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POLITICAL AND ADMINISTRATIVE SYSTEMS IN DEVELOPED AND DEVELOPING COUNTRIES

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UNIT 6 POLITICAL AND ADMINISTRATIVE SYSTEMS IN DEVELOPED COUNTRIES

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6.0 OBJECTIVES

After reading this Unit, you should be able to:

- Discuss political and administrative systems in United States of America;
- Explain political and administrative systems in England;
- Describe political and administrative systems in Russia; and
- Examine political and administrative systems in Australia.

6.1 INTRODUCTION

This Unit discusses the political and administrative systems in developed countries in United States of America, England, Russia, and Australia.

Before we initiate a discussion on the political and administrative systems in the above mentioned countries, we will understand the concept of a developed country.

What is a developed country? A developed country is defined, as an economically, industrially and technologically advanced country. Economic indicators such as gross domestic product (GDP), gross national product (GNP), and per capita income are used to measure high economic performance. It is a country with very high to high levels of standard of living or human development. The high standard of living is measured with respect to Human Development Index (HDI). The HDI is a composite index made up of three core indicators- life expectancy, education, and per capita income. HDI helps to understand the relation between economic indicators and social indicators, that is, it tries to establish whether income provides access to education and health opportunities that could lead to a better human development.

We will now discuss the political and administrative systems in developed countries, beginning with United States of America.

6.2 POLITICAL AND ADMINISTRATIVE SYSTEMS IN UNITED STATES OF AMERICA

The United States of America (USA) gained freedom from British colonization on July 4, 1776. It was recognized, as a new country after the Treaty of Paris in 1783. Today, it spreads over a total area of 9,833,517 square kilometers. It is made up of 50 states and the District of Columbia. The seat of state power is located in the White House, Washington, DC.

Let us begin with a discussion on political system in the United States of America.

1. Political System

USA is a liberal democratic constitutional republic. The Federal Republic is a presidential form of government with liberal democracy. The Presidential election is a long process, which starts with primary elections and caucuses¹. It is followed by nominating conventions, wherein political parties choose their nominees who, in turn, declare the Vice Presidential candidate. Soon after, these candidates' begin with country-wide campaigns and debates to clarify their perspectives and plan of action once they assume power. An electoral college is there to select the President. The winner should obtain a majority of electoral votes. In case no candidate gains majority, the House of Representatives picks up a President and the Senate selects the Vice President.

Now we will have a discussion on the administrative system.

2. Administrative System

➤ Legislative

The Congress is the seat of legislative power. It is represented by two houses, 'Senate' and 'House of Representatives.' It is granted with a range of powers from assessment and collection of taxes, regulation of interstate and foreign commerce, making of laws, raising-cum-maintaining-army and navy, and declaration of war. It may even call forth the military to suppress insurrections and repel invasions.

The House of Representatives or the Lower House represents each state, according to its population. It is chaired by a Speaker and its members serve a term of 2 years. The House has the power to initiate all bills and has the sole power of impeachment.

The Senate or the Upper House represents the states and certain powers are exclusive to it and not shared with the House of Representatives. The Vice President is the Presiding Officer of the Senate. In his absence, the duties are to be performed by a President pro tempore, who is either elected by the Senate or designated by the President pro tempore. The Senators enjoy a term of 6 years. The Senate has the

¹ A caucus is a meeting of supporters or members of a specific political party or movement. It generally refers to a regular meeting of all members of Parliament who belong to a parliamentary party: in such a context, a party caucus can be quite powerful, as it has the ability to elect or dismiss the party's parliamentary leader.

power to approve or disapprove certain Presidential appointments by majority vote. The Senate has the power to try all impeachments.

➤ **Executive**

The Constitution entrusts executive power in the President. He/she is the Head of State, leader of the federal government, and Commander-in-Chief of the United States Armed Forces. He enjoys a term of 4 years and can be elected no more than two times. He has been granted power to draft treaties, nominate and appoint ambassadors, public ministers and consuls, judges of the Supreme Court on the advice of the Senate.

The Vice President of the United States of America ranks just below the President. He/she is the presiding officer of the Senate granted with tie-breaking vote to end any deadlock in the Senate. He is elected for a term of 4 years. He/she discharges the role of the President in the event of removal, death, resignation, or inability on the part of the President.

➤ **Judiciary**

Judicial power is vested in the Supreme Court followed by lower federal courts (U.S. District Courts, U.S. Courts of Special Jurisdiction, and the U.S. Court of Appeals). Supreme Court, the highest court in the United States, is made up of 9 justices- 1 Chief Justice and 8 Associate Justices. They are nominated by the President and approved by the Senate. Justices serve until death, retirement, or removal (in exceptional circumstances). Hence, there is no term for justices to hold office. The courts interpret laws, decide on cases of constitutional validity (judicial review), and do resolve conflict with federal laws.

After a discussion of USA, let us all now discuss the political and administrative systems, as existing in England.

6.3 POLITICAL AND ADMINISTRATIVE SYSTEMS IN ENGLAND

As a part of the United Kingdom, England is governed by the laws and administration of the United Kingdom. Along with Scotland, England joined the Great Britain on May 1, 1707, by acceding to the Treaty of the Act of Union. It is also one of the 4 countries making up the United Kingdom. England occupies a total area of 130,279 square kilometers. The country of England is divided into counties², which are further clustered into regions for statistical enumeration. There are 27 two-tier counties, 32 London boroughs³, and 1 City of London or Greater London, 36 metropolitan districts, 56 unitary authorities⁴ (inclusive of 4 single-tier counties).

² An area in Britain, Ireland or the US, which has its own local government.

³ A town or an area inside a large town that has some form of local government. A borough is an administrative division in various English-speaking countries. In principle, the term borough designates a self-governing walled town.

⁴ Unitary authorities of England are local authorities that are responsible for the provision of all local government services within a district.

London serves, as the seat of government of United Kingdom and capital city for both England and the United Kingdom. The United Kingdom does not have a written constitution, so the law of the land is based on Acts of Parliament, court judgments, and conventions.⁵

Now we will discuss the political system, as operating with a constitutional monarchy along with a parliamentary system.

1. Political System

The grass root level of British politics takes place at the level of the ward, where local elections are held. A group of wards make up constituencies, where parliamentary elections are held. The democratic elections are conducted based on the parliamentary system of government but with a constitutional monarchy.

The election system in the United Kingdom is based on the principle of 'first past the post⁶,' wherein the candidate with majority votes is declared winner. The general elections, for example, follow the principle of first past the post. This format of elections gives advantage to large parties and brings stability in governments. It precludes fragmentation of political parties and promotes unity among strong party leaders. It was observed in the referendum of 2011 that British voters preferred this form of voting instead of proportional representation.

The dominant political parties in England are the Labour, Conservative, and Liberal Democratic parties. The Labour Party, founded in 1997, is better known as 'democratic socialist party' with a 'centre-left' orientation. The Conservative Party is known to be 'centre-right,' while the Liberal Democrats believes in empowering people and cultivates 'centre/centre-left' tendencies. Berrington (2003) stated that political parties perform three important functions. They formulate issues around, which political arguments and contests can be held. They take part in recruitment of government personnel. They help voters to choose candidates, and also make governments accountable to people.

2. Administrative System

➤ Legislative

The British Parliament, the locus of legislative power, is composed of 2 chambers, 'House of Commons' and 'House of Lords.' The recent fixed-term Parliaments Act 2011 makes elections every 5 years mandatory. As per this Act, the Prime Minister may change the date

⁵ A traditional way of behaving or of doing something. It is an Indian convention to touch the feet of the elders when you meet them. It also refers to a large meeting of the members of a profession, political party, etc.

⁶ The first-past-the-post (FPTP) system is also known as the simple majority system. In this voting method, the candidate with the highest number of votes in a constituency is declared the winner. This system is used in India in elections to the Lok Sabha and State Legislative Assemblies. While FPTP is relatively simple, it does not always allow for a truly representative mandate, as the candidate could win despite securing less than half the votes in a contest. In 2014, the National Democratic Alliance led by the Bharatiya Janata Party won 336 seats with only 38.5% of the popular vote.

of elections at most by two months. The Parliament is responsible for bringing in legislations, approving government spending and taxation, and preserving Parliamentary sovereignty.

The House of Commons is the First Chamber of the Parliament representing interests of the people. Its members (Members of Parliament) serve a term of 5 years. There is a Speaker who presides over the meetings of the House. The House of Commons has the duty to regulate taxes and allocate budget to departments and services. It keeps a check on the actions of the government, drafts bills and creates laws, and evaluates government policies.

The House of Lords is the Second Chamber of the Parliament, which is chaired by a Speaker. The members include Life Peers⁷, 92 Hereditary Peers⁸, and 26 Lords Spiritual (Archbishops of Canterbury and York, the Bishops of London, Durham, and Winchester; and 21 other Bishops of the Church of England). The role of the House of Lords is in the law-making process, wherein, it scrutinizes, amends, and approves bills.

