

Apart from this cumbersome administrative routine, good in its times, practically immobilizes development administration of today. In development administration, there is emphasis on skill and compliance of personnel, who will manage the programmes and plans to be oriented towards rationality, efficiency, decisiveness, planning and productivity. (Diamant, 1970).

In other words, such bureaucrats will have “organizational ability, a better sense of punctuality; a greater concern for planning, efficiency, tendency to try new ideas, have faith



in science and technology and belief on the good of the society, rather than the individual (Esman, 1971).

This implies that the institutional structure would be redesigned for increase in programme and field units, shifting lines of reporting and communications, developing control mechanism and improved method of information feed back to top echelons of the administrative hierarchical structure. Moreover, such arrangement inevitably implies coordinating and controlling functions will be established at the higher levels of management.

At the same time, attempts could be made to re-orient the bureaucracy to this new philosophy of administration. The task of nation-building requires a role of bureaucracy. Bureaucrats for this task of nation building, therefore, should be people with progressive, motivation, wide administrative experience and have rich store of pooled knowledge needed for socio-economic transformation of the country Nigeria.

Moreover, there is the emergence of new technological changes in information and communication technology, (ICTs) that emphasizes networking, cooperation, cohesiveness and collaboration in job performance. The use of computers system for internet and intranet has necessitated institutional structure to be re-designed to flat type, which calls for decentralization and delegation of authority backed with responsibility and accountability.

These are challenges faced by Bureaucrats in Development Administration. Development Administration is an innovative administration requiring new skills and new ideas. It emphasizes on group performance and inter-group collaboration, rather than on individual performance. It involves employing of trained manpower and improving the existing staff, use of sophisticated aids to decision-making and adopting empirical approach to problem-solving as well as problem-finding. It also involves inter-disciplinary approach taking help from varied social and physical sciences, like economics, demography, Statistics, mathematics and computer science, etc. In terms of attitudes, development Administrators have to be flexible, adaptable and result-oriented.

### **Self-Assessment Test**

What is the role of bureaucrats in nation building in Nigeria?

## **4.0 Conclusion**

In this unit, we have discussed the role of bureaucracy and development administration in developing countries. The most important functions are directed towards nation building and economic growth. The importance of public administration in emerging countries of Africa and Asia goes beyond directing the organisational process in economic and social fields. It has the immense task of creating a national unity and national unity and national personality capable of surmounting the centrifugal force of tribal and regional rivalries and on the other hand, instilling the ferment of change in traditional societies.

## **5.0 Summary**

The role of bureaucracy and development administration can be traced from the growth of bureaucracies from structural – functional angle in colonial and non-colonial developing countries. In developing countries which had been under colonial rule, the administrative structures were inherited from the colonial period. They were highly centralized with small amount of internal differentiation. Their functions were limited to basic administrative

services like revenue and law and order. They helped to establish the framework of modern legal and administrative practices. They were highly apolitical, that is, politically neutral. They served the colonial masters who were not politically responsible. These bureaucratic structures were inherited by the ex-colonial countries when the colonial rulers left them. There is a second layer of the bureaucracies in these countries which consists of those departments and structures which were created after the attainment of independence. Here, a new civil service was developed –new in personnel, goals, departments and activities. This drew new recruits, most of whom had participated in the national movements. They were the bearers of the new types of goals like economic development, social and educational advancement, etc. Most of these new recruits usually had a much clearer, more articulate political orientation and a sense of political responsibility than did the former colonial civil service.

The bureaucracies in developing countries which have not been under colonial rule exhibit a somewhat different pattern. A traditional bureaucracy existed in them whether it was “royal” as in the Middle Eastern countries, or “oligarchical –republican” as in most Latin American countries. They dominated the political scene until the end of the second world war. Some traditional elements were mixed with more modern ones which were borrowed from some European countries. They usually upheld the interests of the ruling oligarchies and implemented rather limited economic and social objectives. The impact of growing modernization, internal democratization and the development of new social, political and economic goals caused these bureaucracies to extend the scope of their activities and recruit new skilled personnel to be able to bring about socio-economic transformation.

## 6.0 Self Assessment Exercise

Describe the role of bureaucracies and development administration in developing countries?

