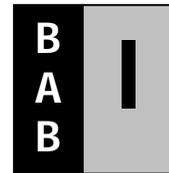

INTRODUCTION



1.1. A Glance About Public Administration Science And Government Execution Practice

In political literature, it's known a name *Trias Politika* : a state division of powers concept based on the function.

John Locke in his book *Two Treatises on Civil Government* (1690) divided the powers to legislative, executive, and federative ; while Montesquieu in his book *L'Esprit des Lois* (1748) (Inggris: *The Spirit of the Laws*) also divided the powers to three branches, they are legislative, executive and judiciary.

Based on the original concept, the three branches of power (either the concept of John Locke or Montesquieu), it's suggested to be separated between one branch to another branch absolutely (*Separation of Powers*): but in the practices of the state execution, it's valid the *division/ distribution of powers*. The mechanism of administrative relation among of them is usually based on the mechanism of *check and balanced*.

The division of powers among of the three branches rose contradiction among of the experts.

Woodrow Wilson in his book *The Study of Administration* and Frank J Goodnow in *Politic and Administration* argued the separation of powers hardly.

According to them that the functions of the state execution consisted of :

1. Political Function

All the things related to people and government desire.

2. Administrative Function

All the things related to question "how to reach desire?"

Finally, this dichotomy rose many influences, either positive or negative especially to the development of the study of public administration. On one side rose the opinion how important the public administration it is, that finally because they wanted to know big enough pushing them to know the study deeper and to develop public administration as a science branch. Generally, they became more conscious that it's should be separated between administration and politic. The administrators had opinion that the involving with politicians would always suspicious about every action which had done / taken by the administrator. This unlucky situation more and more pushed the thinkers (many of them were also government bureaucracy apparatus) to improve the study of public administration.

In the next development (till this time) the efforts to formulate public administration to become the really discipline of science is not like easy as we imagine.

The main difficulty to formulate public administration as the discipline of science are caused by some related factors, such as :

1. There's no *basic theory* provides the basis of public administration knowledge as one of the main criteria that should be owned by a knowledge branch so that can be mentioned as a discipline. Public administration science in explaining its argumentations, principles, postulates, etc as its science elements by borrowing the theories from the other science disciplines.
2. Universalization and generalization of public administration are still very difficult to be gained till this time because they are very specific something influenced by ecology or conditioning factors.
3. The suggestion to separate administration with politic is perceived as nothing works till this time because both are one chain eye in government process which is practically difficult to determine borders between both.
4. The history shows that the development of public administration science was made big by the results of government execution practice of a state and in certain period, so that in determining the public administration system could

give benefit input in order to accelerate government process as mentioned. The possible question rises : Isn't it the return? One thing which will possible make the problem more difficult is the reality that administration execution practices had existed tens of century before it had not been told about the public administration it self. In this analysis won't matter about the position of public administration as one science discipline, even less to argue definition and meaning of public administration which had been expressed by the experts. Public administration should be more viewed as a need that can not be avoided its coming, than arguing its science status. Remembering the journey to be reached to make it sovereign as a science discipline, it's probably still too long, so for temporal time it's wise if the science / theory of administration would be translated as ; "series of efforts to do conceptualization about what public administration means, how to fix things that have been done by public administration, why people behave certainly in administration situation, and by what state apparatus can be managed and coordinated to reach goals which have been determined before".

1.2. Public Administration Syatem

Is there Public Administration System?

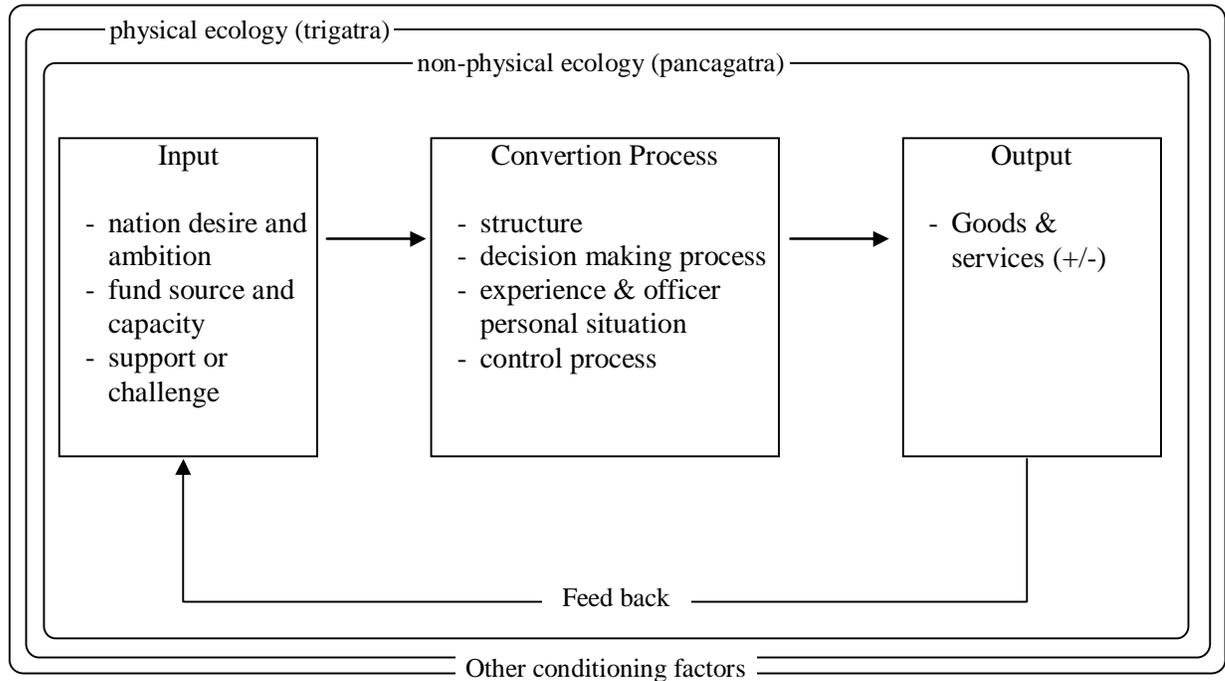
Before answering this question, it's better we start with the question : What is Public Administration system?

Like presented on the previous part, that administration / public administration system very influenced by ecology and the other conditioning factors. To know what is public administration, there are :

1. It has to look ecology, the other conditioning factors earlier.
2. To view public administration as a process including inside :
 - ✓ input,
 - ✓ conversion process,
 - ✓ output, and

✓ feed back

Picture 1: Public Administration as a System



Trigatra:

- location and geographical position
- condition and natural resources
- people ability

Pancagatra:

- ideology
- politic
- economi
- culture social
- defense and security

Conditioning factors:

- History
- Holding power regime

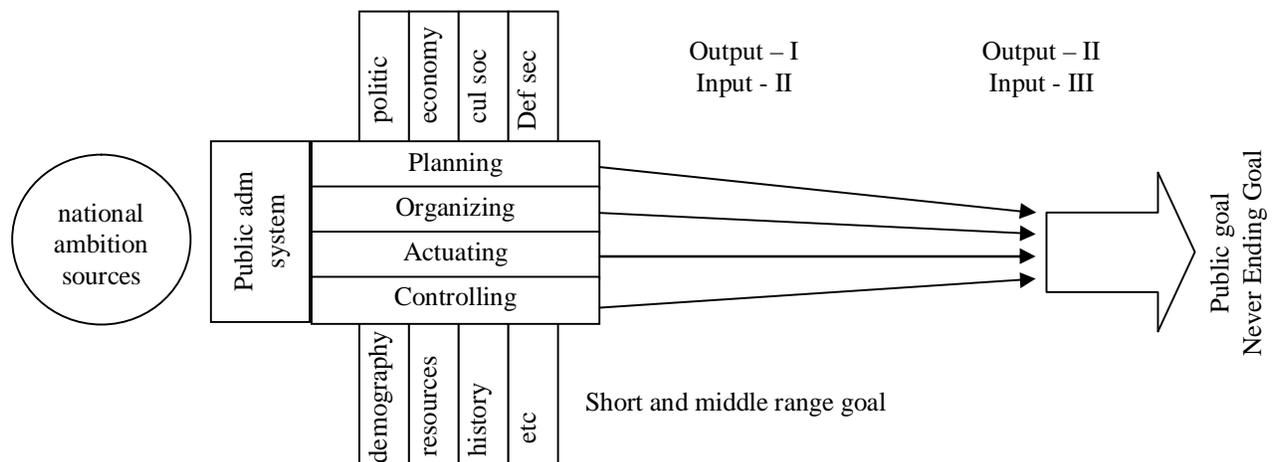
- Regional / internasional situation, etc.

Picture 1 above, as basic framework of administration system must have ecology, input, process, output related feedback in one interaction between one another.

Conversion includes of administrative units involved in government process : a whole organ of the state in wide meaning from government term, and whole department institution and non department institution if government were meant narrowly.

