



# **Comparative Analysis of Buddhist Administration, Bureaucracy and New Public Administration**

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## ***[Abstract]***

Buddhist administration of the great Buddha had been existed from his competency to analyze the situation profoundly, with the vision to create systematic and stable organization under the same concept and goal with every personnel's potentiality and with respect to mutual obedience of seniority system. Bureaucracy has determined the position, structure and then selection process to fit the departments, divisions and its affiliated sub-sections respectively of which under the rules and regulations, structure and plan from the supervisors and some strict process in operations may cause delay and loss of opportunity to serve faster. For new public administration, it is a new concept of the Government for managing, which was arisen from the past decades of 1980, giving priority to restructuring of government agencies and services to the public in much modern management method. It was found that the new public administration became the main concepts that impacted to government management extensively and almost replaced the traditional government administration. New proposed concept has changed the political context and crisis facing each

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country. The development of information and communication technologies, including the increasing in roles of the consultancy agency, such concept brings the business sector's approach to public administration management by giving priority to creating the optimum performance, relying on the market mechanism, the open market competition, participation and decentralization to lean organization as well as viewing of citizen as customers who the State must give good services thoroughly and appropriately.

**Keywords:** Buddhist Administration, Bureaucracy, New public administration .

## **Introduction**

The Great Buddha himself as an enlightened one has displayed his first teaching to drive Buddhism organization - Buddhadhamma wheels. After the first yogi who supported him has also enlightened, from that there were many disciples requested for ordination in Buddhism. The Great Buddha commanded and then disciples ordained in his doctrine with increasing number of followers. So he sent his disciples out to propagate Buddhadhamma to kings and guardians of various important states such as Makot, Vacchi, Kosol and Kabilapus. There were both parties who supported and against him. Thus having showing the management ability to monk administration with 18 management sciences which he studied when he was the Crown Prince. As such he could manage his disciples and declared Buddhism quickly. Prior to his death, he set rule of seniority management with mutual respect based on discipline to administer which have been considered as effective rule that sustain Buddhism until today.

Bureaucracy is considered as the main mechanism for public administration by having the main ministries as driving force. There are rules and procedures, according to the law, however, it was unable to meet the demands of the people quickly, fairly and transparently with internal personnel and

external forces being the complex of operation, difficult to understand, rules and regulations controlling officers caused to more procedures and delayed in services and over consumption of resources to achieve the set objective (Sudchum, 2016).

For new public administration is a new concept for managing the Government agencies, which was arisen from the past decade of 1980 giving priority to restructuring government agencies and services to the public in the more modern management method. It was found that the new administration became the main concepts that impacted to government administration extensively and almost replaced the traditional government administration. New proposed concept, change the political context and crisis facing each country. The development of information and communication technologies, including the increasing in roles of the consultancy agency, this concept brings the business sector's approach to public administration management by giving priority to creating the optimum performance, relying on the market mechanism, the open market competition, participation and decentralization to lean organization. As well as viewing of citizen as customers who the State must give the public goods or services thoroughly and appropriately (Hunnak, 2017).

This article will be comparative analysis study of Buddhist Administration, Bureaucracy, and New public administration on how they the organizational to interact with, and what will be the return. It will not be mentioned about the pros and cons of each issues, but the descriptive debate.

## **1. Buddhist Administration**

After the enlightenment of the Great Buddha, on the day of Vesak, approaching into Asanha Pucha Day, he demonstrated the first Dhamma teaching to the 5 yokas, which then became the completeness of The Buddhism composition with monks as the Triple Gems. The Great Buddha then started Buddhism organization with his Buddhist Administration Method which was carried

on from then to now of which was more than 2500 years. It was worth to study the Buddhist administration methods which appeared in the form of Buddhist terms regarding management, propagation of the Tripitaka as follows:

### **1.1 Planning**

The planning is to think of the future and what to do. It is the current connection to the future. Planning of the Great Buddha after enlightenment, on full moon day in the middle of the sixth month - Vesak Day. He sat alone at surrounding of Sri-maha-bodhi tree and thought that he would teach his first 2 teachers who were Aradabos Kalammakotara and U-thokdabot Ramabutra at time of seeking impartial but knew by his mystics that they died, then recalled to the 5 yoki who supported him. At such stage, there was none Buddhism administration. Right after 2 months his teaching had been accepted by one of the five yoki namely Anyakothunya. The Great Buddha then said "You are being a Buddhist monk. You would preaching celibacy to good conduct so to leave from sadness." That was the intention of being monkhood for personal objective, however, there was also another main objective to help others to leave from sadness. Therefore, once there were 60 enlightened monks, the Great Buddha had planned to have them travelled separately to teach and help others. The Great Buddha himself went to Makoh state to teach 3 brothers of Chadil and spent 2 months there to overcome them. After their acceptance, King of Makoh and citizen also trust and interested to listen to the teaching. The monks in Buddhism have been increasing to 1250 in 9 months on Maka Pucha Day. The 3 key principles were obey not to do evil, to do good and be happy with lively mind. The propagation was carrying on with patient without forcing anyone to believe and trust. That is why Buddhism has been named as religion of world peace. The Great Buddha clearly had the vision of set up goals, objective and mission of Buddhist organization for the sake of own and others benefits.

## **1.2 Organizing**

There was none caste in accepting anyone as a new member in Buddhism. Such 4 castes were king, brahmans, vaishyas (traders) and shudras (labors). All monks would be equal. They would leave from their previous title and became the same as a monk. However, from that, it also led to difficult in administration hierarchy as they had equally status and they might not listen or trust to each other. Thus, there was a rule to respect the senior monks who had longer aging in Buddhism. The grouping of the members in Buddhism has been classified into 4 categories of monk, bhikunee, laymen and laywomen. In the first stage, the Great Buddha himself as being Head of Buddhism – king of Dhamma, Phra Saributr as his right hand follower – deputy in administration and Phra Anond as his personal assistant or secretary. Also there were appointment of experts in each sectors according to the abilities who were delegated of authorized.

## **1.3 Human resources management**

There was a procedure in screening layman who would like to be a monk by the consensus vote from a group of monk. Then to get training and studying with the supervision of the teacher for another 5 years prior to be completed monk who could stay solely. There was the establishment of schools and development to be Nalanda University in India. The study would strict to Tripitaka of Sila, Samadhi and Panya which was the training emphasized on practicing more than teaching on theory.

The Great Buddha also divided the readiness of each person into 4 categories of lotus and into 6 categories of feeling. The major purpose was to have the students to practice by themselves. The trained monks would be assigned to have duty and responsibility according to their expertise with reward and punishment. Rewards of appraisal and punishment by criticizing.

## **1.4 Directing**

Directing in Buddhism would require leadership so the members would behave as per the direction. The difference between manager and leader are manager made others to work but leader would lead others to do as per the requirement. The capable leader in Buddhism would persuade others to practice. They need to have 2 appropriated qualifications to be a good leader which are “Attahita-sampatti” the treasure to achieve own good and “Parahita-patipatti” to practice for the good of others - the service mind to serve others in the public and organization. The Great Buddha had both qualifications and could administer Buddhism activities with 4 good skills in communicating principle as follows: 1) Clear explanation skill to make others well understand and easily practice 2) persuade others to agree with the vision and then trust existed with aspiration 3) Be brave - be self-confident and enthusiasm to achieve goal 4) Joyful – to have good and friendly atmosphere in working with colleagues. For the persuasion ability of the Great Buddha which was the same as his name of “The fully enlightened one” which referred to the person who did as per his words and his high potency of leadership because he taught so people understood, did and being as good example to others.

Although the great Buddha had announced that he was the King of Dhamma but he had never exercised his power solely as a king but delegated to the monk association as a person without lust and not for the benefit of himself. The administration was not run according to the rumors and praise of others but with the Dhamma principle for the benefit and happiness to others. Until the day closer to his death, Phra Anond had asked about his successor but he answered that he would like the members in monk association to be self-governing and that the Dhamma and disciplines which he had presented would become himself once he had passed away.