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## Unit 4 Comparison Of The Role Of bureaucracy Innation Building Among The Developed Countries

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### 1.0 Introduction

The changing role of bureaucracy in development administration is characterized in such phrases as development bureaucracy. What is intended is to make the governmental organizations, structurally and behaviourally, geared to the task of development. In this unit, we shall discuss the role of bureaucracy and development administration in developed countries.

### 2.0 Objectives

At the end of the unit, students would be able to:

- Understand how bureaucrats, refereed as specialists play significant role in government activities, instead of use of generalists;
- Understand how a set of political structures-parties, parliaments, cabinets are designed to formulate policies, which the bureaucrats implement; and
- Understand how the bureaucrats can adjust to social or economic change and acquire new capabilities to meet new demands.

### 3.0 Main Contents

#### 3.1 Major Features of Administrative Systems

Bureaucracies in more developed countries fulfil a great number and variety of functions in socio-economic transformation. The efficiency and effectiveness of bureaucracies impact on the society because they can adjust to social or economic change and quickly acquire new capabilities to meet new demands. In the category of more developed countries are included, broadly: countries of western Europe, North America, Scandinavia, Australia, New Zealand, Russia, Japan, Israel and now South Korea, Taiwan, Singapore, etc.

Developed countries can be referred to countries with large number of specific administrative structures each specialized for particular purpose, such as: agriculture, transport, regulatory, defence, budgetary, planning, etc. There is high degree of task specialization and roles are assigned according to the personal achievements of individuals rather than according to family, status or social class (Shankansky, 1978:29-30). Moreover, government activities extend over a wide range of public and personal affairs. Popular interest and involvement in public affairs are widespread. Population is adequately mobilized for intensive participation in decision-making and executing processes. Furthermore, the political system is developed and consists of formal political structure in which control is exercised in conformity with the pattern laid down. The making of political decisions becomes the duty of the politicians; and administrative decisions that of bureaucrats or administrators. Traditional elites (tribal or religious) have lost any real power to affect major governmental decisions.

## 3.2 Bureaucracy and Development Administration in Developed Countries

### 3.2.1 Similarities of Administrative Systems

There are common forms and procedures of administration in more developed countries (for example, USA, UK, Germany and France). These include:

- Bureaucracies are large, having numerous sub-units with specialized employees which reflect task specialization and wide range of governmental activities;
- Bureaucracy accepts directions from other legitimate branches of government;
- Bureaucracy is considered to be professional – a sign of specialization among bureaucrats;
- The public service is large-scale, complex and instrumental, that is, its mission is understood to be that of carrying out the policies of the political decision-making;
- The bureaucracy exhibits a sense of professionalization –in the sense of identification with the public service as a profession, and in the sense of belonging to a narrow field of professional or technical specialization within the service;
- Bureaucracy is highly specialized and reflects in its ranks most of the professional and occupational categories found in the society. Their recruitment patterns are achievement oriented;
- The role of bureaucracy in the political process is fairly clear and the line of demarcation between the bureaucracy and other political institutions is generally definite and accepted. This is due to the fact that the political system as a whole is relatively stable and mature and the bureaucracy is more fully developed;
- The bureaucracy is subject to effective policy control by other functionally specific political institutions.
- The bureaucracy are more impersonal in their interactions with clients in the society .

### 3.2.2 Differences of Administrative Systems

However, there are considerable differences in bureaucratic forms and procedures among the more developed countries. These differences reflect their peculiar ecological and historical experiences. For instance, in France and Germany, there are administrative courts that are distinct from the civil court system in USA and UK. Similarly, there are considerable variations in the level of politicisation and the degree of political participation of public servants among the countries of this category. Public servants participate in politics in France and Germany, whereas, they do not participate in politics in USA and UK.

These examples are only illustrative, not exhaustive. However, most of the developed countries face the problem of incoherence in relations between numerous service and regulatory agencies. The problem is created by the enormous number of functional and territorial authorities which design and implement their own programmes at different levels as well as implement programmes designed and partly or wholly financed by national authorities. For example, in the United States of America, there are 78,000 local authorities within these authorities as well as government corporations and contractors that operate on the fringes of government

### 3.3 Cases

#### 3.3.1 Case I: Comparison between British and France Administrative Structure

#### 3.3.2 France Administrative Structure

France has had a long tradition of centralized and strong government going back at least to the reign of Louis XIV. Many of the administrative institutions developed by Napoleon I as Emperor to govern France are still being used and the principal direction for government activities in France continues to emanate from France.