➤ **Executive**

The Crown and the Prime Minister hold the key to executive power in the United Kingdom. The Crown is the Head of the State of the United Kingdom assigned with formal, ceremonial, and apolitical power. These entail consenting to legislation passed by the two Houses of Parliament, appointing the Prime Minister and Ministers of the Crown, and awarding honors and titles. The Crown executes the aforementioned on the recommendation of the Prime Minister. The Prime Minister is the Head of the United Kingdom appointed by the Head of the State. Compared to the Head of the State, the Prime Minister enjoys extensive powers such as the power to select the date of the next election, represent the country abroad, negotiate treaties and resolution of crisis, declare war, and grant pardons. The powers of the executive are derived from either from the Act of Parliament or common law or convention.

The Prime Minister is assisted by Cabinet Ministers, who are appointed and removed by the Head of the State in consultation with the Prime Minister. The Cabinet Ministers can be members of either House.

➤ **Judiciary**

There is a Supreme Court for the country. However, for England and Wales on one hand and Scotland and Northern Ireland on the other, there are separate court systems. The Supreme Court serves, as the final arbiter in all cases of appeal (except cases of criminal appeals in Scotland). The Head of the State appoints senior judges, as per the

⁷ A life peer is an honor given to individuals, which cannot be inherited by the recipient's children (in contrast to a hereditary peer). In the UK, life peerages are created under the Life Peerages Act 1958 and entitle holders to sit in the House of Lords under the style and dignity of Baron (male) or Baroness (female).

⁸ In Britain a member of the aristocracy, usually a man, who has received his title from his father and who therefore had the right to vote in the House of Lords.

Constitutional provisions. The judiciary safeguards the civilian rights, ensures adherence to the laws of the land, hears disputes, and ensures effective management of civil and criminal justice system.

Now we will undertake a description of the Russian political and administrative system.

6.4 POLITICAL AND ADMINISTRATIVE SYSTEMS IN RUSSIA

June 12 1992 is celebrated, as 'Russia Day.' This day marks the independence of Russia after the break-up of Soviet Union in 1991. It marks the establishment of a Republican State, its national flag and national anthem. The Russian Federation stretches over a total area of 17,098,242 square kilometers. The Russian Federation is composed of 85 federal subjects, as given in Article 65 of the Russian Constitution. The 85 federal subjects are sub-divided into 22 republics, 9 Krai⁹, 46 Oblasts¹⁰, 3 federal cities, 1 autonomous Oblast, and 4 autonomous Okrugs¹¹. The capital city of Moscow is the seat of state power in Russia.

Now we will discuss the political system, as operating with a federal semi-Presidential system.

1. Political System

The Russian Federation may be best described, as a semi-presidential form of government, where power is split between the President and Prime Minister. The President is elected directly by the people. The winning candidate must get 50% of the poll and an extra vote. In case, a candidate fails to secure majority votes then a second ballot takes place within 2 weeks and the winner of the presidency gets decided.

It is opined that political parties in Russia emerged around cult personalities. Article 13 of the Russian Constitution guaranteed recognition to political diversity, multi-party system, and ideological diversity. With the commencement of the Putin regime in 1999, the multi-party system got transformed into a one-man, one-party rule in the form of Putin's United Russia party. As a result, criticism of the Russian political scenario has been rampant. One of the common charges has been that it is a very rigid political system providing little room for the opposition parties. Moreover, new parties have been refused registration, with little or no justification for the refusal. The political space, therefore, has not escaped accusations of secret political agenda and political motivations.

Now we will explain the administrative system, as operating in Russia.

⁹ Historically, Krai were vast territories located along the periphery of the Russian state, since the word krai also means border or edge, i.e., a place of the cut-off. In English the term is often translated as "territory."

¹⁰ The term is often translated as 'area', 'zone', 'province' or 'region.' An administrative division or region in Russia and the former Soviet Union, and in some constituent republics of the former Soviet Union.

¹¹ In Russia and Bulgaria, a territorial division for administrative and other purposes.

2. Administrative System

➤ Legislative

The Russian Parliament called the Federal Assembly is the centre of legislative power. It is bicameral in nature with two chambers, the State Duma and the Federation Council. The Federal Assembly operates, as a permanently functioning body, that is, it remains in continuous sessions and breaks only during the period between spring and fall sessions. It is responsible for federal law-making, ratifying treaties, allocating funds, and declaring war.

The State Duma is the lower house of the Federal Assembly of Russia. It represents the people of Russia. It is the national, popular, democratic, and directly elected house of the Federal Assembly. It enjoys a large amount of legislative and financial powers. It can override the dissent of the Federation Council. It consists of 450 deputies, who are directly elected by the people of Russia. 225 Deputies are elected by the people from single member territorial constituencies and the remaining 225 are elected by a system of proportional representation.

Universal adult franchise with minimum age for right to vote being 18 years, single member constituencies, single electorate, single vote system, secret-ballot, and simple majority vote victory system are the salient features of elections. Any citizen, who is 21 years or above of age and who has the right to take part in elections, can be elected, as a deputy of the State Duma.

Draft laws are introduced in the State Duma. Draft laws on financial matters, such as, imposition or abolition or reduction of taxes, payments, budget, and changes in financial obligations of Russia can be introduced in the State Duma only through a corresponding resolution of the Government of Russia. The draft laws are considered and passed by the State Duma by a majority of votes of all its Deputies.

Thereafter these are sent, within five days of their passage in the State Duma, to the Federation Council for review. The Federation Council has to act within a period of fourteen days. In case it passes the law by a majority of its deputies, it becomes an Act. In case the Federation Council fails to take any decision on a federal law and 14 days elapse, the concerned federal law is considered to have been passed by it.

Further a federal law duly passed by the Federal Assembly goes to the President of Russia for his signatures and publication. Every law, which is considered and passed by the State Duma and the Federation Council is sent to the President within five days of its passage. With the assent of the President the law becomes an Act.

The Federation Council (Council of Federation) or the Upper House represents interests of the federated states. It is presided by the Chairperson/ Speaker. There are regional bodies that elect deputies to the Federation Council and they remain in power so long as the members of the regional bodies remain in power.

The Federation Council can approve the border changes between constituent entities of Russia. The Council can use the Armed Forces

Federation outside the territory of Russian Federation. Likewise, the Council can impeach the President. It can appoint judges of the Constitutional Court, Supreme Court of the Russian Federation, Supreme Arbitration Court, and more.

➤ **Executive**

Executive powers are divided between the President and the Prime Minister. The President of the Russian Federation is the Head of State (Article 80 Part 1). The President is directly elected by citizens by means of universal, equal, direct suffrage based on secret ballot (Article 81). He/she enjoys tenure of 6 years (Article 81 Part 1) and may not renew the term more than twice (Article 81 Part 2). He/she also serves as the Commander-in-Chief of the Armed Forces and is responsible for protecting the Russian Constitution, and human and civil rights and freedoms (Article 80 Part 2). The duties of the President include forming the administration of the President of the Russian Federation, appointing Chairpersons of the Government as well as Supreme Commanders of the Armed Forces of the Russian Federation, chairing meetings of the Government of the Russian Federation, and more.

The Prime Minister is the Head of the Government appointed by the President with the approval of the State Duma. The Prime Minister runs the administration in congruence with the constitution and laws and presidential decrees. He/she is responsible for implementation of economic and fiscal policies, management of federal property, regulation of social policy, labor policy, migration and family policies; and more. He/she serves, as the acting President, if the President is unable to fulfill his/her duties, as per Article 92 of the Russian Constitution.

The Cabinet is appointed by the President on the advice of the Prime Minister. It is headed by the Prime Minister and has the deputy prime ministers and federal ministers. The Cabinet is responsible to design and submit state budget to the State Duma, make provisions for its implementation, implement financial, credit, and monetary policies, and ensure State security and defense of the country, to mention a few.

➤ **Judiciary**

Judicial power is vested only in the court, where judicial authority is implemented via constitutional, civil, administrative, and criminal proceedings. The judicial system is governed by the Constitution of Russian Federation and federal constitutional law.

There are three kinds of court systems in Russia:

- I. General court system (including military courts): Municipal court is the lowest, and the Supreme Court is the highest (23 members)
- II. Arbitration court system: These are specialized courts for economic disputes, where the Superior/High Court of Arbitration is the highest body (1 Chairperson and 4 Deputy Chairpersons)
- III. Constitutional Court (including those of federal entities): It rules on matters of constitutional validity (19 members)

Judges of the above mentioned courts are appointed by the Federation Council after being nominated by the President. Judges at the level of the federal district courts are directly appointed by the President. Judges in regional and city courts are appointed by the Minister of Justice. According to Article 119 of the Russian Constitution, eligibility requirements of the judges are:

1. Should be a citizen of the Russian Federation,
2. Should be 25 years of age or above,
3. Have higher education qualification in law, and
4. Served for a minimum of 5 years in the legal profession.

Now we will discuss the political and administrative system of Australia.

6.5 POLITICAL AND ADMINISTRATIVE SYSTEMS IN AUSTRALIA

The Commonwealth of Australia came into being in 1901. Today, it is hailed, as one among the fastest growing economies in the developed world. The country is over 7,741,220 square kilometers of total area. Australia is divided into 6 states and 2 territories (Australian Capital Territory and Northern Territory). The seat of the federal government is located in Australia's capital city- Canberra.