3. To view public administration as never ending managerial process and absolutely needed by the country to realize national ambition which in process is always influenced by its ecology factors.

Picture 2: Public Administration as Managerial Process.



From the sequence of picture 1 and 2 above, got conclusion that Public Administration system is whole of state execution affairs by exploiting and using all of abilities from state apparatus and all of fund and capacities in order to reach

national goal of a nation, where in its execution process is very influenced by factors and ecology situation.

From this meaning, got some conclusions, that :

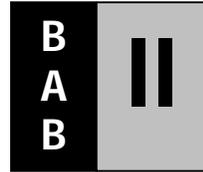
1. Public Administration system is specific. It has got specific characteristics, different from others, because it's very influenced by its ecology.
2. The dependence of its ecology causes never be universal public administration system.

Dwight Waldo clearly said that :

1. Generalization which was done to carry out public administration in certain national area couldn't be made as universal and implemented to public administration in different nation.
2. Never getting actual universal of administrative generalization, except doing the study of administration from countries by passing their social characters, to determine public administration aspects by determining public administration aspects whether really free from national and social ecology. .
3. The study of public administration from the countries might more base on disciplines, not only a study about technic and process but also to wide the study report to some factors like history, sociology, economy, and other conditioning factors.

By the statement above, it looks the accusation of public administration status is getting in the long run. Robert Dahl no doubt said "it's a big lie if there's public administration science without followed by the comparative study of public administration".

THE COMPARATIVE STUDY OF PUBLIC ADMINISTRATION



2.1. The background of how important the comparative study of public administration

Like told on the end part of introduction, Robert Dahl made conclusion that public administration science would become meaningful if there was executive action by the comparison study of public administration.

Without minimizing this brilliance idea or concept, the rising of motivation from the experts to do and to develop the comparative study was not only to follow the idea meant.

The importance of the comparative study of public administration caused by five factors, they were :

1. Many new country got their independence after the end of second World War.
2. United State involved in international affairs was wider and wider.
3. United Nation involved in handling international affairs, especially to the member countries was bigger and bigger.
4. As the motivation to the experts to develop the theories of public administration to the purpose of academic and practice.

Practical interest is hoped to give contribution to accelerate the executive action of development program in developing countries.

5. The rising of new conscious, either in the scientists or praticians that the ecology of public administration had big influence to the process and behavior of public administration apparatus.

One important note that need to be underlined, the comparative study of public administration was getting attention after the end of second World War. In the beginning, this study focus was to know difference / comparative among of

the system of public administration from west cultural countries : especially United State and west Europe countries. Even there were some evidences show that in the beginning, the study was only done in just one country, by comparing some of institutions system in United State.

Together with the development of history, this study scope is getting wider. The study is not only for west cultural countries but also for developing countries.

2.2. Some Important Moments Which Preceded The Birth of Comparative Study of Public Administration

Some important moments that can be noted in preceding the birth and the development of the comparative study of public administration, such as :

1. The policy of United State government known as *Marshall Plan*, it's a project to help restructuration of economy system of western countries which had been shattered because the second World War.

The project was started in 1947, and actually meant to prevent communist influences to the Europe countries as the America allied when they got war. Support was mobilized to agriculture sector, industry, transportation in fund form, machines, and supplies.

2. In 1952, *Public Administration Clearing House (PACH)* was an institution as united centre, classification, and the information wide spread of public administration, becoming the gold sponsor to the *Comparative Administration* conference held in Princwtone, United State of America. The conference produced permanent committee to develop relevant criteria and design for the field study in the developing countries. This conference made a close to American Political Science Association (APSA) to have an agreement to form *Comparative Administration* as one of sub committee under *Public Administration Committee* leaded by Wallace S. Syre.
3. In 1953, *International Political Sciense Assosiation (IPSA)* iniated to be held panel discussion about *Comparative Public Administration* carried by Charles

S. Ascher. Then, within IPSA shelter some research about comparative study of public administration had been many done in Europe countries.

4. To make the policy of United State of America government more effective to help development of developing countries which was inspired by success of *Marshall Plan*, so in the next year *Act for International Development* was legislated and would be taken by *Technical Cooperation Administration* under the shelter of ministry of foreign affairs United State of America. In June 1953 this support program was taken over to *Mutual Security Agency, Technical Cooperation Administration* and some job units to handle foreign aid smelted into new one institution *Foreign Operation Administration*. This melting was done base on the policy of United State of America president, Eisenhower. Then in June 1955 this aid business was taken over back to *International Cooperation* as the board under the control of foreign affairs minister directly.
5. In 1959, it was formed *Comparative Administration Group (CAG)*. In the next day this group had the biggest role to develop study of comparative public administration.

Some moments above were a sign how big the role of United State of America through their foreign politic activities to the growth and development study of public administration. Together with this USA contribution, United State also had development program for developing countries so that the body need to study administration system of the countries would be helped.

The attention of developing public administration sides has been started since 1950.

2.3. The Understanding of Comparative of Public Administration System

The term of comparative came from compare, the same meaning with weighing that is to determine weight or value from one / some definite objects.

With this meaning, comparative could be meant with : an action to determine weight or value one / some definite objects by paralelling one object to another

object, or one period to certain standart of comparison tool. This paralleling activity would produce some equalities and differences between two or more in the different condition.

In the correlation to public administration system, public administration system is an action to parallel two or more public administration systems, or two or more periods in certain state in order to gain illustration about equalities and differences of administration system from state or period, and for the next it took some conclusions such among of them.

2.4. The Understanding of Comparative Science of Public Administration

Like public administration science, the discussion of the comparative of public administration would be collided to definition and theoretical problem because there is no *basic theory* supporting it. But if he science was meant as group of knowledges containing theories, laws, principals (without making problem whether the theory, law, and the principal were borrowed from other science disciplines) with big useful for human life : so the comparative of public administration could be said as a science discipline. Reality has proven that the use of comparative science of public administration is very big in the effort to explain and understand characteristic of a country in the correlation of *interstate cooperation*.

Base on operasional, centre of attention of comparative science of public administration was effort to look for, to formulate and to develop any methods, technics, and more realiable approach so that could produce more perfect and whole comparative results.

This thing could be understood because remembering comparative science of public administration is one of administration science branch which is still very young, it has not escaped from its mother yet. .

2.5. The Function and Purpose From Comparative Science of Public Administration

2.5.1. Function

The most important function from comparative science of public administration are :

1. To give explanation about many kinds of comparative analysis systematically, so that could be developed to become a science discipline with proven truth, and useful for comparative necessity meant it.
2. To give measurement and evaluation in wide meaning of every government policy and to know surely about various problems and difficulties faced by government to fulfil their needs.
3. Because public administration was meant to know institutional process until certain borders in determining the tendention of direction would be reached, so the comparative science of public administration must be able to give answer and to perceive details and patterns of knowledgement discipline outside of comparative science of public administration itself.

2.5.2. Purpose

Nimrod Raphaeli in his book : *Introduction to Comparative Public Administration* are:

1. To study the characteristics from various public administration system.
2. To explain why an administration activity could be success in a place, but failed in another place.
3. To identify factors of culture, politic, and social that determine succed or failed of the administration.
4. To explain the differences of bureaucrat and bureaucracy behavior in different state and culture one another.
5. To know what changes should be done to fix bureaucracy performance.

The purposes of the comparative science of public administration according to Nimrod Raphaeli above, it looks to stress the focus to the practical interest. Another essential from the comparative science of public administration is for academic interest : needs to develop the

theories of comparative public administration itself, in order it could become an independent science discipline.

2.6. Comparative Range

Comparative Public Administration is meant to know the equality and the difference on two or more administration system from one / some comparison state.

Because of it, comparative public administration range depends on comparative dimension used.

Comparative Dimension : area / place

Comparative administration system using area / place dimension can be done in a state or among of states : depends on the compared administration level.

Comparative public administration system in a state is done by comparing one national area administration system to another national area in certain state (comparative between local government administration system). This national comparison, besides useful for national defense, and also needs to know every spreaded area those are structure and the people situation, potency, ecology, and other conditioning factors. Thus government (Centre Government) will own data and complete information, can be used as important input in policy formulating for better and more accelerate execution of national government administration system. Comparative public administration system among of states level (international) involves more difficult and more complete various aspects (added with aspects of ideology, politic, economy, technology, etc) but can be bordered to some certain aspects that depends on the comparative need.

1. Comparative Dimension : Time

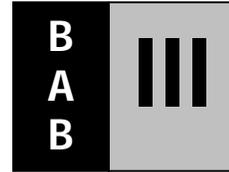
It's like area / place dimension, so comparative object base on time dimension is usually only bordered to national or international range. The difference, could be concluded through essay below.

Comparative with time dimension can be divided by two, these are : equal time and different time. By comparing two or more objects base on this time dimension will be got illustration about the equality and difference among of compared objects.

Comparative public administration system in the same time is done by comparing two / more states which generally have closed to equality characteristics (eg : shape of government and state, philosophy), example, to compare public administration system of England with Malay where both are same in using parliament cabinet. Thus comparative range is international.