French government has been dominated by bureaucracy, at least highly bureaucratic. This bureaucracy has been effective in many ways in governing even in the face of the instability of governments during the Third and Fourth Republics, and in the face of large scale economic and social change. Bureaucracy has continued to play a very significant role in French government and politics.

Although, it is centralized, the French bureaucracy has a number of internal divisions. First, there are the vertical divisions between classes of administration (now A through G), which roughly represents educational qualifications needed for positions with F and G categories, being the top administrative positions requiring at least a university-level education. The lower categories may require secondary education with the lowest requiring no particular education. Within each of these classes, there are divisions based upon the nature of the position, specialty of the individual occupying the position and so on.

Perhaps, the most important of all the divisions is the separation of class A into the “grands corps”, as well as, some civil servants who do not belong to any of the corps. The “grands corps” constitute a vestige of Napoleonic administration. It represents organizations within the civil service and have some of the attributes of fraternal organizations, when an individual becomes a member for the duration of his or her career. There are two principal technical corps – *Mines and Ponts et Chaussées* – and five major administrative corps – *Inspection des Finances, Conseil d’etat, Cour des Comptes*, the diplomatic corps and the prefectural corps as well as several minor corps (Peter, 2010:133). The names attached to these corps reflect their functional tasks for government. An individual remains a member of the corps even if he is working in the private sector; and indeed the contacts between public and private sectors are increased by the number of civil servants, who have “parachuted” into the private sector – a practice called *pantouflage* (Rouban, 2003, quoted in Peters, 2010).

Furthermore, an individual becomes a member of one of the corps on the basis of performance at one of the two major schools channelling people into the civil service. One of the schools which provides personnel for the technical corps is the *Ecole Polytechnique*, established by Napoleon to provide the engineers he required to modernize France and to modernize its army. The other school, the *Ecole Nationale d’Administration* (ENA), supplies recruits for the administrative corps. ENA was established in 1946 as the training ground for future public servants. Its curriculum stresses law, administration and to a lesser extent finance, emphasizing the legalistic conception of administration in France.

Yet another division in French administration, one common to most administrations, but perhaps rather more intense in France is among the departments and agencies. French

administration has a traditional bureaucratic structure, with departments divided into a number of sections and subsections. This structure and the competitive nature of policy formation in the system makes the units in the administrative system extremely protective of their budgets and their access to cabinet and to presidency. There has been a limited increase in the number of autonomous organizations in French government, but not to the extent found in many other countries.

The civil service in France does not work under the same assumptions of impartiality as in Britain. Many senior civil servants are openly political and even participate in politics and hold public office. In-fact, a large proportion of government ministers are civil servants or former civil servants. Of-course, when a civil servant becomes involved politically, he or she may become “persona non grata” for subsequent governments. In that case, there are always opportunities outside government for members of the grand corps. A large percentage of French public employees are not civil servants but, rather, work for nationalized industries or parastatal organizations.

Furthermore, local government in France has only limited independence from the central government. The criteria for employment in local and regional governments are prescribed nationally. In addition, the major function of local government in most counties – education – is a national function and the employees of local schools are actually direct employees of the ministry of education in Paris. Likewise, many local public works are controlled centrally through the technical grands corps, so the latitude available to local governments to invest in capital projects as they wish is also limited.

The latitude of local governments has been limited even further by the prefectural system. France is divided into 95 departments, each named after a particular geographical feature. These divisions are also a Napoleonic device designed to eliminate the traditional provinces in France, such as Burgundy and Normandy, which were perceived to limit loyalty to the nation. The prefect was designed to ensure that each of the departments was governed in the manner desired by the central government in Paris. Each department had a prefect, who was responsible to the ministry of the Interior for the administration of government policy in his or her area.