1. Political System

Australia is run by constitutional monarchy and is a parliamentary democracy. Wiltshire, Kenneth have stated that the Australian system represented an amalgamation of the Westminster model of government and the American federal design. Elections are held every 3 years and the Prime Minister plays an important role in choosing the date of the election. For this, the Prime Minister can advise the Governor-General to dissolve the House of Representatives and call for fresh elections. Once the House of Representatives gets dissolved or expires, it leads to a situation, when no law can be passed. As a result, the executive government takes charge during an election period.

The political arena in Australia came to be dominated by two major parties from 1922 onwards. These are the Australian Labor Party and the coalition parties composed of the Liberal Party of Australia and The Nationals. Overtime, the former remained, as the most stable party while the latter underwent numerous rifts.

Australia follows the policy of compulsory voting at the national and state level. The elections are conducted under the purview of the Electoral Commission. The Electoral Commission also holds referendums, prepares electoral roll, and redistributes electoral boundaries.

2. Administrative System

➤ Legislative

The legislative branch of administration is based on the Commonwealth Parliament. It is composed of three parts- the Queen, the Senate, and

the House of Representatives. The Parliament has four departments, namely the Department of the Senate, the Department of the House of Representatives, the Department of Parliamentary Services, and the Parliamentary Budget Office. The main functions of the Parliament include legislation, looking into the funding of the government, functioning, as a channel of popular representation; and keeping a check on the government.

The Senate is also known, as the State's House. It represents States equally irrespective of population. It is headed by the President of the Senate chosen from amongst the Senators. The members (Senators) may be State Senators¹² or territory Senators¹³, who serve a term of 6 years or 3 years respectively. The Senate reviews government action as well as scrutinizes laws and policies implemented by ministers and public servants on a continuous basis. It has the power to reject or amend government legislation. The Senate also has the power to initiate any bill (except money bill), if a senator is in charge of the bill or the House of Representatives is not in session.

The House of Representatives is also known as 'people's house' or 'house of government.' It is presided over by the Speaker and the members have a maximum term of 3 years from the first meeting of the House. The House of Representatives represents the people and performs functions such as, drafting laws, and regulating governmental administration and expenditure. The political party or coalition of parties with majority of members in the House of Representatives is the ruling party and its leader becomes the Prime Minister.

➤ Executive

While the Queen represents executive power of the Commonwealth, it is exercised by the Queen's representative or Governor-General. The Queen appoints the Governor-General on the advice of the Prime Minister. Since the Governor-General is appointed at the pleasure of the Queen, there is no specific term of service. In reality, it is expected that the term will be for 5 years and will be subject to extension. The Governor-General is bestowed with constitutional, statutory, and reserve powers. He/she exercises his/her power based on the advice of the Federal Executive Council and also presides over meetings of the Executive Council. He/she fulfills functions such as issue writs for new elections, give assent to laws passed in both Houses of Parliament, commission the Prime Minister and appoint other ministers. The reserve powers are used to appoint a Prime Minister in case of a 'hung parliament,' dismiss a Prime Minister in case he/she loses confidence in the Parliament or is found guilty of conducting unlawful activities, and dismiss any request of the Prime Minister to dissolve the House of Representatives. According to Article 68 of the Australian Constitution, the Governor-General is the commander in chief of the Australian Defence Forces. In this capacity, he appoints

¹² A senator is a member of the Australian Senate, elected to represent a state or territory.

¹³ Territory senators commence their terms on the day that they are elected. Their terms expire the day prior to the following general election day.

chiefs of the armed forces and officers to the navy, army, and air force. However, these duties are carried out on the advice of the Minister for Defence.

➤ **Judiciary**

Judicial power or judicature is vested in the Federal Supreme Court called the High Court of Australia. The High Court is headed by a Chief Justice appointed by the Governor-General in Council. He/she enjoys a term, which expires upon attaining 70 years of age. The High Court is the apex court with the mandate to interpret and implement legal codes, decide on cases of constitutional validity of laws, resolve conflicts during law-making in the Parliament, and hear appeals from Federal, State, and Territory courts. In all cases, the judgment of the High Court shall be taken, as final and conclusive.

Activity

Let us make a comparative study of the political and administrative systems of any two developed countries.

6.6 CONCLUSION

This Unit has dealt with the political and administrative systems of four developed countries-USA, England, Russia, and Australia.

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UNIT 7 POLITICAL AND ADMINISTRATIVE SYSTEMS IN DEVELOPING COUNTRIES

Structure

- 7.0 Objectives
- 7.1 Introduction
- 7.2 Political and Administrative Systems in India
- 7.3 Political and Administrative Systems in China
- 7.4 Political and Administrative Systems in Brazil
- 7.5 Political and Administrative Systems in South Africa
- 7.6 Conclusion
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7.0 OBJECTIVES

After going through this Unit, you should be able to:

- Describe the political and administrative systems in India;
- Discuss the political and administrative systems in China;
- Highlight the political and administrative systems in Brazil; and
- Explain the political and administrative systems in South Africa.

7.1 INTRODUCTION

This Unit discusses the political and administrative systems in developing countries, especially in countries of India, China, Brazil, and South Africa. However before we get into a discussion of the features of political and administrative systems in the mentioned countries, it seems necessary to understand the concept of a ‘developing country.’

What is a developing country? A developing country is defined in contrast with a developed country. It suffers from low per-capita income, low levels of human capital, high levels of poverty, under-nutrition, higher population growth rates, predominance of agriculture, low levels of industrialization, low level of urbanization, but rapid rural-to-urban migration, dominance of informal sector, un-skilled labor, and poor financial, and other markets. In short, it is characterized by low levels of economic and technological advancement as well as poor state of general conditions of living. A developing country tends to have low gross domestic product¹ (GDP), gross

¹ Gross Domestic Product (GDP) is the monetary value of all finished goods and services made within a country during a specific period. GDP provides an economic snapshot of a country, used to estimate the size of an economy and growth rate.

national product (GNP)², and per capita income³. It tends to have a low score with respect to Human Development Index (HDI). The HDI is a composite index made up of three core indicators- life expectancy, education, and per capita income. HDI helps to understand the relation between economic indicators and social indicators, that is, it tries to establish whether income provides access to education and health opportunities, which could lead to better human development.

7.2 POLITICAL AND ADMINISTRATIVE SYSTEMS IN INDIA

We will now discuss the political and administrative systems in developing countries, beginning with India. We will first discuss the political system followed by the discussion on the administrative system.

1. Political System

India has adopted a parliamentary form of government wherein the Parliament is a supreme body with directly elected people and the political party with the majority forms the executive. The President of India is a Republican head and everything in the executive is carried out in his name.

We have three organs of the government that is legislature, executive, judiciary. We do follow separation of powers but along with a system of checks and balances.

2. Administrative System

To begin is with a discussion on legislature.

➤ Legislature

Chapter II of Part V of the Constitution lays out the national legislature represented by the Parliament. According to Article 79 the Parliament consists of the President and two houses, namely Lok Sabha and Rajya Sabha. Moreover, the Parliament or the State Legislatures or both can legislate on subjects mentioned in Lists I, II, and III of the Seventh Schedule of the Constitution.

i. Lok Sabha

The Lok Sabha or the Lower House has representatives from various constituencies. It is not permanent house, as it can be dissolved, if the Prime Minister advises the President to dissolve the House before the completion of 5-year term, which is the maximum tenure or if the Prime Minister fails to prove his majority in the Lok Sabha.

The Speaker is the Presiding Officer of Lok Sabha. Lok Sabha is responsible for passing laws. According to the Constitution of India,

² Gross National Product (GNP) is the total value of all finished goods and services produced by a country's citizens in a given financial year, irrespective of their location. GNP also measures the output generated by a country's businesses located domestically or abroad.

³ Per capita income is a measure of the amount of money earned per person in a nation or geographic region. Per capita income helps determine the average per-person income to evaluate the standard of living for a population.

the maximum strength of the House is at 552 of, which 530 members should represent the States, 20 members should represent the Union Territories, and not more than two members of the Anglo-Indian Community may be nominated by the President, if found none. The Lok Sabha members are directly elected by citizens of the country based on universal adult suffrage⁴. To be eligible to the Lok Sabha, a person must be (1) a citizen of India, (2) not less than 25 years of age, and (3) possess such other qualifications, as may be prescribed by or under any law made by Parliament.

The Lok Sabha can legislate on subjects mentioned under the Union List in the Seventh Schedule of the Constitution of India such as Defence, Foreign Affairs, Railways, Transport and Communications, economic and social planning, labor welfare, price control, and more. It is a forum, where questions are answered by Ministers, thereby, it helps to keep a check on the actions of the government and safeguard people's rights. It has the exclusive authority to introduce and enact money bills. Together with the Rajya Sabha, the Lok Sabha can approve the non-money bills and constitutional amendments as well as impeach the President and Vice- President.

ii. **Rajya Sabha**

The Rajya Sabha or the Upper House represents the States of India. Under Article 80 of the Indian Constitution, the maximum strength of Rajya Sabha is 250 from which 12 members are nominated by the President from the fields of literature, science, art, and social service. The remaining 238 are representatives from States and the two from union territories of Delhi and Puducherry. Rajya Sabha members are voted by a system of indirect elections by means of a single transferable vote. The Rajya Sabha members are selected by elected members of state legislative assemblies via single transferable vote through proportional representation. As per Article 84 of the Constitution, one is eligible to become a member of this House if he/she is (1) a citizen of India, (2) not less than 30 years of age, (3) possesses qualifications, as may be prescribed in that behalf by or under any law made by Parliament.