On the other hand, comparative public administration system in the different time can be done in a state or between states. In a state is like : Indonesia in RIS constitution period with Indonesia at this time. The comparison between some states eg : Indonesia in Parliament Cabinet System with Malay at this time. Comparative public administration between some states with different time period is often said by the experts : the comparison of time and place dimension.

APPROACH METHOD IN COMPARATIVE STUDY OF PUBLIC ADMINISTRATION



Study Method of Comparative Public Administration

In order to gain more accurate result of comparative study of public administration which was done by research activities, so as a science discipline, it needs some methods in its study.

General and frequent method that is used in this comparative study of public administration is inductive and deductive, besides other methods like history, sociology and empirical.

Deductive method is the opposite of inductive method, that is : every objects that will be tried the elements, structures, function, characteristics will be proceeded first through accurate disentanglement from the parts of the object. From this analysis result will be got a special conclusion with very small error. This deductive method is also ofeten said with analysis method.

Approach

Approach is a way to get close to a problem in order to solve the problem easily.

Some approaches that can be used in comparative study of public administration are :

Philosophy Approach

According to Sukarna in his book *Public Administration Comparative*, philosophy approach is an approach to compare the public administration system, it was observed from philosophy side which is attentived by nation. His basic mind was that nation / state view would directly influence to the shape / form public/ state administration system.

Way of life is one of non-physical elements ; that is a condition which directly influences the conditions of ideology, politic, economy and social culture.

Base on this classification, some well known philosophies are :

- a. Liberalism: USA, France, Japan, etc
- b. Communist : Uni Soviet dan its allies.
- c. Islam: Yordania
- d. Pancasila: Indonesia.

Generally, attentived philosophy of a nation in the world consists of two only : liberalism and communist / socialism. The rest is mixed results from two understandings above. Both of the philosophies can be really made different like these :

Liberalism

According to Leonard T. Hobhouse in his book Liberalism, showing liberalism principals are like these :

- People freedom.
- Personal freedom, in the meaning of every human has freedom to think.
- Tx freedom, no tax without the law.
- Society freedom.
- Economy freedom
- Family freedom.
- National freedom, tribe, and local.
- International freedom.
- Political freedom and people sovereignty.

Every public administration which is based on liberalism, always try to struggle the freedoms.

Example : United State of America under the government of Jimmy Carter would always related all their foreign aid to the human rights protection. Thus also

the administration purpose, those are external security, internal orderliness, people welfare and individual independence united to liberalism. Because of that, public administration of United State of America won't say safe, ordered, fair, and welfare, to states where human rights of the citizens threatened : so that they couldn't deny to be put them down through diplomacy or another chanel. Thus, their purpose of public administration system was not only for their national interest but also for international interest too : that is to establish human rights in each state, either developing country or advance.

Remembering liberalism principal like was told by Hobhouse above, so public administration of United State of America don't put them down to religion and belief business of the people. Religion business is given to individual or people for each. And there's no religious education to be done by public administration.

Communist / Socialism :

Based on the books *Das Kapital*, *Manifesto*, and *On Religion* by Marx and Egel, also *Soviet State Law* by Prof. Krijlav, there are the principles of communist :

- ✓ All the ownership rights of production equipments (land, capital, machines, etc) were erased.
- ✓ All production equipments, transportation, and bank were centred on the government hand.
- ✓ Individual freedom and human rights were erased and unrecognized.
- ✓ Religion became addicted to society, and might be ignored.
- ✓ Traditional law, national and international had to be changed to new law and rules based on communist principles.
- ✓ All labors in the world had to be united.
- ✓ Government system was *dictator- proletariat*.

Base on principles above, administration purpose of Uni Soviet to gain secure situation, ordered, fair and welfare was only formed if individual right had not existed, religion had been erased, human right had wiped out, and new laws had established to replace old laws : either civil law or public law.

Remembering that communist principle was international, so the public administration would always try to reach the goal, either legal or illegal.

Political Approach

Things that have to be paid attention of this approach are to talk about politic, it means touching the function of state in : how to hold on power and the state : how the state manages relationship between individual, individual with group, and individual with the state : and the last how the state manages its relationship with another state.

Public administration function besides doing routine government administration also defending continuity of public administration itself. Different shape or government system, different the ways of the states in defending their powers and existence. The way to defend the continuity of republic shaped administrator with democracy system is used to do through general election. Because of that,generally administrators will always try to attract sympathy and trust from their people by improving standard of living from all of the people.

On the oppposite, in republic state with dictator system, ways to defend existence of power from the administrators are by defending position in the holding power party. The meaning of general election is becoming unclear, unfree, and unsecret.

Next, in monarchy shaped, defending the continuity of power from the state administrators is done base on inheritance generation to generation. Thus for other states with various systems (it's perhaps the mixing of shape or above systems) will also take different ways in the effort to defend the power of the administrators.

And also about the question how the state manages the daily relation from each citizen, either individual or group of the state, or how the attitude and criteria will be decided by the state in connecting the relation with another state. Is it free or interrelated of relationships ?

System Approach

Base on this approach, public administration must be looked as the totality of mutual interrelated relationship. In accordance with this concept meaning, so the related parts have strong dependence between one and another. By the other words, stuck or disfunction of one part will raise stagnation to next part directly. Thus “disease” turns around flowing to follow current system so that it gets back to the part which became the disease source.

What means here by related parts in public administration system are a whole state / government institution which directly involved in public administration execution itself : that is all components including to institutions of executive, legislative, and judiciary (Indonesia is added to institutions of consultative and examinative).

The visible difference of public administration system that can be seen base on this observation corner is located to the answers of these questions :

- How does the way of Political Representative Board election act to formulate the public policy. Does it come from one, two or many parties?
- Who the executive account for the jobs to. To legislative with parliament cabinet system, presidential cabinet system, or to the power holding party, not to anyone but to his own self ?
- How is the authority border which has been got by the *Top Administrator*. Is it bordered or isn't ?olehkah eksekutif membuat undang-undang?
- Is it permitted the executive do judiciary functions ?
- How is the attitude of management which is implemented by the executive ? Does the administrator need : social participation, social support, social control and social responsibility to do job and function ?
- How is the communication current connection between public administration and citizen. Is it two ways communication or not ?

-
-
- How is the leadership attitude of the administrators of public administration. Is it democratic or authoritative ?
 - How is the way to fill government position. By *meryt system* or *spoil system* ?
 - How are the function and role of the government apparatus ? Are they as *public servant* who makes security, justice, welfare, independence or only just as public oppressor of their group interest ?

3.2.4. Administrative and Constitutional Approach

Base on this approach, each country is differed base on observation to the institution or the actors who runs the function of government management, and also how the administratives relation among of the institutions / actors are.

(Remember : management functions consist of three functions ; planning, actuating, controlling).

The formula of the division of function that will be seen is fit to constitution content from the analyzed state. Thus, the functions of each institution are said constitutional function, that's regulated to constitution / legal regulation of legislation.

Next step is to see how the function in its implementation. This is important because remembering the content of the constitution is abstract, because there is demand that it has to be custom, flexible and elastic ; so that it's difficult to interpret without looking how the execution practice is. To do the aim of the constitution, it has to be followed up by laws / regulation decision but by certainty which can't have contradiction to the constitution content.

5. Dictatorship Approach Versus Democracy

In this approach, there are two variables need to be paid attention : they are :

- a) How far is the government responsibility to his society.
- b) How far is width and depth of the government functions to be done.

Type of government responsibility to their society from a democratic state, generally consist of : moral responsibility and political responsibility. On the contrary, in the state of dictatorship system, both responsibility types will never be found.

Moral responsibility, it means person desire to do his jobs well, because he has got trust and become the expectation to fulfil many people needs. He feels committing a sin if he can't (especially if ever think) carry on people hope who has given the trust. The administrators from every state which follow democracy system, are decided from general election result. By the other words, he has been trusted by the elector people to execute the government in order to reach society welfare. Thus the administrators feels to have responsibility to carry out his duties well because he is pushed to fulfil many people hope.

Political responsibility, means how the administrators do responsibility of mandated duties that have been given to him constitutionally. In democratic state, the public administration executors will account for all of his jobs results to the society through house of representative.

3.2.5. Welfare Approach

Base on this approach, comparative study is more emphasized to question : how far is the width and depth of the functions taken by public administration executors ? or how far is the managing function which was realized by the power holders which was meant to improve standard of living all of his people ?

Fit to the question above, so government administrators role we have known till this time, can be classified to two kinds they are :

1. *Laissez faire* (state / government act as night keeper), where relation between government and their people is far enough. Example : United State of America.
2. *Etatisme*, state / government is too many mixing into their people life. Example : Republic of China, USSR.

3.2.6. Forecast Approach

Forecast approach was presented by Maurice Duverger in his book *Les Regimes Politiques*, where he did estimation types of public administration system and then tested with the reality.

Based on these test results, then he made improvements on the size comparison.