In summary, French administration is a vast and somewhat contradictory institution. It has been a major weapon of a centralizing national government but is itself deeply divided and internally fractious. An administrative system that was formerly high centralizing is now becoming more decentralized than many administrations that have appeared more open to local influence. French administration is highly legalistic in its own definitions of its work and in its relationships with citizens, but at the same time it is deeply involved with politics. Individuals derive great status from their connections with the grands corps but may spend some or most of their career in the private sector. This system has been capable of governing France when there was little alternative governance available from politicians.

### 3.3.3 British Administrative Structure

The British system of administration has adapted slowly to external pressures for change. To gain some understanding to this change, major organizations belong to British government. There are six major types of organization, each of which stands in different relationship to the political authority of parliament and cabinet.



The executive departments, such as the Department of Health and Social Security are most closely connected to that authority. The Treasury and Cabinet office are also at the heart of this collection of organizations help to determine overall government policy.

These are typically staffed by civil servants and headed by a politician sitting in cabinet. There is generally a permanent secretary at the top of the civil service pyramid, who serves as the link between a small number of political leaders and the permanent officials.

The British civil service made its first major movement toward modernization as a result of Northcote-Trevelyan Report of 1853, which stressed the value of a civil service recruited on the basis of merit. This report resulted in a civil service dominated by class composed almost entirely of honours graduates in the humanities (especially classics), who though intelligent, did not have the training in the economic and technological issues that were increasingly called, Executive class and clerical class.

There have been reforms in British civil service, especially, the “NEXT STEPS” reforms, which made executive positions of newly created agencies open to private sector as well as public sector applicants. This has made private managers, with limited public sector experience to make some in-roads. However, the major policy advice positions remained in the hands of career civil servants and public administration remains a major cog in the machinery of government.

The Treasury and Cabinet office are also at the heart of this collection of organizations, help to determine overall government policy. The third form of organization is local government. The United Kingdom is a unitary government, so the number and functions of local authorities are controlled by the central government, and much of the cost of local government is borne by the central government.

The fourth major group of public employees comprises the health service. These employees stand in a variety of relationships to government, depending upon how they are employed and what functions they perform. In general, the employees of the National Health service are definitely public employees, but they are not civil servants. Consequently, many of the benefits and restrictions- of civil service employment do not apply to them. Hospital physicians (consultants) and all other employees of the hospitals are salaried public employees, although they are employees of the National Health Service and not of government per se.

Fifthly, there are a number of non-departmental public bodies in the structure of British government. These bodies are, in turn, divisible into two groups. One group consists of the remnants of nationalized industries, such as: British Telecom, British Airways and British gas. Within the classification of nationalized industries, there are also some 150,000 industrial civil servants, with full civil service status, employed primarily in government-owned enterprises supplying the ministry of Defence.

In addition to the nationalized industries, there are a number of non-departmental bodies, commonly referred to as “quangos (quasi-non-governmental organizations), which represent a large number of different types of organizations standing in various relationships to government (Hogwood, 1983). Some are simply sections of cabinet departments that have been “hived off” and may still be staffed by civil servants.

Another group of non-department bodies are the universities, while clearly in the public sector, are kept at arm's length from government for reasons of academic freedom.

Finally, there are the true “quangos” organizations that are private or partially private, but that spend public money and exercise the authority of government. There are also a number of advisory bodies for ministries included among the “quangos”. However, the types of public employees staffing these institutions are almost as varied as the institutions themselves.

### **3.4 Case 2:**

#### **3.4.1 Comparison between British and American Administrative Structures**

##### **Political System**

British political system has civil culture – political culture, that is, participant and pluralistic, “based on communication and persuasion”- a culture, that permits change but moderates it. Since the political culture and structure are congruent, the political system has been able to maintain stability and its legitimacy has been well established. USA shares with Britain in “participant” and “pluralistic” civil culture and a stable democratic political system. Specifically, Britain operates parliamentary system of government, while USA operates Presidential system of government. Because of this, the role of bureaucracy varies. Moreover, there are differences of history in the two countries. British society is evolutionary – developed gradually, while America society is revolutionary. Finally, American society is achievement-oriented, while British is ascription-oriented (favouring individual class- appointment is distributed on class-line). Patronage is the key the word.