The Vice President of India is the ex-officio Chairperson of Rajya Sabha and members have a term of 6 years and can be re- elected. It is a permanent body, which can never be fully dissolved. It has two special powers namely, the power to consent and approve matters relating to states as well as removal and inclusion of items from State list to Union or Concurrent list.

➤ **Executive**

Chapters I and II of Part V of the Constitution informs about the Executive power of the Union exercised by the President, Vice President, Prime Minister, Council of Ministers, and the Attorney

⁴ Universal suffrage gives the right to vote to all adult citizens, regardless of wealth, income, gender, social status, race, ethnicity, political stance, or any other restriction, subject only to relatively minor exceptions.

General. Articles 52 to 78 of the Constitution of India deals with the Executive power of the Union.

i. President

The President of India is the Head of the Indian State as well as of executive, legislature, and judiciary of the country. The President is elected for a term of 5 year. As per Article 52 of the Constitution of India, there shall be a President of India who will be the first citizen of the country. He is selected by an electoral college composed of elected members of both Houses of Parliament and state legislative assemblies, and legislative assemblies of Delhi and Puducherry, by means of a single transferable vote. To be eligible to become a President, s/he should (1) be citizen of India, (2) have completed 35 years of age, (3) have qualified for election as a member of Lok Sabha, and (4) not hold any office of profit under the Union or any state government, or any local or other authority.

However, s/he may resign from office by writing his resignation to the Vice President of India. Further, the President may be removed from office by impeachment on grounds of violation of the Constitution (Article 61). In case of vacancy of the office of the President, the Vice President acts, as a substitute, till the post is filled by an election immediately conducted within 6 months of the office becoming vacant.

The President enjoys legislative, executive, and judicial powers. Legislative powers provide him/her with the authority to dissolve the Lok Sabha and end a session of the Parliament, address the Parliament in its first session every year, nominate 12 members with extra ordinary accomplishments in the fields of science, art, literature, and social service to the Rajya Sabha, nominate 2 members from the Anglo-Indian Community to the Lok Sabha, withhold or give assent to a bill passed by the Parliament. If it is not a Money Bill or a Constitutional Amendment Bill, the President can return it to the Parliament for reconsideration. The executive functions of the President include appointment of the Prime Minister and Council of Ministers, judges of the Supreme Court and the High Courts in the States, and Attorney General and Comptroller and Auditor General of India. He/she is the Supreme Commander of the Defence Forces of the country.

ii. Vice President

The Vice President is the second highest office in the country. He/She acts, as the ex-officio Chairperson of Rajya Sabha. The Vice President has a term of 5 years. S/He also acts, as the President, in case the office of the President becomes vacant due to his/her death, removal or resignation. He/she may act, as a President for a maximum period of 6 months within, which a new President must be elected.

The Vice President is not directly elected by the people but by an electoral college consisting of members of both Houses of Parliament. To be eligible, he/she should (1) be citizen of India, (2) have completed 35 years of age, (3) have qualified for election, as a member of Rajya

Sabha, and (4) not hold any office of profit under the Union or any state government, or any local or other authority.

iii. Prime Minister

The Prime Minister is the Head of the Government. He/she is the real executive authority (de facto executive) while the President is the nominal executive authority (de jure executive). As per Article 74 (1) of the Constitution, the Prime Minister is the Head of the Council of Ministers with whom he shall aid and advise the President. While the Prime Minister has a full term of 5 years, it is not a fixed tenure. S/He holds office till the pleasure of the President, that is, as long as he/she enjoys majority support in the Lok Sabha. Once he/she loses confidence of the House, he/she must resign or the President can dismiss him/her. The Prime Minister acts, as the link between President and Council of Ministers, allocates portfolios among the ministers, coordinates work of ministries and departments with the Cabinet Secretariat, and presides over cabinet meetings.

There is no specific procedure for the selection and appointment of the Prime Minister in the Constitution. However, Article 75(1) of the Constitution mentions that the Prime Minister shall be appointed by the President. He/she shall appoint the leader of the majority party in the Lok Sabha, as the Prime Minister. In case no party has a clear majority in the Lok Sabha, the President shall appoint the leader of the largest party or coalition in the Lok Sabha, as the Prime Minister. He/she must seek a vote of confidence in the House within a month. To become eligible to be selected, as the Prime Minister, he/she should (1) be a citizen of India, (2) completed 25/30 years of age, necessary to fulfill qualifying age of Lok Sabha or Rajya Sabha respectively, and (3) be a member of either the Lok Sabha or the Rajya Sabha.

The Council of Ministers is headed by the Prime Minister to aid and advise the President. These ministers are appointed by the President on the advice of the Prime Minister. Article 75 (1A) clarifies the total number of ministers, including the Prime Minister, in the Council of Ministers shall not exceed 15% of the total number of members in the Lok Sabha. The Council of Ministers holds office till the pleasure of the President.

➤ Civil Servants

Civil Servants known, as bureaucracy, are the permanent executive of the Indian administrative system. Officials like Secretary, Joint Secretary, Principal Secretary, and Additional Secretary do hold the helm of the administrative affairs of the Central Secretariat and departments and ministries. Besides, there are middle level officials and also the staff working at the lower rungs of the government organizations. All secretarial work do emanate from here. They are here to aid and assist the political leaders with all documents, reports, data, and facts that are required to design and formulate policies.

They are regulated by the personnel rules of the Department of Personnel. All grievances are also looked into by the concerned Department.

➤ **Judiciary**

Chapter IV of the Constitution vests judicial powers on the Supreme Court, High Court, and other lower courts in India. The Supreme Court is the apex court led by the Chief Justice of India, who is appointed by the President. He/she holds office till the age of sixty-five. Below the Supreme Court are High Courts in the states. The High Courts are discussed Chapter V of Part VI, Article 214 of the Indian Constitution. At present, there are 24 High Courts in the country. The judgments and orders of the Supreme Court of India are binding on them. Below the High Courts are various subordinate courts, for example district courts, civil courts, family courts, and criminal courts. The court system in India is responsible for protecting fundamental rights of citizens and is the guardian of Constitution. It performs advisory functions, interprets laws, decides on issues of constitutional validity, and punishes for violation of laws of the land.

Now we will discuss the political and administrative system of China.

7.3 POLITICAL AND ADMINISTRATIVE SYSTEMS IN CHINA

The People's Republic of China was founded on 1st October, 1949. Keeping in view the vast expanse of land and the large population, the Chinese administrative system functions at five levels. These are Provincial, Prefecture (region), County (district), Township (communities), and Villages. The People's Republic of China has administrative system divided into 4 branches- legislative, executive, judiciary, and military.

Let us now discuss, beginning with the political system.

1. Political System

The political system in China depicts a communist socialist state. The election system helps to recruit deputies to people's congresses at several levels. The election takes the form of general election of local deputies. Right to vote and right to stand in election are granted to all citizens, who are 18 years or above irrespective of their ethnic status, race, sex, occupation, family background, religious belief, education, property status, or length of residence. The election of deputies is governed by the procedure of consultation at the level of organizations of standing committees of people's congresses of provinces, autonomous regions, and municipalities that are directly under the Central Government. Voting takes place through the medium of secret ballot.

The Communist Party of China, established in 1921, formed the People's Republic of China in 1949. Since then, it has been the predominant party in China. It leads and organizes China's legislative and law enforcement activities. It heads China's armed forces. The Chinese political party system functions on the basis of multi-

party cooperation and political consultation under the leadership of the Communist Party of China. Multi-party cooperation aims to continue socialist construction of the nation through the leadership of the Party and participation of 8 other political parties. The multi-party cooperation system has various advantages, as it provides an institutionalized medium for political participation of democratic parties, incorporates various social forces into the political system, and consolidates and expands the foundation of the people's democratic practices. It also helps to represent varied interests, aspirations, and demands of all social sectors, and achieve social integration and political stability. Thus, China's political system demonstrates a socialist political party system.

2. Administrative System

➤ Legislature

The National People's Congress (NPC) is the most powerful administrative branch of China. The NPC is composed of 3,000 members, who all meet once in every year. The members serve a tenure of 5-years. It has the mandate to draft and sanction all laws, amend state constitution and enact laws, supervise enforcement of constitution and other laws, elect the President and the Vice President, and more. NPC has six permanent committees with respect to minorities, law, finance, foreign affairs, overseas Chinese, and education, science, culture, and health combined.

When the NPC is not in session, its functions are carried out by a Standing Committee. In 1987, the Standing Committee's powers were increased to make it have a real influence within the NPC. It meets bimonthly to preside over sessions of the NPC, determine the agenda, route legislation, nominate and/or remove officials, and even proclamation of war when the NPC is not in session. Some of the major responsibilities of the Standing Committee comprise of conducting election of NPC, interpreting state constitution and laws, supervising work of the executive, the military commission, and judicial organs; and more.