The test process are as follows :

The first comparison size : way to rule position

Reality results :

- ❖ Way to the free election : USA, English, France, etc.
- ❖ Way to the guided election (half - free) : Yugoslavia, Cechoslovakia, etc.
- ❖ Plebiscite : eks Uni Soviet
- ❖ Appointment by rogue elements who are in power: Spain, Republic of China .

His criticism of the results of this fact: Why do USA, England, France, which have the same election system, but in reality have different public administration system ?

With this reality, then it was looked for other more precise size.

Second comparison size : how is the relationship between the executive and legislative? (close / not close).

Reality results :

- ❖ Parliament government system : England
Relationship of the executive with legislative is close.
- ❖ Presidential government system : United State of America.
Relationship of the executive with legislative isn't close.
- ❖ Government system of representative council : France under constituent.

His criticism : this comparative measure was also less practical value, because with this size is difficult to set a classification which includes the former Soviet Union. Besides that, a question would arise : where is the difference of representative assembly system in France with a parliamentary system in England?

The rising of this doubt requires that he looks for another size comparison.

Third comparative size : Parties system.

Reality result :

- ❖ One party system : Soviet Union, Italy in Facis period, Germany in Nazi period, and Republic of China.
- ❖ Two parties system : England, USA , etc.
- ❖ Multiple parties system : France, Netherland, etc.

Criticism : also still had weakness. Although the United Kingdom and the United States are same both two-party system, but clearly much different administration system. With this reality, they are looking for another comparison size. Last comparative size : the powers of the administrator and the level of restrictions in the country.

Reality results :

- ❖ Freely elected administrator, and powers available to it is restricted : USA, United Kingdom, etc (free government system).
- ❖ Administrator is not freely chosen, but is controlled by the regime in power ; border control authorities are not clear and no guarantee of freedom / liberty of citizens : Romania and Yugoslavia. (half – free government system).
- ❖ Administrator is chosen plebiscitely : having unlimited power and are usually reinforced by political politicians : and no citizens freedom.

Contoh ; Germany (Nazi) with the Gestavo, and the former Soviet Union with the NKVD.

Besides the approaches mentioned above, several other approaches that ever existed and some of them are still used by experts, such as :

- ❖ Normative Approach
- ❖ Empirical Approach
- ❖ Nomotetik Approach
- ❖ Homologous Approach
- ❖ Idiografis Approach

-
- ❖ Analogy Approach
 - ❖ Non-Ecology Approach
 - ❖ Ecology Approach

These eight approaches only show the overall approaches that ever used by experts in the field of comparative study of public administration.

Fred W. Rigg noted that there were three trends in the comparative study of public administration meant ; they are :

- ❖ The tendency of a shift from a normative approach to the empirical approach.
- ❖ The tendency of a shift from the idiografis approach to the nomotetik approach.
- ❖ The tendency of a shift from non-ecological approach to the ecological approach.

He made no mention of how the fate of homologous and analogous approach

1. Normative Approach

Normative approach, is an approach that was used by the researchers of comparative public administration, which is the point show the best features of public administration system and it will be able to run smoothly to realize the goal.

In the comparative study of public administration, the use of this approach seems very oriented to the best feature on the administration in west cultural countries. Therefore, large part (even almost all) best traits came from the western public administration system, particularly the public administration system of United States. Normative approach typically want to show "how should" be done to achieve goals more effectively.

2. Empirical Approach

Empirical approach is the antithesis of the normative approach, that is: to show what is happening. To answer it, must by collecting factual data in the field..

3. Nomotetik Approach

This approach seeks to obtain a generalization of the laws, hypothesis that affirm the regularity in conducting reciprocal relationship between the variables.

4. Homologous Approach

That is an approach that seeks to find similarities and differences in the structure of the constant function.

5. Idiografis Approach

It is an approach that centers its attention focused on unique cases, episodes of history, or a case study of a body, institution, agency, organization / state, biographical or cultural region in expressing symptoms of the public administration.

6. Analogy Approach

That is an approach which tendency of the study is focused to functional variables (not structural) in an effort to explain the phenomenon in public administration meant.

7. Non – Ecology Approach

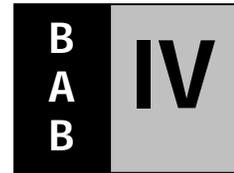
It is an approach in explaining the symptoms of the public administration, it did not / without regard to ecological aspects, for example, aspects of culture, technology, etc.

8. Ecology Approach

Ecological approach is the opposite of non-ecological approach, that's an approach which explains the symptoms of the public administration in the discussion tied to the ecological aspects.

In accordance with the opinion of John Gauss, that the ecological aspects which require attention in comparative public administration, among others: population, physical technologies, social technologies, place / location, desires and ambition (wishes and ideas), disaster (catastrophe) and personality.

SOME ASPECTS TO BE COMPARED IN THE COMPARATIVE STUDY OF PUBLIC ADMINISTRATION



In this comparative study of public administration, there are some aspects (as well as a material) being compared; among others, will be reviewed in terms of :

- ❖ State Form
- ❖ Government Form
- ❖ Government System
- ❖ Political System

4.1. State Form

What is meant by the state form is the essence of the state as a whole and includes the whole of its sovereignty. With this basic understanding, then the classification of states according to their form can be mentioned to the following below :

Unitary State

Unitary is a form of country where sovereignty (whether internal sovereignty, or external) is completely under the authority and responsibility of the Central Government. Internal sovereignty, the intention is the power of government to carry out the tasks of government in the country, while the external is the power of government sovereignty over all activities / actions of government that has to do with abroad (such activity beyond the country's own territory).

Based on the terms of the implementation of the tasks of government (the only foreign affairs), the Unitary State can be divided up ;

1. Centralized unitary state: all administrative matters are in the hands of central government.

-
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2. Unitary State with Decentralization: some (not all) of government affairs are delegated to become the affairs of Local Government, so that rising the local Otonom.
 3. Unitary State of which also apply Mede Bewind Centralization and Decentralization; besides some government affairs are delegated to local autonomy, there are some tasks that can not be delegated to the Regions, but remembering the limited ability of the central government, then the Region is given an opportunity to help implement it.

Union State

Union State consists of several states that do not have external sovereignty. State is only entitled to carry out the affairs of government, whose scope is beyond the state boundaries, while the power and the external affairs become the authority of the Federal Government. .

Because of internal government affairs in the state is entirely on the hands of the state government, then each state has the right to set constitution as long as do not conflict with the Federal Government constitution.

United States

The United States is a nation-state union whose members consist of the states that each have a full sovereignty, either internal or external.

The Formation of this union is based on the treaty. In this agreement included all the rules of cooperation that involve the interests of all members.

At the present time, the shape of the United States is already not be found anymore. UN, EEC, NATO, Warsaw Pact, ASEAN, etc. are not the United States as referred to in this discussion, but can be regarded as a manifestation in a new form of the United States. The United State has ever seen are :

- 1) Netherland in the republic periode of *Der Zeven Verenigde Nederlanden* (1579- 1798).

-
-
- 2) United of North Amerika before the forming of United Staate of America nowadays (1776-1787).

4.1.4. Dominion State

Dominion States are states that was formerly as the British colony. At this time those states have been independent, but still joined in an alliance called *The British commonwealth of Nations*.

States that are incorporated into the Commonwealth, each has full sovereignty (whether internal sovereignty or external sovereignty), and its position in the alliance are not too attached. This means that a state can escape from its membership if the state wants.

4.1.5. Reel Unie

Reel Unie is similar to the State Union, a combination of the two countries are headed by a king / queen: but its state equipments are not / not yet complete as contained in the union.

States that are incorporated into Reel Unie each is independent, but they have limited sovereignty and handed over to the government equipments of Reel Unie. T Reel Unie formation is based on agreements between joined states.

Some of Reel Unie have ever existed :

- ❖ Reel Unie: Austria- Hungary (1867-1918).
- ❖ Reel Unie: Norway - Sweden (1815-1905).

4.1.6. Personele Unie

Like Reel Unie, then Personele Unie is a combination of two states headed by a king / queen with the still quite simple equipments.

The forming of Personele Unie if such a king dies, while according to the regulations and customs prevailing position must be replaced by his heir where by chance only one person who has become king / queen also in another state. Thus,

formed the *personele unie*, where two states were governed by each king / queen. Each state has full sovereignty without being limited by certain provisions. *Personele unie* have ever existed ;

1. *Personele unie* England – Scotland (1603 -1707)
2. *Personele Unie* Luxemburg –Netherland (1839-1890)
3. *Personele Unie* Indonesia –Belanda according to the result of Round table conference agreement 27 Desember 1949.

Besides of the state forms above, it's still got other forms which are actually not worth mentioned as a country because of the lack of full sovereignty. Bentuk State-forms meant are colony, regional mandate, the trustee, and the protectorate country.