## 1.5 Controlling

Controlling is to control members in the organization so they perform and goal can be achieved. The Great Buddha had set 10 principles for all monks to have the same disciplines standard as follows: 1) For the good which the monks had jointly agreed. 2) For the happiness of the monks association 3) For vanquish the one who never felt ashamed 4) For happy survival of monks who had precepts. 5) For blocking derogatory, sadness and rage at the present 6) For releasing derogatory, sadness and rage which would happen later 7) For the trust of the one who still not trust 8) For more trust of those who already trusted 9) For the sustainability of truth and 10) For the promotion of strict disciplines and rules (Phra Brahmaganabhom (P.A. Payutto), 2011). Setting up rules was the benchmark for monks to aware of their disciplines and to be aware of if they had performed wrongly and vary from the standard disciplines. To do wrong seriously and to end up with the termination of monkhood or not will depend on the clarification of each monk on their mistakes in front of the association and usually the statement will be that they shall not do it again repeatedly. Also on the Buddhist Lend Day, there will be a permission for the monks to warn each other by saying “I would like to allow you to criticize me from what you saw, listened or wondered, kindly warn me and if I considered that it was a mistake, then I will improve myself”

In case of dispute in the monk organization due to some monks do not accept the controlling then the Great Buddha had set up the 7 methods of judicial proceedings as follows: 1) *Sammukawinai* is to suspend the case in the presence of the monk 2) **Mindfulness** - methods of suppressing or judging superior monk case by raising consciousness as a judgment 3) **Amurawinai**, methods for suppressing to the monk that has recovered from madness, including how to suspend *Anavattikorn* that occurs to the mad monks. 4) *Patinyatakarana*, for suppressing to the monk according to the confess 5) *Yepuyasika* method for suppressing to monks by judging according to the majority 6) *Tinnawattharakwinai*, the method of suppressing the bureau by compromising on both sides which involves a lot

of monks who behave inappropriately together and swaying each other to the point of confusion which will cause more controversy. if it is suppressed by other means, it will make the director to become more and more difficult to investigate, to have the penalty and to show the offense to the other party, therefore to be settled by compromising and 7) **Tus Spa Piyasika** - suppressing the monk case which had been occurred.

## **2. Bureaucracy**

### **2.1 The meaning of Bureaucracy**

The word “bureaucracy” composed of 2 words which are “Bureau” and “Cracy”. The word “Bureau” means a tablecloth of France government officials. “Cracy” refers to ruling so the “bureaucracy” means ruled by people who work on the desk. Max Weber, German social scientist, said that the Government system is a more powerful method than others because the society must have a management system that is bureaucratic which is for a large organization with very sophisticated (Borwornpattana, 1995). Compliance with specific responsibilities and levels respectively. Under the rules and regulations that promote discrimination, righteous and follow the rules of the corresponding government practices. To make the public administration more efficient, it must be performed correctly according to the processes and procedures. However, Max Weber said government system can be applied in the private sector. The meaning of “bureaucracy” has been classified into 5 groups as follows (Thanapongsathorn, 1979):

**Group#1**, John Dorsey gave the meaning of bureaucracy that was the public sector by considering in terms of the administration of Government. Bureaucratic mean that “the public or parts of the Government in the political system. Cole Taylor explained the meaning as “a person, group of people, which are performing the various duties that are vital in the community, and the State”. This group concluded that this bureaucratic perspective was a form of management of the organization that was administration of government organization only, whether they be in any level or anywhere.”



**Group#2**, gave the meaning with regard to the characteristics of the structure of the organization, led by Victor Thompson, explained that “the organization was regarded as the bureaucracy must contained the rating authority or hierarchy of bosses and must be complex and subtle nudity. Furthermore, according to the division of expertise.” This group considered that “The way the structure of the Government system must contain the hierarchy of bosses, expertise and professional knowledge”.