The Chinese People's Political Consultative Conference (CPPCC), also known as the People's PCC is a political advisory body in the People's Republic of China and a central part of the Chinese Communist Party's United Front system. The body traditionally consists of delegates from the Chinese Communist Party (CCP) and its allied front organizations, eight legally-permitted political parties subservient to the CCP, as well as nominally independent members. The CPPCC is chaired by a member of the Politburo Standing Committee of the Chinese Communist Party.

The National Committee of the Chinese People's Political Consultative Conference typically holds a yearly meeting at the same time, as plenary sessions of the National People's Congress (NPC). The organizational hierarchy of the CPPCC consists of a National Committee and regional committees. The CPPCC is intended to be more representative of a broader range of people than is typical of

government office in the People's Republic of China. According to Sinologist Peter Mattis, the CPPCC is "the one place where all the relevant actors inside and outside the party come together: party elders, intelligence officers, diplomats, propagandists, soldiers and political commissars, united front workers, academics, and businesspeople." In practice, the CPPCC serves "the place where messages are developed and distributed among party members and the non-party members, who shape perceptions of the CCP and China."

➤ **Executive**

The State Council is the highest executive body of the People's Republic of China. The Chinese Constitution directs the State Council to assure that laws passed by the NPC are executed- promptly and properly. It is the biggest organ of state administration. The Premier heads the Council and is assisted by the Vice Premiers, ministers and chairpersons of various commissions. The State Council meets in a monthly plenary session.

The functions of the State Council are to promulgate administrative regulations and rules in accordance with the Constitution, introduce motions to the NPC and its Standing Committee, oversee and guide the works of ministries, manage economic development in urban and rural areas and more. The State Council is responsible and accountable to the NPC or the Standing Committee, when NPC is not in session.

Executive power is also exercised by the President of Peoples Republic of China. The President is the Head of the State (Chinese Constitution of 1982). The term of office of the President coincides with that of the NPC and may serve at most 2 consecutive terms. The duty of the President includes promulgating statutes, appointing or removing the Premier, Vice Premiers, State Councilors, Ministers in charge of ministries or commissions, the Auditor-General and the Secretary-General of the State Council; conferring State medals and titles of honor, issuing orders of pardons, proclaiming a state of war, and more.

The Vice President is also a part of the executive organ of the state. He/she assists the President and performs the functions of the office of the President, in case the office of the President falls vacant. Like the President, the term of office of the Vice President also coincides with that of the NPC and may serve at most 2 consecutive terms.

➤ **Judiciary**

China's two most important courts vested with judicial power are the 'Supreme People's Court' and the 'Supreme People's Procuratorate' (magistrate).

The Supreme People's Court is the apex court, which controls all subordinate courts. It hears civil, criminal, and administrative cases, and also is the appellate authority. It is headed by a President, whose tenure is similar to that of the NPC.

Article 129 of the Constitution and Article 1 of the Organic Law of the People's Procuratorates stipulate that 'the People's Procuratorates

are state organs for legal supervision.’ According to the law, the state makes it clear that people’s procuratorates are state organs for legal supervision and exercise the right of legal supervision on behalf of the state. Procuratorial organs perform their functions and powers independently, according to the law, and shall not be subject to interference. Article 131 clearly states that ‘people’s procuratorates shall, in accordance with the law, exercise procuratorial power independently and are not subject to interference by administrative organs, public organizations or individuals.’ The Supreme People’s Procuratorate is the highest procuratorial institution for legal supervision. It is led by the Procurator-General, whose tenure is similar to that of the NPC.

➤ **Military**

The State Central Military Commission is entrusted with military powers in order to direct the armed forces, that is, the People’s Liberation Army, the People’s Liberation Army militia, and the People’s Armed Police. The State Central Military Commission is headed by a Commander-in-Chief of the armed forces, who is elected by the NPC. This Commission has 11 members, who are responsible for various activities pertaining to the armed forces.

7.4 POLITICAL AND ADMINISTRATIVE SYSTEMS IN BRAZIL

Brazil became a sovereign country in 1822 after gaining independence from centuries of Portuguese rule. Brazil is divided into 26 states and 1 federal district and 5,581 municipalities. The capital city, Brasilia, is the seat of federal government of the republic.

1. Political System: Federal Representative Democratic Republic

The Federative Republic of Brazil is a presidential representative democracy. Elections are conducted every 2 years on the first Sunday of October or on the last Sunday of October. Article 77 allows simultaneous elections of the President and the Vice President of the Republic on the first Sunday of October for the first round, and on the last Sunday of October of the year, if there is a second round. The election method of the majority system is followed, wherein the candidate with majority votes will be declared winner.

In matters of election, the Superior Electoral Court (TSE) remains the fundamental body to ensure a vibrant democracy in Brazil. Its mandate is established by the Federal Constitution and by the Electoral Code (Law No. 4,737, dated 07/15/1965). The Court operates with 7 Judges of whom 3 are from the Federal Supreme Court, 2 are from the Superior Court of Justice, and 2 representatives with outstanding legal knowledge and practice. The Court is headed by a Judge from the Federal Supreme Court. In 2012, Electoral Accountability System was brought in to bring about electoral campaign accountability in financial committees and political parties, as well as, the candidates.

2. Administrative System

➤ Legislative

The legislative branch is represented by the National Congress (Congresso Nacional) made up of the Federal Senate and the Chamber of Deputies. The Brazilian Constitution allows every legislative term to last for 4 years. The National Congress has been given the power to regulate tax system and income distribution, make multi-year plans and annual budgets as well as national, regional, and sectoral development plans and programs, and determine the number of troops in the Armed Forces. It has been given certain exclusive powers, for example, permit the President to declare war, allow foreign forces to transit through or remain on the national territory temporarily, and ratify international treaties, agreements or acts.

The Chamber of Deputies signifies the Brazilian people who elect their representatives every 4 years through direct universal suffrage. It is headed by the President/Speaker and the members of the Chamber (Deputados Federais) serve for a 4-years term. The Chamber of Deputies has been granted exclusive powers for impeachment of the President, the Vice President, and the Ministers of the Federal Government, initiate confiscation of the accounts of the President, if they are not submitted to the National Congress within 60 days after commencement of the legislative session, elect members of the Council of the Republic, and more.

The Federal Senate symbolizes interests of the Federation Units. It is headed by the President of the Senate, who serves for four years. The Members of the Senate (Senadores) serve a term of 8 years subject to renewal after 4 years. The Federal Senate has the exclusive power to impeach the President, the Vice President, the Ministers of the Federal Government, and the Commanders of the Navy, Army, and Air Force. It can approve the appointment of judges, President, and Directors of the Central Bank by secret ballot; and authorize State external (foreign) financial operations.

➤ Executive

The President of the Republic is conferred with executive powers by Article 76 of the Constitution... The President is the Head of the State and the Head of the Government as well as the Commander-in-Chief of the armed forces. He/she is directly elected for a term of 4 years and is allowed to stand only once for a re-election. The President has been granted exclusive powers to appoint and dismiss Ministers of the Federal Government, ensure efficient federal administration, and veto bills wholly or partially.

The Vice President is elected simultaneously with the President for a term of 4 years. He/she serves, as the acting President when the office of the falls vacant. He/she is mandated to perform his/her duties, as mentioned in the Constitution.

The Ministers of the Federal Government are appointed by the President. As per Article 87 of the Constitution of Brazil, Ministers

should be selected from among Brazilians, aged more than 21, in full possession of their political rights. The Ministers have been granted power to ensure good federal administration within one's authority, countersign laws and decrees signed by the President, supervise implementation of laws, decrees and regulations, and submit the annual performance report of the Ministry to the President.

➤ **Judiciary**

Judicial powers are shared between the ordinary branch and the special branch. The former includes Federal Supreme Court (Supremo Tribunal Federal/STF), Superior Court of Justice (Superior Tribunal de Justiça/ STJ), and Regional Federal Courts (Tribunais Regionais Federais/TRF) while the latter includes Labor Courts, Electoral Courts, Military Courts; and State, Federal District, and Territory Courts. The Federal Supreme Court is the apex court in the country. It is composed of 11 justices appointed by the President in consultation with the federal Senate. It has the duty to ensure that the Constitution is not violated and to provide the final verdict on constitutional questions. The Superior Court of Justice is the next important organ of judicial power. It is made up of 33 justices appointed by the President on the basis of the list of three names given by the Court itself and approved by the Senate. This Court has the duty to provide for a uniform interpretation of federal legislation. Below the Superior Court of Justice are the Federal Courts composed of federal judges.

The Labor Courts hear cases of individual and collective conflicts between employees and employers. The Electoral Courts ensure proper implementation of electoral procedures and the right to direct and secret ballot. Military Courts judge military crimes while State Courts to rule on cases not under the jurisdiction of Federal, Labor, Electoral and Military Courts.

7.5 POLITICAL AND ADMINISTRATIVE SYSTEMS IN SOUTH AFRICA

South Africa, an erstwhile colony of the British, became the Republic of South Africa in 1961. It is divided into 9 provinces to be governed on the premise of 'co-operative government.' Chapter 3 of the Constitution provides for a 'co-operative government', i.e., government at national, provincial, and local spheres that are distinct yet interdependent and interrelated. Governance is managed from three capital cities - the Executive Capital of Pretoria, the Judicial Capital of Bloemfontein, and the Legislative Capital of Cape Town.