4.2. Government Form

What is meant by government form in this discussion is the prominent features of a country in terms of how the appointment of head of state. Based on this understanding, the government forms can be classified such the following :

Monarchy State

Monarchy is a state form ruled by a king / queen, and passed on from generation to generation, but differs from Aristocrat. According to Aristotle, monarchy is formed by violence. By other words the formation of the monarchy that ruled by the last dynasty is a result of the collapse of the dynasty before. Reviewed by restriction of king's power in government, monarchy can be divided into: absolute monarchy, constitutional monarchy, and Parliamentary Monarchy.

4.2.2. Republic

Republic is a government form where the head of state is a president elected by general election. Like the case with the monarchy, the government form of republic can also be distinguished of ; Republic of Absolut, the Republic of constitutional and Parliamentary Republic.

Governance System.

What is meant by Governance System is a review to look at government as a system of relations of the organs of government; the state institutions involved in the governance process. The institutions meant are ;

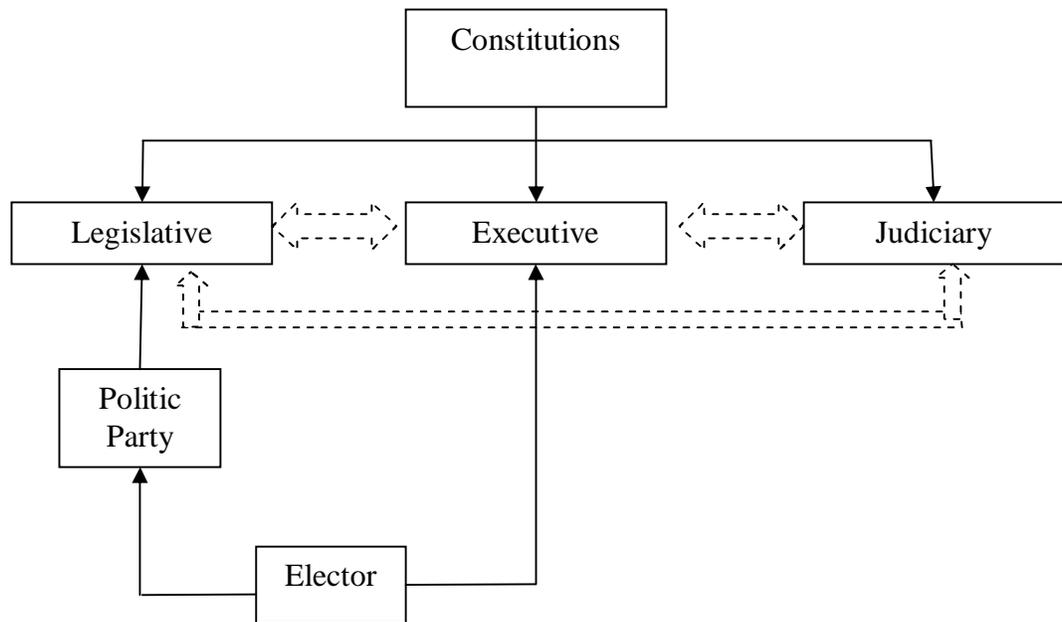
- Legislative, serving as constitution maker.
- Executive, serving as constitution executor.
- Judiciary, serving as the executor of judiciary field.
- The other state equipments.

On the basis of this understanding, the system of government can be classified to :

4.3.1. Presidential Government System.

Presidential government system is often also referred to the Presidential Cabinet System was a form of government system where besides the president serves as head of state also serves as head of government. President is elected directly by citizens through the general election process, and he is not responsible to parliament.

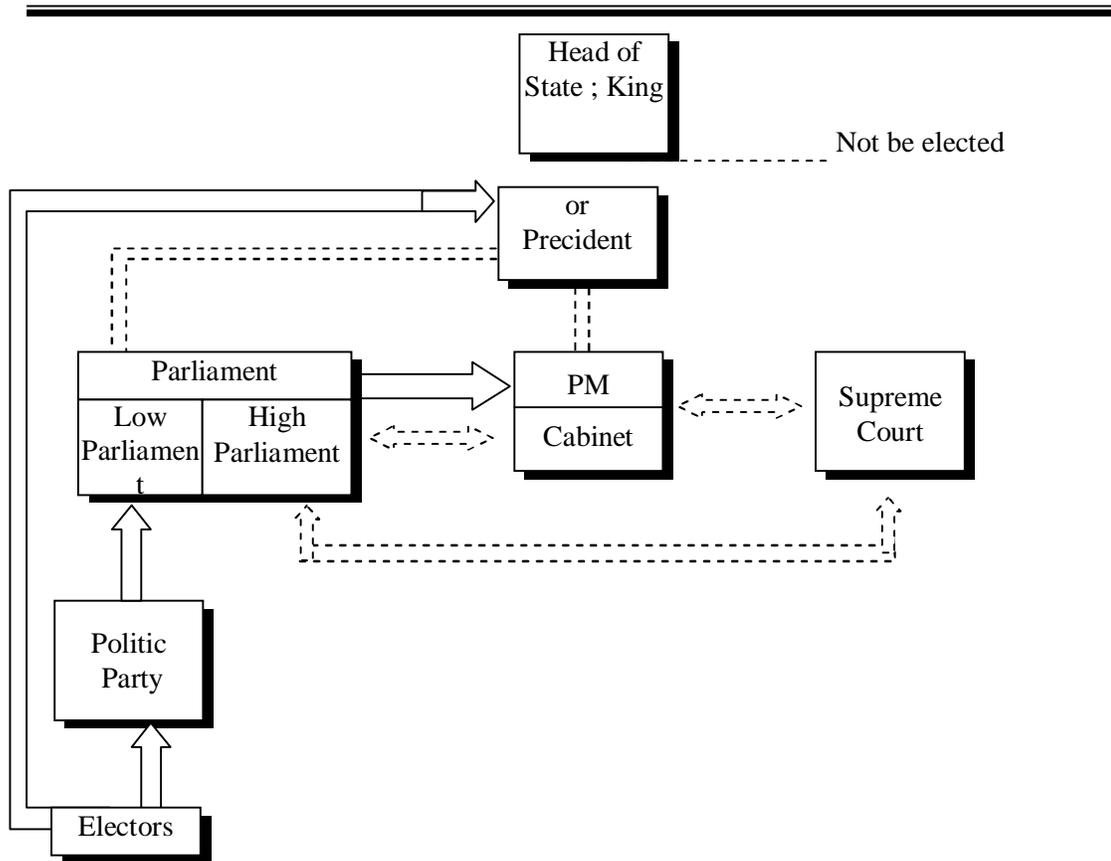
Picture 3 : Mechanism of administrative relation of Presidential Cabinet System.



4.3.2. Parliamentary Government System.

In a government system / Parliamentary Cabinet, the position of head of state and head of government are separated. Head of state is held by a president, and he has no real power in governance. Power is on the hands of the Prime Minister, and it seems that power is strongly influenced by the Parliament. The position of Prime Minister and cabinet as a whole is strongly determined by Parliament, and because the cabinet is formed by Parliament so he should be responsible to. If parliament Apabila Parliament withdrew its sponsorship of the Cabinet through a no - trust motion, then the cabinet should be dissolved. But the Prime Minister through the Head of State (President or King / Queen) can dissolve Parliament in order to offset the pressures of Parliament to him. By other words, in the parliamentary cabinet system there is a very close relationship between the cabinet to the parliament.

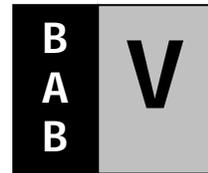
Picture 4. The mechanism of administrative relationship in Parliamentary Cabinet System



4.4. Political System

The meaning of Political System in the comparative study is the relationship between human life institutionalized in political institution either in the institution of political infrastructure, or supra-political structure. According to SL Witman and JJ Wuest in his book *Visual Outline of Comparative Government* argued that the political suprastructure is all of the things concerned with what is called the means of state equipments, including all matters relating to it. Then political infrastructure includes the social forces which obviously invisible on the surface but very influential on the political life of a nation; includes five components, they are party component, interest group component, political communication equipment component, pressure group component, political figure and component. By comparing the political superstructure and infrastructure elements from the states being compared, it is expected to obtain an overview of the similarities and differences among of.

**THE ENDEAVOR OF
SOME STATES**
BASIC FOR GROUP RESEARCH
ACADEMIC YEAR 2010-2011 SEM-A



In the following portion is presented the endeavor from some states as a student discussion material in the class. To gain a thorough overview of the public administration system which will be discussed, to the students through their group, tasked to conduct research into the consulate or representative of a foreign country concerned.