##### **Hierarchy**

Structurally, the executive departments are the major units of administration, but included in the Executive branch are host of regulatory commissions, government corporations and other agencies. Decisions of executive re-organization are left to the congress. Congress exercises the power to create or abolish executive departments but delegates limited power to the President to make his choice with congressional approval. The department’s secretary at the head is a political appointee of the President (subject to senate confirmation) and serves at his pleasure. Usually, a department has under-secretary and several Assistant Secretaries.

The task of a central personnel agency for the federal government is now divided between new office of personnel management and a new merit systems protection Board. Similar to Administrative class is a system of grades reflecting levels of responsibility. Usually, the top three “super-grades” comprise experts in a professional capacity. A senior executive service (SES) was created in 1979 similar to British Administrative class.

In British administrative system, the standard pattern is for each ministry to be headed by a minister, who is responsible before the parliament for all ministry affairs and who heads the ministerial hierarchy. Directly under the Minister is the office of the permanent secretary held by a senior civil servant with the obligation to serve any minister and any government with the same degree of neutrality. One or more deputy secretaries assist the permanent secretary, each in charge of several sections. Under secretaries and Assistant Secretaries head lower echelon divisions, with principals and assistant principals in turn heading up smaller units within these divisions. Responsibility for personnel management has been shifted from the treasury to a civil service department directly under the control of the prime minister.

### **Abstract Rules**

In British administrative system, the civil service is an establishment of the Crown and its affairs are almost exclusively controlled by order-in-council or other executive action. The British operates under a convention that imposes upon the official and the minister clearly understood mutual obligations based on the principles of impartiality and anonymity. The civil servant is expected to offer his advice to the minister, who has political responsibility, but he is obligated to carry out loyally all government decisions. In USA, there is no constitutional protection for national civil service. The Executive and legislature share in regulating the bureaucracy, which gives it only a partial statutory base.

### **Role Specificity**

In USA, bureaucrats are expected to work under political direction, though he may be actively involved in policy formulation. Moreover, high-ranking bureaucrats play major roles in public policy-making, but the rules of the game vary. Instead of behind-the-scene activity protected by a carefully preserved veil of anonymity and secrecy as in the British tradition, the Americans expect that bureaucratic participation in policy-making will be much more open with the inevitable reactions that follow to the bureaucrat concerned, who has to publicly face it. In British Administrative system, bureaucracy is viewed as neutral agent of the political decision-makers. High ranking career officials initiate and choose among policy proposals, subject to ministerial discretion.

### **Specialization**

In USA, public servants are better educated and come from business and professional backgrounds. Interchange between governmental and non-governmental careers is fairly common. While, in British system, professionalism is de-emphasized in bureaucracy either as a criterion for recruitment of Administrators or as a goal that serving administrators should attain. There is polarization between generalists and specialists in British civil service. Again, bureaucracy in Britain is mainly from autocratic class and, therefore, less representative.

### **Recruitment Based On Merit**

Appointment in British system is career-based at an early age through a system of competitive examinations to a unified service which draws a clear distinction between intellectual and routine work, with subsequent promotion also to be based on merit, rather than nepotism. Generally, in British system, there is preference for career-staffing and candidates with general mental ability for fresh recruit. Recruitment for higher civil service is the form of competitive examinations on a variety of subjects, paralleling the courses of study offered in the universities and open only to fresh and young university graduates. In American Administrative system, a person can be recruited into the service at the age of 50 or above. Recruitment is through specialized and practical examinations on an open competitive basis to those meeting prescribed minimum qualification.

### **Impartiality**

In USA, high-ranking official play roles in public policy-making, but the rules of the game vary. Instead of behind-the-scene activity protected by a carefully preserved veil of anonymity and secrecy as in the British tradition, the Americans expect that bureaucrats to participate openly in policy-making with inevitable reactions from target population which he has to face. There is no demarcation between politics and bureaucratic officialdom.

### **Career Development**

In USA, the channels for career advancement for higher level Administrators are less planned and more haphazard than in the British system. In Britain, appointment is on career

basis at an early age through a system of competitive examinations to a unified service which draw a clear distinction between intellectual and routine work, with subsequent promotion also to be based on merit rather than nepotism.

### **Self-Assessment Test**

Compare and contrast the role of bureaucracy and development administration in UK and France?