1. Political System

The government in South Africa is better described, as a unitary and parliamentary constitutional republic. Herein, democratic elections are conducted every 5 years to create a new Parliament. Elections are carried out via a list-system of proportional representation based on universal adult suffrage.

The most important among elections is the election of the President of South Africa. The National Assembly elects the President every 5 years. The President remains in office so long as he/she enjoys the confidence of the Assembly.

South Africa follows two types of electoral systems. These are the constituency-based elections and the proportional representation elections.

In the constituency-based elections, voters from every local area elect their choice of candidate, who will represent them in the Parliament. The candidate with majority votes from each constituency becomes a Member of Parliament. Here, the individual, who becomes a Member of Parliament, is not affiliated to any political party.

In the proportional representation elections, voters from large areas elect their preferred political parties. Thereafter, these political parties select Members of Parliament from among themselves and every party is allocated a certain number of seats proportional to the number of votes it gets in the election.

2. Administrative System

➤ Legislative

Legislative authority is vested in the bicameral Parliament consisting of two houses, National Assembly and National Council of Provinces. According to the Constitution, Parliament must represent its people and ensure a democratic government. For this, it passes laws, scrutinizes and oversees executive action, facilitates public participation in legislative processes, promotes co-operative government, and engages in international participation.

The National Assembly represents people and ensures government by them. The members hold a term of 5 years. It oversees the implementation of legislations, while making the executive answerable to it.

The National Council of Provinces represents provinces and safeguards provincial interests in the national sphere of government. It is headed by the Chairperson and along with the representatives from provinces serve a term of 5 years. It is responsible for overseeing legislative processes at the provincial and local governments.

➤ Executive

Executive authority is entrusted in the President, who is Head of State and Head of Government. The President is elected by the National Assembly for a term of 5 years. The powers and functions of the President include giving consent to bills, referring bills back to the National Assembly for reconsideration, appointing government diplomats (ambassadors, plenipotentiaries, and diplomatic and consular representatives), pardoning or reprieving offenders, and remittances.

The Deputy President is appointed by the President. He/she is selected from among the Members of Parliament of the National Assembly. He/she is the ex-officio member of the National Working Committee.

His/her role involves assisting the President, acting on behalf of the President whenever necessary, and executing responsibilities allocated by the National Conference, National General Council, President, National Executive Committee or National Working Committee.

The Cabinet is appointed by the President. The President not only assigns powers and functions to the cabinet members but also has the power to remove them from office. Cabinet is headed by the President who appoints a member of the Cabinet to lead government business in the National Assembly. The Cabinet consists of the President, Deputy President, ministers and deputy ministers of national departments.

➤ **Judiciary**

Judicial authority is distributed among Constitutional Court, Supreme Court of Appeal, High Courts, and Magistrates courts. According to the Constitution, the courts are to act independently, impartially, and without fear, favor or prejudice. The judiciary is headed by the Chief Justice with the mandate to establish and monitor norms and standards in the judicial functioning in all courts.

The Constitutional Court is the highest court of South Africa. It has a Chief Justice, Deputy Chief Justice, along with nine other judges. Adjudication of a matter before the Constitutional Court requires at least 8 judges. It is also responsible for interpreting of constitutional matters and upholding of constitutional values.

The Supreme Court of Appeal has a President, Deputy President, and judges (their number is determined by Act of Parliament). It is primarily concerned with redressal of non-constitutional matters. Majority of the cases are dealt by the High Courts and Magistrates Courts.

Activity

Let us make a comparative study of the political and administrative systems of any the two developing countries.

7.6 CONCLUSION

The Constitution of India provides for a Parliamentary form of government with both federal and unitary features. The Chinese politico-administrative setup represents a socialist/communist state and the doctrine of unitary state structure and a regional national autonomy system (one country, two systems). Brazil is a federal representative democratic republic with a presidential form of government. South Africa is a democratic republic under the presidential form of government.

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UNIT 8 FRED RIGGS ADMINISTRATIVE MODEL FOR DEVELOPING SOCIETIES

Structure

- 8.0 Objectives
- 8.1 Introduction
- 8.2 The Ecological Approach
- 8.3 Agraria and Industria Models
- 8.4 Fused-Prismatic-Diffracted Societies
- 8.5 The Prismatic-Sala Model
- 8.6 Appraisal
- 8.7 A Comparison between Bureaucracy and Sala
- 8.8. Conclusion
- 8.9 References and Further Readings

8.0 OBJECTIVES

After studying this unit, you will be able to:

1. Discuss the essential features, merits, and limitations of the Ecological Approach to the study of Comparative Public Administration;
2. Appreciate the way Fred W. Riggs has used the Ecological Approach in the creation of his models;
3. Understand the key elements of the Riggsian models of Agraria and Industria and their limitations;
4. Examine the attributes of Fused, Prismatic, and Diffracted societies, more particularly the Prismatic system and its administrative sub-system, the Sala;
5. Develop insights into the utility and limitations of the Prismatic-Sala model in the context of 'developing societies'; and
6. Have a brief view of the concepts of Development Administration and Administrative Development.

8.1 INTRODUCTION

Fred W Riggs (1917-2008) has been a pioneer in the discipline of comparative public administration. A political scientist by training, his professional focus on comparative analysis of governance systems has been most prominent and commendable.

Some of the books written or edited by Fred Riggs are as under:

1. The Ecology of Public Administration (1961)
2. Models and Priorities in the Comparative Study of Public Administration (CAG monograph with Edward Weidner, 1963)

3. Administration in Developing Countries: Theory of Prismatic Society (1964)
4. Thailand: Modernization of a Bureaucratic Polity (1966)
5. Frontiers of Development Administration (Editor, 1970)
6. Prismatic Society Revisited (monograph, 1973)
7. The Development Debate (co-authored with Daya Krishna)

Besides, there are a number of scholarly articles penned by Riggs. His writings have transformed the discipline of Public Administration, particularly through integrating it with its sub-discipline of comparative public administration. The conceptual theoretical base to the contribution of Fred W. Riggs was provided mainly by three intellectual approaches. These are:

1. General Systems Approach
2. Structural-functional Approach
3. Ecological Approach

While the first and second approaches have been discussed in the first unit, the third, that is, the Ecological Approach is being discussed in this Unit. This is being done to facilitate a proper understanding of the conceptual context of Fred W Riggs's writings.

8.2 THE ECOLOGICAL APPROACH

In common parlance, 'ecology' means 'environment'. However, in the context of comparative public administration, it implies a mutual or reciprocal relationship and interaction between an administrative system and its environment. Among scholars who have highlighted this approach in the context of public administration are John M. Gaus, Robert A. Dahl, and most importantly, Fred W. Riggs, whose lectures delivered on this approach at the Indian Institute of Public Administration were published in a book titled 'The Ecology of Public Administration' in 1961. Riggs emphasized that differences and similarities among administrative systems in the western and the non-western world could be understood properly only when we look at their environment and its dynamic relationship with the administrative system.

In 1962, in his seminal article 'Trends in the Comparative Study of Public Administration' published in International Review of Administrative Sciences, Riggs had mentioned that comparative public administration was moving away from a state of being "non-ecological" to a state of being "ecological". What he meant was that traditional studies of comparative public administration did not adequately take into account the reciprocal relationships between the administrative system and its environmental context.

Premise

Under the ecological approach, there are four premises:

1. An administrative system is a subsystem of the political system and hence it is deeply influenced by the political executive, the legislature,

the judiciary, political parties, pressure groups, and the election system of a country.

2. An administrative system is impacted by the economic system, the social system, the cultural system, demographic structure, and mass psychology (including the technological system), which together form its context.
3. Likewise, the administrative system directly or indirectly, affects the functioning of political institutions, the economic system, the social system, the cultural system, the technological system, and mass psychology, all comprising its broader environment.
4. There is a constant dynamic relationship between an administrative system and its environment. Since the environments of various nations and culture have diversity, at the comparative level, all administrative systems develop their own distinctive characteristics. The similarities and differences between an administrative system at the cross-national and cross-cultural levels can be appreciated only through the ecological approach.

Application

As mentioned above, Fred Riggs is the foremost scholar, who has applied the ecological approach to the comparative study of administrative systems. His models of 'Agraria', 'Industria', 'Fused', 'Prismatic,' and 'Diffracted' societies and their respective administrative systems are rooted in the ecological approach. It may be mentioned that the ecological approach is a component of the system approach. Both are interactional in their perspectives.

Besides Riggs, there are other scholars who have analyzed administrative systems of various nations in an ecological context, although they may not have used the nomenclature of the 'ecological' approach. Such scholars include Ferrel Heady, Ralph Braibanti, Milton Esman, A. H Hanson, and Krishna K Tummala.