5.1. United State of America

State Form : United State
Governance Form : Constitutional Republic
GovernmentForm : Presidential
Political System :

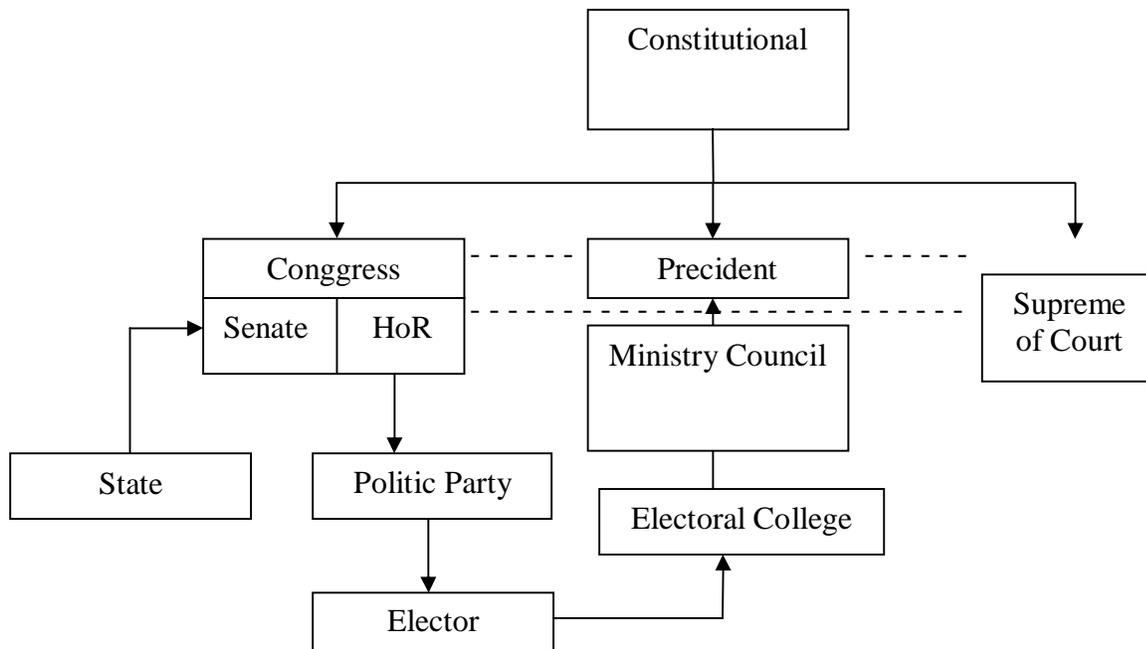
- Political Infrastructure :
 - Democratic Party
 - Republic Party
 - Press
 - Communication Media
 - Opinion Leaders
 - National Figures
 - Profession Association
 - Peace groups and environmentalists

Political infrastructure is very influential on the public administration system..

- Political Superstructure :

- *President*
- *Congress*, consists of :
 1. *Senate*
 2. *House of Representatives.*
- *Supreme of Court.*

Picture of government administrator election and the administration mechanism:



The relation among of *Congress-President-Supreme of Court* tend to be separated (not close).

5.2. The Republic of China

State Form a : Unity

Governance Form : Proletariat Dictatorship Socialist Republic (constitutional 1975)

Government System: Parliamentary

Political System:

- Political Infrastructure :

- *Kun Chan Tang*, is the communist single party.
- *Political Figures*

Others political infrastructure don't affect to public administration system.

- Political Superstructure :

1. Legislative, consists of :

- National People's Congress
- The Presidium of National People's Congress

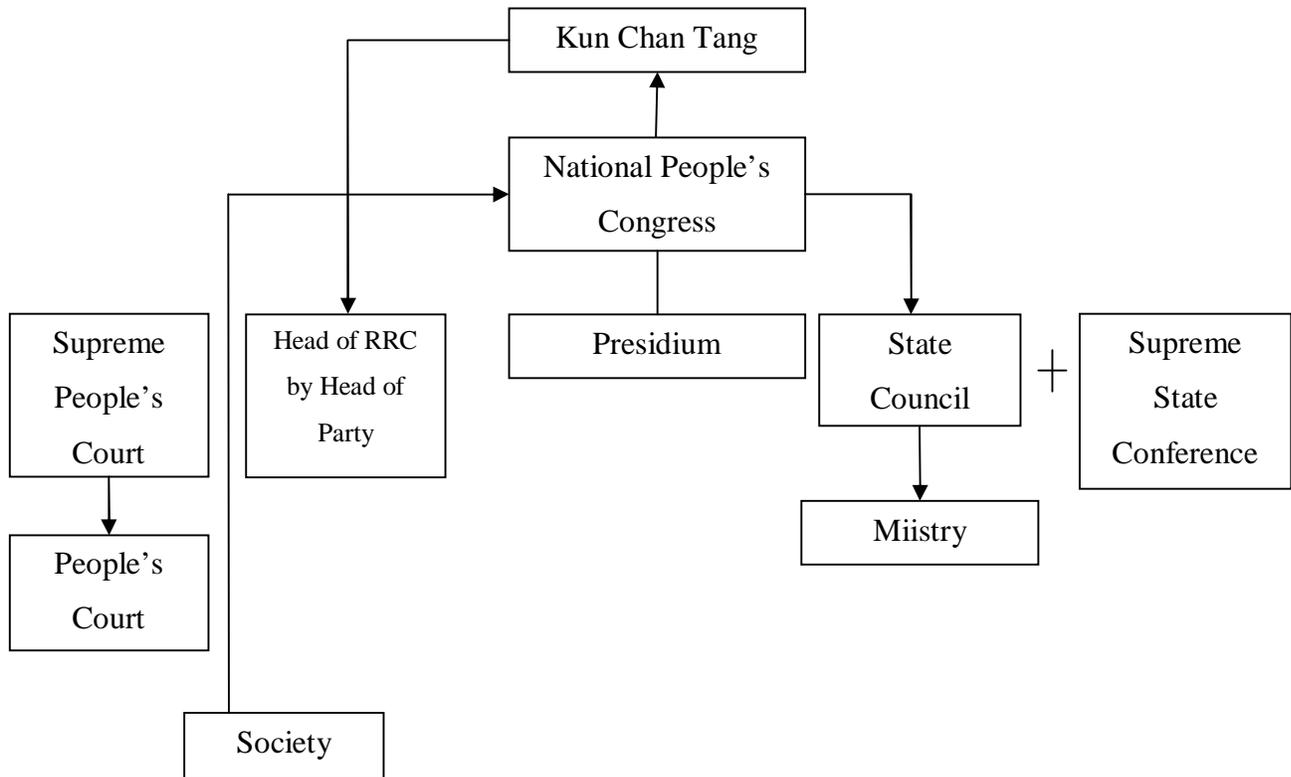
2. Eksekutif, consists of :

- The State Council (consisting of the prime minister and concurrently Chairman of the Council of State, Deputy Prime Minister, Deputy Chairman of the Council of State, Secretary General, Ministry, and the Committee).
- Supreme State Conference (consists of: the Presidium of the National Congress, Chairman of the Council of State, etc.).

3. Judiciary: Supreme People's Court that supervises People's Court.

Note: Position of the head (Head of State) RRC abolished (since the dismissal of Liu Shao Chi) and his power was taken over by the Communist Party.

Picture of the election of state administration process and administrative relationship mechanism:



Hashemit Jordania Kingdom

State Form : Unitary State

Government Form : Monarchy Parleментар

Government System : Parliamentary

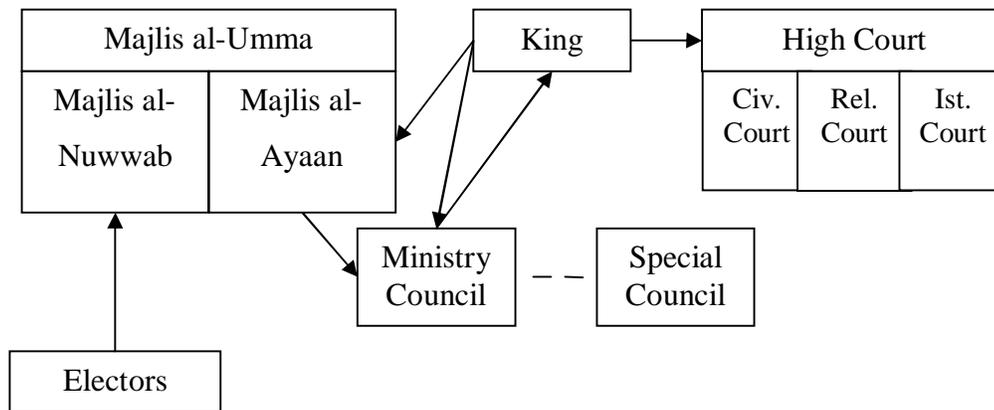
Political System :

- Political Infrastructure:
 - Arabic National Union
 - Islamic Religious Figure

Other infrastructures is less influential as a result of the dominance of the king.

- Political Superstructure :
 1. Legislative, consists of :
 - The National Assembly (Assembly of Al-Umma) consists of Al-Ayaan assemblies and Al-nuwwab assemblies.
 - King
 2. Executive, consists of :
 - King
 - Prime Ministry
 3. Judiciary : High Court supervises various court.

Picture of state administrator election process and mechanism of administration relationship.