## **4.0 Conclusion**

In this unit, we have been able to discuss the role bureaucracy and development administration in developed countries. Among other functions, they have large bureaucracies, and have numerous sub-units with specialized employees. In addition, there is high degree of task specialisation and they are subject to effective policy control by other functionally specific political institutions. However, there are considerable differences in bureaucratic forms and procedures among the more developed countries. These differences reflect their peculiar ecological and historical experiences. For instance, in France and Germany, there are administrative courts that are distinct from the civil court system in USA and UK. Similarly, there are considerable variations in the level of politicisation and the degree of political participation of public servants among the countries of this category. Public servants participate in politics in France and Germany, whereas, they do not participate in politics in USA and UK.

## **5.0 Summary**

Bureaucracy and development administration in developed countries can be interpreted in terms of differentiation of structures(Riggs, 1979). According to him, “the phenomenon of development involves a gradual separation of institutionally distinct sphere, the differentiation of separate structures for the wide variety of functions that must be performed in any society”. In the category of developed countries, include: USA, Britain, France, Germany, etc.).

The administrative structures of both Britain and France show some elements of centralization and decentralization. When examining central local relations. According to him, both systems are highly centralized territorially, though, British decision structures are more austere. British dogmatism, stems from the hallowed role given to the party and parliamentary supremacy, which provides room for bargaining and adjustment. On the other hand, French pragmatism resulted from discretionary adjustments made by bureaucracy in Paris, the prefects and the dual local-national roles played by a number of French politicians who simultaneously hold local and national office. Thus, the French system resulted in numerous adjustments and bargains which produced a more accepted and effective policy implementation than the British. There is administrative courts in France, which is different from ordinary courts in USA and UK. Again, while bureaucrats in France participate in politics, they are neutral in UK and USA.

## **6.0 Self Assessment Exercise**

Compare and contrast the role of bureaucracy and development administration in USA and Britain?

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## Unit 5 Comparison Of The Role Of bureaucracy In Nation Building Between socialist (Ussr, China) And Western (Uk, Usa) Countries

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### 1.0 Introduction

Evidently, one of the attributes of bureaucracy is the implementation of policies through administrative staff. Yet both models have different views about bureaucratic organizations. In this unit, we shall discuss the role of bureaucracy and development administration in socialist and western democratic countries, respectively.

### 2.0 Objectives

At the end of this unit, students would be able to:

- Understand socialist model of bureaucracy and development administration;
- Understand how western model of bureaucracy differs from the socialist model; and
- Understand certain bureaucratic roles that are similar to both socialist and western bureaucratic models

### 3.0 Main Contents

#### 3.1 Conceptualization of Bureaucratic Organisation

Weberian model conceives bureaucratic organisation as having structural pre-requisites. No discussion on the conception of a bureaucratic organisation can proceed without reference to the Weberian model of bureaucracy. Its basic structural pre-requisites are:

1. Defined rights and duties prescribed in written regulations;
2. Systematically ordered authority relationships;
3. Promotions regulated by merit and seniority;
4. Technical competence as a formal condition of employment;
5. Fixed monetary salaries;
6. Strict separation of the office and the incumbent in the sense that the employee does not own the means of administration and cannot appropriate the position;
7. Administration work as a full time career; and
8. Operations governed by a system of abstract rules and their consistent application to particular cases.

The socialist conception of bureaucratic organisation has been influenced by Marxist theory of state and adapted by socialist theorists on organisation. There are basic elements in the Marxist perception of the state. First, the state is an organ of class domination. Secondly, it exists to create an order which legalises and perpetuates the oppression of the one class by moderating class conflicts. Thirdly, the state is a temporary phenomenon; it will wither away with the abolition of classes. In advocating the abolition of the state, however, the Marxist theory does not rule out the imperative of having an administrative machinery in a society. It contends that unlike the capitalist society, in a communist society agencies of administration will be organized on the principle of representation and their functioning will be conditioned by social division of labour. In this context, the function of administration

primarily relates to the management of the level and the varied modes of production in the light of the social priorities at a given point of time. In other words, it ceases to remain merely an instrument of coercion and becomes responsible to society.