Merits

1. The ecological approach is constructed logically. It focuses on administrative reality in various contexts and environments.
2. It has the intrinsic capacity of explaining the sources of similarities and differences among administrative systems working in different nations and cultures.
3. The ecological approach signifies that administrative reforms in various countries ought to be given priorities that are useful for them.
4. It underlines that administrative reforms can be facilitated only when they attain the support of political, economic, and socio-cultural systems.
5. This approach makes us aware that there are varying cultural frameworks influencing the administrative system. For instance, what is considered a 'corrupt' practice in one culture may not be treated so in another country or culture.

6. In the context of development administration, it is the ecological approach that helps in determining the direction of change in the administrative system and other systems comprising the environment. It posits a relationship between 'administrative development' and 'development administration.'

Limitations

1. It is difficult to assess the nature and quantum of the impact of various environmental structures on an administrative system.
2. It is also problematic to analyze the nature and extent of the influence exercised by an administrative system over its environment.
3. It is difficult to be operationalized for empirical research.

Nevertheless, the ecological approach has made a most visible impact on comparative administrative studies and has made us aware that one cannot ignore this perspective while trying to understand how and why administrative systems are characterized by certain similarities and differences.

Let us now move to a discussion of the two prominent typologies of Fred Riggs that have used the general system, structural-functional, and ecological approaches.

8.3 AGRARIA AND INDUSTRIA MODELS

Inspired by Dwight Waldo, Fred W. Riggs utilized in an innovative manner the essential feature of the general system approach, the structural-functional, and the ecological approach, while developing a typology of models in his path-breaking article entitled, 'Agraria and Industria- Toward a Typology of Comparative Administration' published in an anthology, *Towards a Comparative study of Public Administration* edited by William J Siffin in 1957.

In the agrarian-industria models, Riggs used the ideal-type methodology, which has logically inter-related various important and relevant concepts and their relationships and, which are based on an imagination and extrapolation of societies that represent the total development of the characteristics of a particular model. Like Max Weber's models, Riggs's models are ideal-typical or 'pure' in formulation and are not found in real life. It may, however, be pointed out that Riggs abstracted his Agrarian model from the features of Imperial China of ancient times and likewise, for Industria, he abstracted the features of modern United States of America. Normally, we can say that two were inductive models derived from the study of distinct historical societies. However, we should remember that ideal-type models are not necessarily inductive or deductive. Deductive models by some scholars are constructed on the basis of the analysis of features of several societies or systems. It is assumed by some scholars that Weber's model of bureaucracy was apparently 'deductive' in nature. Nevertheless, the caution is clear: Ideal type models need not be inductive or deductive. They have a methodology of their own.

Agraria

The main features of an agrarian society were as follows:

1. Man's status is based on his birth (parentage, lineage)
2. Traditions are followed, as the basis of functioning of an administrative system. These traditions favor particular privileged groups over the rest.
3. There are structures that perform a large number of functions; they are multi-functional in nature.
4. Social groups at the local level are stable and there is very little movement from one social group to another. Thus, the status system is rigid and almost closed.
5. Occupations in this society have very little specialization.
6. Various groups in the agrarian society have specific tasks defined by traditions. This leads to rigidity in their classification in social hierarchy that is based on conventional stratification.

Industria

An industria society has the following features:

1. There is universalism and equity in the application of rules in society. No special privileges are granted to any particular section of society.
2. Structures are specialized in their nature. They perform tasks particularly related to their own special sphere.
3. Progress of a person in society and the administrative system is decided on merit and achievement (as against birth in the agraria)
4. Certain social groups have the opportunity and freedom to move on to other social groups depending on their will and skill. The road to progress, vertical or horizontal, is not blocked for anyone.
5. The occupational system is well-developed with its own norms and rules. There is no interference of any outside structure in the conduct of occupational roles.
6. The class system in society is not rigid or based on any conventional social hierarchy. Instead, it is based on a generalized pattern of occupational achievement.
7. Associations in society are not based on rigidity or birth. Instead, they are functionally specialized and based on achievement.

Limitations

The agraria- industria typology paved the way for an exciting debate on the need for innovative conceptual constructs for studying the developing as well as developed societies and countries. However, within two years, Riggs himself abandoned these two models and created a new typology of Fused-Prismatic-Diffracted societies, to which we shall refer later.

What were the limitations of the agraria-industria typology? Briefly, these limitations are being mentioned, as follows:

1. The polar types of agrarian and industria societies were not helpful in studying traditional societies, which were neither totally agrarian, nor totally industria. This limitation led to the creation of a fresh middle category of 'transitia' that was considered useful for studying

transitional societies. However, compared to the categories of agraria and industria, this new model of 'transitia' was less developed and therefore, it could not sufficiently explain the nature of societies and their administrative systems in developing countries.

2. Critics argued that the categories of agraria and industria did not explain the socio-cultural reality, for in an industria society, there were always present a few features of agraria. In other words, most societies were 'mixed' societies, while the Riggsian typology could not explain their functioning.

This criticism appears to be valid, but it should be remembered that the Riggsian typology was based on the ideal-type methodology, which is not designed to describe any real-life social systems. It should be accepted, nevertheless, that it did not help in understanding or explaining the nature of transitional societies and their administrative systems.

3. Riggs's models of agraria and industria assumed that there is only one-way movement of societies. That all agrarian societies move towards an industria state, since becoming an industria was the preferred goal. This reflected a bias in favour of developed industrial societies, ignoring that even an agrarian society might progress and not move on the rigidly drawn path for one-way movement. Instead, it might choose its own direction, depending on its needs and circumstances.
4. The categories of agraria and industria were too abstract or theoretical in nature, providing little help in conducting empirical research. Riggs had not offered any appropriate methodology for conducting empirical research through his abstract concepts.
5. In both the models, very little analysis was made of the administrative systems functioning in the agrarian as well as the industria societies.
6. It was assumed that the features of both societies will necessarily determine the character of respective administrative systems. There was no analysis of the impact that an administrative system might have on its socio-cultural or political environment. In other words, the models were not ecological in orientation, but only 'environmental' in perspective.

The above limitations were responsible for abandoning the agrarian-industria typologies. Nevertheless, it led to a fresh thinking on the nature of models that could be constructed to understand better administrative systems and their external environment in developing countries. And thus, a new typology of Fused-Prismatic-Diffracted societies was designed which, in many ways overcame the limitations of the Agraria-Industria typology.

8.4 FUSED-PRISMATIC-DIFFRACTED SOCIETIES

Riggs has classified societies under his revised typology on the basis of the level of differentiation (specialization) and the level of integration (coordination). Riggs does not use the term 'developing' or 'developed' nations or societies in his fused-prismatic-diffracted typology. He is of the

view that the term ‘developed’ or ‘developing’ nations are too general and do not reflect his notion of classifying societies on the basis of differentiation–integration relationship.

Fused Society

A fused society has the following features:

1. It is a traditional society, where old structures exist.
2. Most structures are multi-functional, i.e. one structure performs a large number of functions.
3. Status and privileges in society are determined by birth or traditional status (Ascription).
4. Certain specific groups in society gain preferred treatment and status in society (Particularism).
5. There is very low mobility in terms of status and occupations. The social structure and occupations are rigid, since they are based on birth and time-honored conventions.

Diffraction Society

A diffracted society has the following features:

1. It has a very high level of specialization of structures and functions.
2. There is also a high level of integration (coordination) in these societies, thus there is hardly any gap existing between the levels of specialization and integration (Diffraction).
3. There is equity among social groups, with no group enjoying special preferences and privileges (Universalism).
4. There is considerable mobility in status and occupations. People can move from one occupation to the other.
5. Progress in the socio-economic system is based on merit and performance (Achievement).

The administrative system functioning in diffracted society is called ‘bureau’ the characteristic of, which are similar to those of a diffracted society.

Prismatic Society

In between the two categories of ‘fused’ and ‘diffracted’ societies are prismatic societies that have the following features:

1. Selectivism: This is an intermediate category between universalism and particularism. Under a prismatic system, certain groups, though larger in number than in a fused society, gain precedence over the less privileged groups.
2. Attainment: This is an intermediate category between ascription and achievement, implying that in a prismatic society, merit as well as traditional status, that is, based on birth, caste etc. determine the movement of a person to a higher level.
3. Poly-functionalism: This is an intermediate category between functional specification and functional diffuseness. It implies that in a prismatic society, the level of specialization is much larger than found in a fused society, but less than what is prevalent in diffracted societies.

The administrative system of a prismatic system is called 'sala' meaning a room or office in Spanish language. A 'sala' shares the features of prismatic society.

It may be mentioned that in the agrarian-industria typology, there was a detailed analysis of agrarian as well as industria societies, but only a marginal reference was made to 'transitia'. In the latter typology of fused-prismatic-diffracted societies, the emphasis was reversed. In this typology, the focus is on the prismatic society, while the analysis of fused and diffracted societies is in brief. Likewise, there is an inadequate description of the 'court' of a fused society and the 'bureau' of a diffracted society. On the other hand, the 'sala' of a prismatic society has been adequately discussed.

It may be mentioned once again that even though a prismatic society has not been termed, as a 'developing' society, it is assumed throughout the Riggsian analysis that most developing countries share the features of a prismatic society.