5. Jepang

State Form : Unity
 Government State : Parliamentary Monarchy
 Government System : Parliamentary
 Political System :

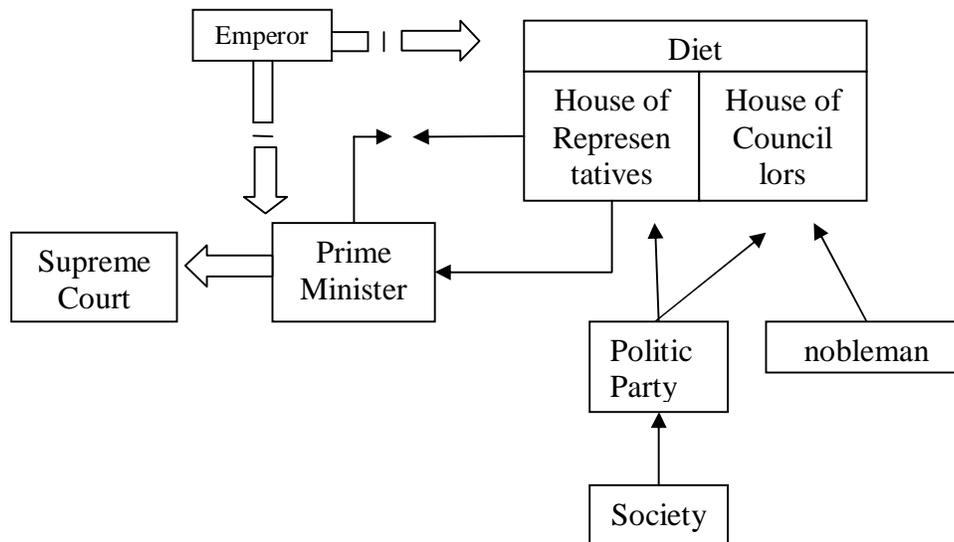
- Political Infrastructure :

-
-
- Liberal Democratic Party
 - New Liberal Club Party
 - Democratic Socialist Party (Minshu Shakaito)
 - United Social Democratic Party
 - Socialist Party (Nihon Shakaito)
 - Communist Party (Nihon Kyosanto)
 - Clean Government Party (Komeito)
 - Press
 - Zaikai (Big Entrepreneur Group)
 - Keindanren (Association of Economy Organization)
 - Profession Organization

Semua infrastruktur politik diatas sanagt berpengaruh terhadap sistem administrasi negara.

- Political Superstructure
 1. Emperor
 2. Legislative : Diet, consists of :
 - Sangiin (High Assembly)
 - Shungiin (Low Assembly)
 3. Executive : Prime Ministry
 4. Judiciary : Supreme Court

Picture of state administrator election process and mechanism of administration relationship :



Inggris

State Form : Unity

Government Form : Parliamentary Monarchy

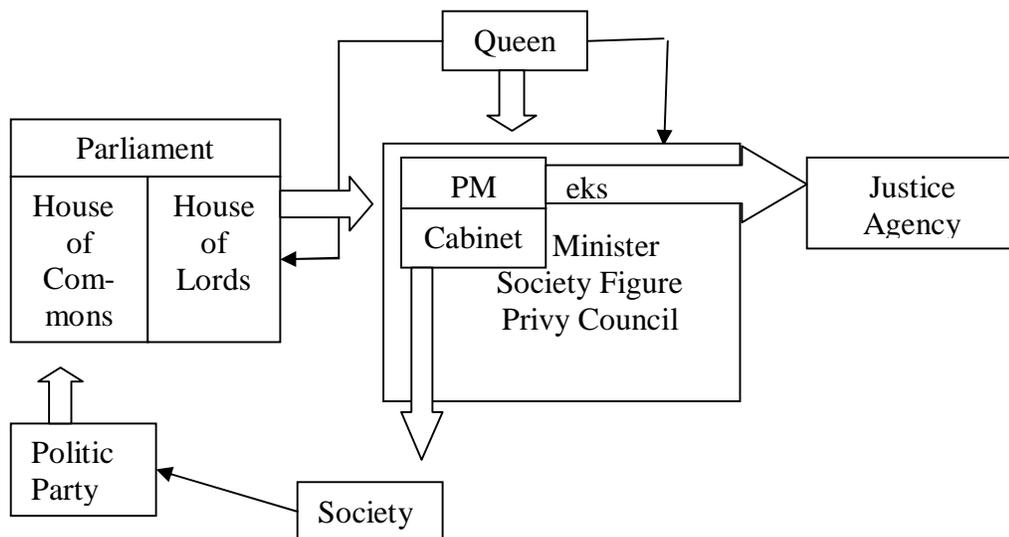
Government System : Parliamentary

Political System :

- Political Infrastructure :
 - Conservative Party
 - Liberal Party
 - Labour Party
 - Political communication media: Radio, Press, Television
 - Pressure of groups: ruling clique pluralism with the balance of power, pluralism fragmented, shapeless pluralism, populism, and veto power.
- Political superstructure :
 1. *Queen*
 2. Legislative: Parliamentary, consists of :
 - *House of Commons*

- *House of Lords*
- 3. Executive:
 - Cabinet
 - *Privacy Council*
- 4. Judiciary : Justice Agency

Picture of state administrator election process and mechanism of administration relationship :

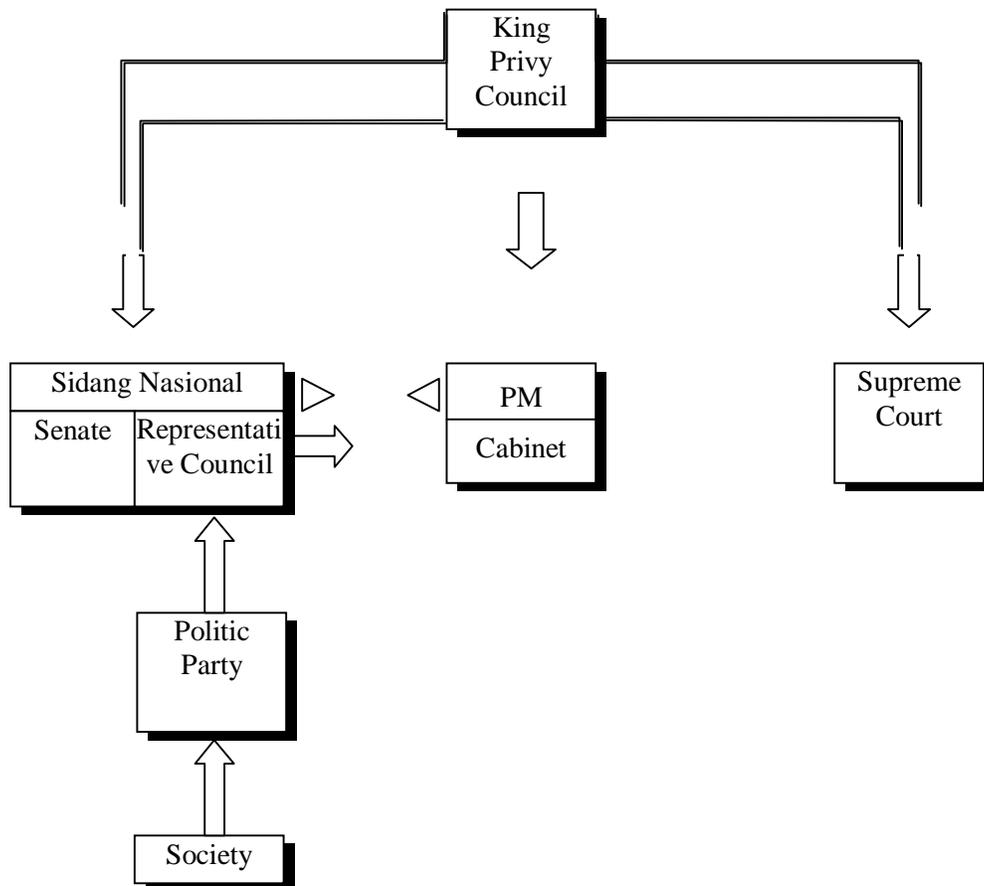


5.5.Thailand

Stae Form : Kesatuan Sentralisasi
 Government Form : Revolusioner Monarchy
 Government System : Parliamentary
 Political System :

-
- Political Infrastructure :
 - *Palang Dharma Party: Chamlong Srimuang*
 - *New Aspiration Party: Jemderal Chaovalit Yongchayudh*
 - *Chart Thai Party: ACM Somboon Rahong*
 - *Democratic Party : Chuan leekpai*
 - *Social Action Party: Montri Pongpanich*
 - *Prachakorn Thai Party: Samak Sundaravej*
 - *Solidarity Party: Boonchu Rojanasatien*
 - *Samakkhi Tham Party*
 - *Patronate-patronate*
 - *Military Power (Revolution Council)*
 - Political Superstructure :
 1. King
 2. Legislative: National Forum, consisted:
 - Senate
 - Representative Council
 3. Executive : Cabinet
 4. Judiciary : Supreme Court

Picture of state administrator election process and mechanism of administration relationship :