Evidently, the Weberian and socialist conceptions of bureaucracy differ regarding its specific functions and role. Weber views bureaucratic organisation in a value neutral context; it stands for rationality and machine-like efficiency. In Marxist-Leninist conception, it is an organ of political coercion in a class society. Weber underlines the continuity and permanence of bureaucracy and considers it an indispensable machinery for managing a complex industrial society. In the socialist viewpoint, the old bureaucratic model needs to be replaced by a new one based on the elective principle and accountability to the public. These differences apart, the socialist theory emphasises the continuance of administration (though on a social basis) even after the so-called withering away of the state. Theoretically, it denotes the management of multiple public tasks on specific functional basis without the impingement of the coercive political role of the state.

### **Common Functions of Public Bureaucracies in Socialist And Western Models**

However, theory apart, bureaucratic organisations, whether in the west or in socialist countries perform some important common functions. Some of the common structural features of public bureaucracies are: hierarchical structure, use of rules and regulations, impersonality of operations, division of labour, complexity of administrative tasks, and employment of trained personnel either on a career or on a programme basis.

### **Bureaucracies and Nation Building between Socialist (Ussr, China) And Western Countries**

Administration in socialist countries have to face all the problems of developing societies engaged in rapid economic development with inadequate resources. The insistence on responsiveness of the official state administrative machinery to the party apparatus creates all sorts of problems. It leads to continuous conflicts between party units and the official government agencies held accountable for the administration of particular programmes. It also poses dilemmas of individual choice to the person who is both a public official and a disciplined party member, reducing his initiative and willingness to experiment because of fears about being caught between competing duties.

#### **3.3.1 Bureaucracy and Nation Building In Ussr**

In USSR, Leninist model of the theory of bureaucratic organisation is a combination of democracy and centralism. Democracy is seen here as the power of the working people, election of governing bodies at all levels, and above all, their accountability to various institutional units of the political system as well as to the main source of power, the people. On the other side, centralism is conceived as collective leadership exercised on the principles of subordination of the majority to the majority undivided authority, and above all, obedience and discipline. Democracy and centralism should be interlinked, indeed integrated in the political system. It means, in brief, expressing different views, ascertaining majority opinion, incorporating in it a decision and conscientiously implementing that decision. In the Leninist model, the organisational structure as well as the process of decision-making, at the level of either the state organ or the party apparatus, are guided by principles of democratic centralism, dual subordination, and the production territorial criterion. The term democratic centralism denotes the permissibility of dissent or debate to the extent that it does not jeopardise organisational unity or unity of action already agreed upon. The principle of dual subordination makes each administrative unit responsible



to the popular assembly which apparently created it, and vertically, to the corresponding organ at the next level in the hierarchical chain. The production-territorial principle assumes that within a particular geographical area, all enterprises engaged in a given line of production would be coordinated within one administrative hierarchy.

Generally, operative methods of the Leninist administrative apparatus are based on the concepts of “one-man-management” and “collegiate management”. Theoretically, these two concepts stand for two different forms of organisation: board governed or individually managed agencies. If the principle of collegiate management seeks to ensure collective leadership in making decisions regarding vital problems, “one man management principle” has been so conceived as to inhibit shirking of individual responsibility by entrusting a precise task to anyone in charge of an agency or a bureau.

### 3.3.2 Bureaucracy And Nation Building In China

Ever since the revolution in 1949, Communist China has gone through several stages in its political development, reflecting shifts in political objectives and power relationships. In the early years from 1949 to 1957, the emphasis was on social reconstruction following the long war years, and the launching of projects for rapid economic development with special stress on heavy industry. The Soviet model was consciously taken as a guide and the state bureaucracy was mainly relied on for implementation. During 1957 a complicated intra-party debate led to the movement known as the “Great Leap Forward” with what proved to be over-ambitious objectives for rapid progress on all fronts. The CCP took a more commanding role using the slogan “politics takes command”, and the state apparatus was downgraded as over-bureaucratised. Central economic planning was dropped in favour of a decentralized effort to stimulate agricultural production through rural communes without sacrificing industrial development.

Under the principles of “democratic centralism” on which the Chinese political system operates, the final decision-making authority is highly centralised in both the Communist Party and the government. In the party the Central Committee elected by the Party Congress is theoretically the ultimate repository of power between Congress sessions. In practice, the Politburo and its Standing Committee together with the party secretariat run the party organisation and the party in turn directs all the other organisations in the country, including the bureaucracy.