8.5 THE PRISMATIC-SALA MODEL

A 'prism' is a transparent glass or plastic object, often with ends in the shape of a triangle, which separates light that passes through it into the colours of a rainbow. Riggs has borrowed the term 'prismatic' from the discipline of Physics, for it appropriately explains his conceptualization. A ray of light, before it enters the prism, has no refraction, hence it denotes a 'fused' society that has no differentiation or specialization. When the ray enters the prism, it is in a state of progressive refraction, but it is not still fully refracted. This state denotes a 'prismatic' state. And when the rays come out of the prism, it converts into a rainbow-like profile, and has seven distinct colors of a rainbow. This 'refracted' state denotes a 'diffracted' society.

Thus a prismatic society is a 'mixed' society that has the features of 'fused' as well as 'diffracted' societies. Let us look at the main features of prismatic society and its administrative system, the 'sala'. These features can be interpreted, as the characteristic of 'developing' or 'transitional' societies and their administrative systems.

1. Heterogeneity

Heterogeneity means diversity. In a prismatic society, there is a co-existence of the features of fused as well as diffracted societies. There are in this society, traditional as well as modern systems, practices, viewpoints, norms, and behavior patterns co-existing. There are metropolitan towns and rural areas; traditional and modern attitudes, western style departmental stores and small village shops; large companies as well as small cooperative societies and cottage industries run by families; giant universities as well as one-teacher schools; and multi-specialty large hospitals and one-physician Ayurveda or Unani clinics. Such diversity can also be seen in the simultaneous existence of financial institutions such as SEBI and village moneylenders; multinational corporations and village patwaris (revenue officials); and old manual typewriters along with sophisticated information technology.

2. Formalism

In prismatic societies, there is wide gap existing between laws and their implementation, promises made by leaders and their execution and plans and their implementation. While government programmes are meant to benefit all citizens or specific groups, there is partiality seen in granting such benefits. Those who pay bribe or are in friendship with powerful leaders or administrators or are themselves socially and economically influential, grab a major chunk of benefits. The sala officials may also take advantage of this situation and receive illegal income through unethical practices. Riggs observes that in prismatic societies, a large number of administrative reforms committees and commissions are appointed for improving the performance and behavior of the sala, yet their recommendation are rarely accepted by the government, and even when these recommendations are accepted, they are rarely executed faithfully. Thus, the impact of administrative reforms remains only superficial.

3. Overlapping

In a prismatic society, new and modern structures are designed to perform important socio-economic functions, but along with them, traditional structures continue to exercise an overlapping influence on the dynamics of such functions. Likewise, old traditional values and modern objective and rational values overlap with each other. Thus, one function may be performed by more than one structure. Some of these structures are formal, others are informal. While administrative functions should be performed mostly by administrative institutions, the reality in prismatic societies is that political leaders, political parties, pressure groups, industrialists, businessmen, caste leaders, religious leaders, and other sections of society also influence the developmental and regulatory policies and programmes and their implementation.

Overlapping has several dimensions--political, economic, social, culture, and administrative, a brief reference to, which is made below:

a. Political System: Bureaucratic Polity

In a prismatic society, there is a separation of 'authority' (officially sanctioned or legitimate power) and 'control' ('real' but 'unofficially' permitted or illegitimate power'.) Riggs observes that a 'balanced polity' is characterized by a balance between the power enjoyed and exercised by politicians and the bureaucrats. While bureaucrats are expected to implement policies made by political leaders, they, in actual behavior, carry considerable informal influence on the drafting of policies and in controlling the governance system through their high intellectual ability, communication powers, specialized knowledge, and long administrative experience. A polity, where, bureaucrats dominate the governance system is called 'bureaucratic polity'. Riggs observes that an excessive bureaucratic power leads to lack of controls and regulations and thus to administrative ineffectiveness. On the contrary, there may be a situation, where the politicians enjoy excessive powers and control the

governance system for achieving their 'own' narrow goals. Even this is an unbalanced polity. It would then be a 'party-run' polity that works against a rational governance system.

b. **Economic System: Bazaar-Canteen Model**

In a prismatic society there exists a 'price-indeterminacy' or a bazaar-like (market) situation. While the clients or citizens are the buyers of government services, public officials are the sellers of such services. Although rates and rules are fixed legally for each service, public officials discriminate among citizens and charge higher prices or lower rates, depending on a client's status and influence.

Further, the rates of government services are specially subsidized for certain influential social and political groups. This is a 'canteen' approach, where the 'insiders' enjoy more benefits at reduced rates than do the less privileged 'outsiders.'

c. **Social System: Poly- Communalism or 'Clechts'**

In a prismatic society, there simultaneously exist a number of ethnic, religious, and racial groups that are in relatively hostile interaction with each other. Such groups or 'clechts' work in their own interest and try to dominate the governance system. When they come to power, the administrative system or 'sala' is used to be in favour of a few privileged groups. Sometimes, there is proportional representation given to various communities in recruitment to government positions. However, when a particular community controls the administrative system, it gives undue benefits to the members of its own community at the cost of other communities. Such hostility decreases the objectivity, integrity, and effectiveness of the administrative system.

d. **Cultural System: Poly-Normativism or 'Normlessness'**

In a prismatic society, there is a proclaimed acceptance and respect for western rational, equalitarian, democratic values, but in actual behaviour, the traditional values favouring birth, caste, and relationships dominate. While in the sala, public officials claim to follow rational, legal, and achievement-orientated practices, however, in actual behaviour, they give undue benefits to people on the basis of their social standing and influence. Likewise, public officials apply different sets of values or norms of conduct for different groups or clients. Sometimes, they become rigid in following the rules, while at other time, they become very flexible. This is called 'normlessness'.

e. **Administrative System: Nepotism**

Public officials in the sala are guided in their decisions and actions by considerations of family, loyalty, kinship,

and friendship. Thus, nepotism and favoritism rule the governance system. Yes, a lip service is paid to the norms of universalism and impartiality, while in the system of recruitment and in the distribution of services, discrimination is found rampant.

In sum, according to the prismatic-sala model, there is dominance of non-formal structures and patterns of behavior in society and the administrative system, which are not in conformance with the goals of development, rationality, objectivity, and justice.

Riggs's prismatic-sala model is only an ideal type-construct and may not portray the reality of the social or administrative systems of developing countries. It may be pointed out that all features of prismatic societies may not apply to all 'developing' nations. There is no uniformity in the level of 'prismatism' existing among all nations. Some are more prismatic while others may be 'less prismatic'. There is no society that is 'totally prismatic'. In fact, even developed nations like the USA, Great Britain, and Russia contain a few prismatic traits in their social, political, economic, and administrative systems.

8.6 APPRAISAL

Riggs's prismatic-sala model is a leading model that reflects the socio-administrative realities in developing countries. It has led to several studies of specific nations like India, the Philippines, and Japan. However, there are a few points that need consideration in this respect.

1. The prismatic model focuses on negative aspects of society and administration and ignores the positive aspects. In real life, there are many 'diffracted' traits found in a prismatic society. Sweeping generalizations of the model sometimes takes it away from objectivity.
2. It underestimates the positive developmental role of bureaucracies in developing countries.
3. It does not explain the way the sala affects the rest of prismatic society. Besides, it is not clarified how the sala can facilitate the process of development. (Riggs fills this gap in his analysis of development administration).
4. In the model, there is greater stress on the environment of an administrative system than on the administrative system itself.
5. Riggs has not looked at the positive side of the negative traits of prismatic society. E. H. Valsan has observed that 'formalism' may have its positive side, when the public officials go out of the way to help the needy citizens, sometimes flexing the rules. Compassion becomes difficult to be practiced in a water-tight rule-structure.
6. Riggsian concepts are not operational in nature. It becomes difficult to translate his numerous qualitative concepts into quantified categories.

Despite the above limitations, Riggs's models have proven to be an exciting interpretation of transforming societies and their governance system.

8.7 A COMPARISON BETWEEN BUREAUCRACY AND SALA

It would be interesting to attempt a brief comparison between Weber's bureaucracy and Riggs's sala. Both models are ideal-type. While Weber's typology has three models (traditional, charismatic, and legal-rational), Riggs's typology has also three models (fused, prismatic, and diffracted). A gist of salient differences between bureaucracy and sala should be interesting.

BUREAUCRACY	SALA
1. Organized in hierarchy of offices	1. Heterogeneity
2. Defined competence of each office	2. Overlapping
3. Selection of officials by achievement	3. Attainment as the basis of recruitment; nepotism
4. Administration by rule	4. Formalism
5. Universalism and impersonal operations; officials are subject to authority only in official capacity	5. Personalized norms in official behavior
6. Separation of public funds from the private.	6. Widespread official corruption.

Activity

We can have a case study of a policy/programme/project based on the approaches.

8.8 CONCLUSION

Riggs has used the ecological studies in terms of both the developing and developed societies. Initially, he dealt with Agraria-Industria Model and later he replaced it with 'Fused-PRiggs's prismatic-sala model is only an ideal type-construct and may not portray the reality of the social or administrative systems of developing countries. It may be pointed out that all features of prismatic societies may not apply to all 'developing' nations. There is no uniformity in the level of 'prismatism' existing among all nations. Some are more prismatic while others may be 'less prismatic'. There is no society that is 'totally prismatic.'

8.9 REFERENCES AND FURTHER READINGS

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