5.6. Indonesia

State Form : Unitary of Decentralization

Government State : Constitutional Republic

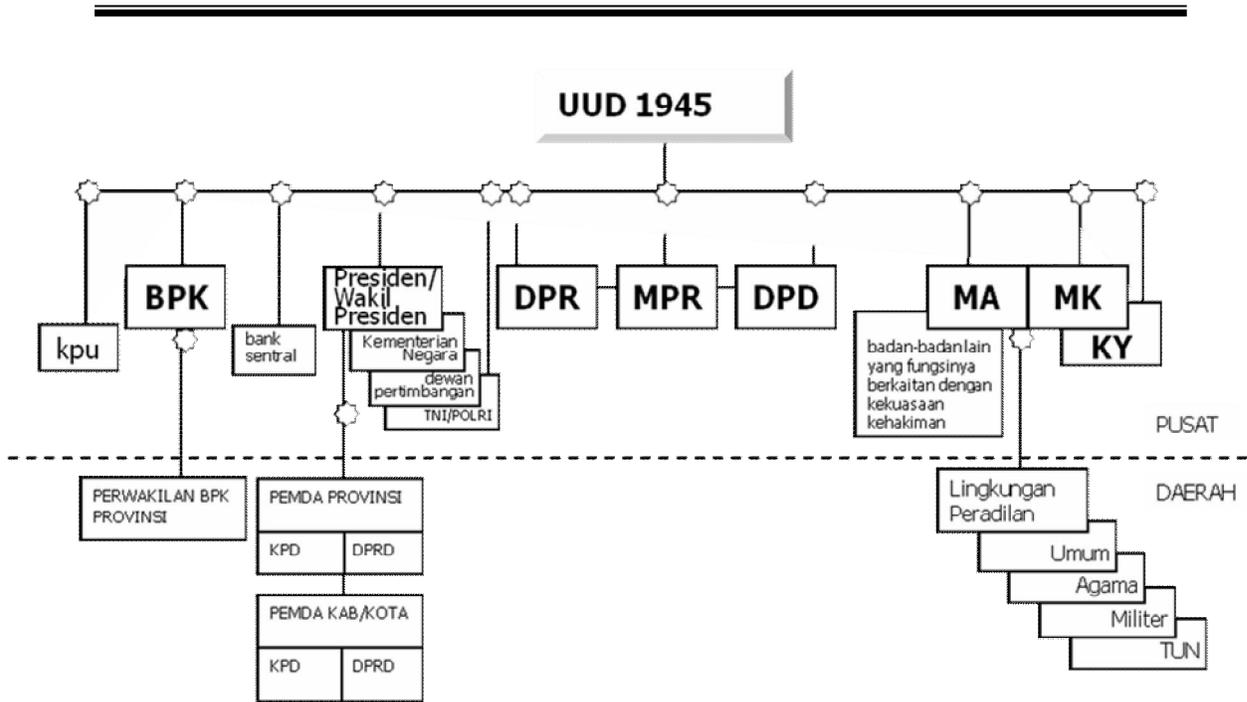
Government System : Intermediare with a presidential tendency

Political System :

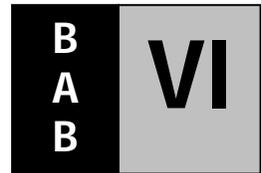
- Political Infrastructure :
 - Partai Persatuan Pembangunan
 - Golongan Karya
 - Partai Demokrat
 - PDI Perjuangan

-
-
- Partai Gerindra, dll
 - Press, especially publishing
 - The Alim Ulama
 - National Figure
 - Groups
 - Opinion Leaders
 - Political Superstructure
 - People's Consultative Assembly
 - Regional Representative Council
 - President
 - Supreme Advisory Council
 - State Audit Agency
 - Supreme Court

Picture of state administrator election process and mechanism of administration relationship :



TASKS AND EXERCISES



General Instructions :

1. On the first meeting, the student is given an explanation regarding the procedure of lectures, such as: orientation, training, field research assignment, discussion, quizzes, exams, study and exam requirements.
2. After the orientation has completed, students are given the opportunity to ask about the less clear material. Next, the students are given training. Before the meeting ends, feedback is given about oral practice questions.
3. Before entering the next discussion, the students are encouraged to read the Hand Out and related references independently at home.
4. Students who fully follow the procedures of his lectures according to the established guidelines above are evaluated by the proportion of weight as follows:

- Quizz,/Exercise/Task	: 10 %
- Work sheet	: 15 %
- Mid Semester Exam	: 25 %
- Last Semester Exam	: 50 %
Sum	: 100 %

Exercise : 1

Subject : 1. The conception of Public Administration Science and
Public Administration System

Meeting : 1

A. Instruction :

1. Read independently at home the Hand Out and related references to the Subject-1.
2. Questions 1 and 2 are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.
3. Task 3 work at home independently and collected at the 2nd meeting to get feedback.

((Answers are typed or written neatly))

B. Exercise Questions :

1. Describe four difficulty factors in formulating public administration as the science discipline.
2. Explain the more appropriate meaning of public administration where the degree is still in today development.
3. Explain :
 - a. Public administration as a system
 - b. Public administration as managerial

Exercise	: 2
Subject	: 2. Background of the Birth of Comparative Science of Public Administration
Meeting	: 2

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-2.
2. Questions 1 and 2 are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback .
3. Task 3 work at home independently and collected at the 3rd meeting to get feedback (answers are typed 2 space or written neatly on folio, two pages minimum and three pages maximum)

B. Exercise Questions :

1. Describe five factors that cause the important to study comparative public administration.
2. Explain at least three events that initiated the birth of Comparative Study of Public Administration.
3. Repeat Subject-2 above at home then tell by your words about the background of the birth of the Comparative Study of Public Administration.

Exercise	: 3
Subject	: 3. The Meaning of Comparative Public Administration and Comparative Science of Public Administration.
Meeting	: 3

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-3
2. Questions 1 and 2 are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback .

B. Exercise Questions :

1. Explain the meaning of comparative public administration.
2. Explain the center of attention of public administration reviewed from operational side.

Exercise	: 4
Subject	: 4. Scope of Comparative Study of Public Administration
Meeting	: 4

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-4.
2. Questions 1 and 2 are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback .
3. Task 3 work at home independently and collected at the 4th meeting to get feedback (answers are typed 2 space or written neatly on folio, three pages maximum)

B. Exercise Questions :

1. Explain the comparative public administration using dimension of region / place.
2. Explain comparative public administration using dimension of time.
3. Repeat the subject – 4 above, make summary.

Exercise	: 5
Subject	: 5. Functions of Comparative Study of Public Administration
Meeting	: 5

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-5.
2. Questions are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

1. Explain at least two of three functions from Comparative Science of Public Administration.
2. Explain two urgency things from the development of comparative study of public administration.

Exercise	: 6
Subject	: 6. Goal of Comparative Study of Public Administration
Meeting	: 5

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-6.
2. Question is asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

Explain at least 4 goals to study comparative science of public administration.

Exercise	: 7
Subject	: 7. Methods and Approach in Comparative Study of Public Administration
Meeting	: 6

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-7.
2. Questions are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

1. Explain the difference of the ways to be taken by inductive method to deductive method to solve problem.
2. Mention at least 15 kinds of approaches in comparative study of public administration.

Exercise	: 8
Subject	: 7. Methods and Approaches in Comparative Study of Public Administration
Meeting	: 7

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-7.
2. Questions are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

1. Explain shortly the comparative study of public administration using philosophy approach.
2. Explain using political approach too.

Exercise	: 9
Subject	: 7. Methods and Approaches in Comparative Study of Public Administration.
Meeting	: 8

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-7.
2. Questions 1 and 2 are asked to four students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback .
3. Task 3 work at home independently and collected at the later meeting to get feedback (answers are typed 2 space or written neatly on folio, two pages minimum and three pages maximum)

B. Exercise Questions :

1. Explain shortly the comparative study of public administration using administration / constitutional approach. .
2. Explain ecology approach too.
3. Formulate : input – conversion – output – ecology – as elements in ecology approach to form a system chart, furthermore explain shortly the chart you have drawn.

Exercise	: 10
Subject	: 8. Some Comparison Aspects in Comparative Study of Public Administration
Meeting	: 9

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-8.
2. Questions 1 and 2 are asked to six students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

1. Explain the meaning of state form.
2. Explain the meaning of government system.
3. Explain the meaning of politic system.

Exercise	: 11
Subject	: 8. Some Comparison Aspects in Comparative Study of Public Administration
Meeting	: 10

A. Instructions :

1. Read independently at home the Hand Out and related references to the Subject-82.
2. Questions are asked to six students in the class that must be answered orally, and asked to be taken by other students. Furthermore, lecturer provides feedback.

B. Exercise Questions :

1. Mention and explain shortly at least two kinds of states reviewed from government form aspect.
2. Mention and explain shortly at least two kinds of states reviewed from government system aspect.
3. Explain shortly the using of political system aspect as comparative tool.

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