The staff in the administrative agencies generally carries out government policies and programmes. Chinese refer to bureaucrats as “cadres” or “kanpu” which denotes leadership, skill and capability in an organisational set up. Thus, we may refer to the state council members as the party and central government’s leading cadres. The intermediary level of bureaucrats is the middle-level cadres; and those at the bottom level, who must deal directly with the masses are the basic-level cadres. Every cadre is a party member but every party member is not a cadre. In short, cadres are the functionaries of the various party and government bureaucracies and have authority to conduct party or government business.

The post-Maoist leaders, especially Deng Xiaoping, have viewed the reform of the bureaucracy as necessary for realisation of the “four modernisations” and have taken steps toward greater bureaucratic rationalisation and professionalization. Specific measures have included opening up access to advanced education at home and abroad; greater stress on technical qualification for initial recruitment; replacement of bureaucrats by de-emphasising seniority in favour of expertise; structural streamlining which has sharply reduced the number of ministries and agencies in the state council and the size of their staffs; and

renewed emphasis on direct public opinion controls over lower level officials through the ballot, public opinion polls, and other devices. Bureaucratic personnel “are now expected to be revolutionary, well-educated and professionally competent”. However, the evidence available so far does not prove that fundamental, institutional and ideological changes haven taken place in China. But combining Maoist and more technocratic principles the new leadership hopes to achieve stability, marked by efficiency and production. The overriding consideration has however remained the same, that is, to make sure that the bureaucracy remains politicized.

### **3.4 Bureaucracy And Nation Building In Western Countries (Usa,Uk)**

The Weberian bureaucratic model is the major feature of the administrative system in its basic structural pre-requisites are defined rights and duties prescribed in written regulations. Calculability of organisation results is through rules and established procedures. In the western model, administration work as a full time career and operations is governed by a system of abstract rules and their consistent application to particular cases. In addition, government agencies are not only responsible to legislative bodies, but are also mutually counterpoised. The bureaucracy is an indispensable machinery for managing complex society. Finally, western bureaucracy emphasizes specialization and professionalism.

### **Self-Assessment Test**

Compare and contrast the role of bureaucracy and development administration in UK and France?

### **4.0 Conclusion**

In this unit, we have been able to discuss the roles of bureaucracies and development administration in both western and socialist countries. Though, socialist bureaucratic model has similarities with western models, in terms of hierarchy of organisation, authority, reward, and operate with rules and procedures, they differ in certain aspects. In socialist bureaucratic model, there is no independent and impartial recruiting agency like the civil service commissions. Members of the communist party receive preference and not recruited in accordance with well established principles of recruitment. There is supposed to be harmony between policy makers and administrators, both follow the same ideological and social base. Civil services are totally controlled by the Communist party. Civil servants do not form any trade unions. The socialist model does not emphasize “specialisation and professionalism. It is felt that if too much importance is given to a limited number of technical experts, it might discourage the spirit and initiative of the ordinary lower ranking members of the Administrative network, that is, the “masses” upon whose efforts the socialist model leans heavily for organisational success.

### **5.0 Summary**

The above analysis points to the specific features of the socialist model of bureaucracy and how it differs in significant aspects (normatively and operationally) from the Western bureaucracies in concept and practice. However, both models share certain features in common. The socialist model is organised as a hierarchy of specialised offices in pursuit of specific goals. Its primary task is the implementation of state goals in the social and economic spheres. Authority percolates from the upper to the lower ranks of the

bureaucracy, and those at the top generally have more seniority or experience and receive more wages than their subordinates. Recruitment and promotion are based on universalistic achievement standards; rules and written communications are widely used in socialist organisations and offices are separate from office holders who can be replaced.

Underlying the differences between the two models is a general disagreement over the ways organisations are viewed. In the rational bureaucratic type, the chief concern is with achieving internal efficiency through the maximum use of technical knowledge. In socialist conception, the predominant emphasis is on finding ways to maximize the involvement and commitment of organisational participants, particularly the masses at the bottom of the organisation.

## 6.0 Self Assessment Exercise

Compare and contrast the western bureaucratic model and socialist model?

## 7.0 References/Further Reading

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