**Group#3**, described the ability of the ruling bureaucracy in terms of behavioral characteristics. Karl Friedrich explained that “bureaucracy is the Organization of which behavior are the target or specific objective, and there is a fair judgment-free compact personal bias is the same norm.”

**Group#4**, the meaning of the bureaucracy in terms of success based on the goals, which Peter Bela gave the definition as “Government system is the most effective organization in administrating or with practices that facilitate management effectiveness.”

**Group#5**, provided meaning by considering in “roles”. Academic professor was describing the bureaucratic role, in terms of demonstration which have 2 factions. The first was the role of the bureaucracy is evil and the second party’s perspective is the role of the bureaucracy that is a pretty good one.

## **2.2 Development of Bureaucracy**

Human resources management by Government also require good citizen who have good knowledge to operate efficiently and effectively that is to lead to the overall development of the nation, in which the former anchor system is an important patron, then change to a moral system based on the example of England. Later developed to the selection by abilities and specialty to work in a bureaucratic organization until now (Karavekpun, 2018). However, the form of government systems, recognized as the first format is the format of 2 concepts norm. The first one see that the customary style of bureaucracy, bureaucratic with good merit model

and the bureaucratic-style forensics reasonable. The second format section, empirical concepts, found a bureaucracy to protect bureaucratic layer to the caste system, patronizing and the transitional Government bureaucratic model of virtue (Janwong, 2018).

### **2.3 Significance of Bureaucracy**

The public administration is an important activity of Government. If government lack of efficiency, the regime is weak. The public administration is to bring the government's policy to comply. It is involved in policy implementation and also as a mechanism to preserve and develop the society. The importance of the bureaucratic in 3 processes as follows:

1. To apply the policy, put plan into practice is to bring all ranks of Government activities in country, central ministers and at the local level. In general, the policy may be in the form of law, procedures, the various plans and projects. When one State policy in action, Government will bring policies into practice with the supply of those resources and management to reach goals. In order to make the policies of the State in achieving the important is sincerity and willingness in the implementation of the civil service which will have an impact on the success or failure of the task. Project plans include those related to policy compliance management organization inclusive of 1) Prime Minister, the Ministers and the Mayor. 2) Provincial organization legislative parliament including local Council and Sub-District Council 3) Government agencies and the head of Government, such as ministries, provincial, municipal and Local Administration Organization. 4) Non-governmental agencies, such as NGO (non-governmental organization, non-profit) Labor Union, the society of the different private companies and 5) The justices which are the prosecutor of the Court of Justice, judges and attorney.

2. Contributing to the public administration, this should be done in 2 phases:

1) Before the lawmakers and the Government will determine the policy, the proposal for the law came from various sources, many sources

together with State agencies. Count as a source, that source is the most important one, because that agency is responsible for the activity will inevitably contain information about the proper event. In addition, to have the experts to analyze the data and the agencies that know the pros and cons of the project that has been put into practice, which will probably be the least bias compared to other sources of information, such as group benefits at a later stage, government agencies are taking part in the formulation of State policy, because the scope of the work involved in new techniques, which government agencies often have a specialist in economic policy making, such as whether it requires analysis with suggestions from economists & etc.

2) After defining the policies, most policies that define are often do not have the exact format. Sometimes they have been given much details but sometimes be defined broadly to reflect the problem or suggestion as a guideline only. So in this way, civil servants will be assigned as an additional layer of detail. The State could not define a clear policy in all cases because of certain activities, modern technology has many roles which of such technology keep changing rapidly. To assign the policy, there needs to be flexibility in practice authorities which might be more appropriate to define a new policy from time to time on such changes in technology & etc. However, the experts should define the criteria precisely and in detailed explanation.

3. To maintain and develop social mechanism as a system of economic and social force that will determine nature of the activity in the country. The activity of the State, also have a role in inducing activities. In the past, the public administration did not have much importance to public life. Also had a role as the only tool of the State in keeping things organized, social, care and protection i.e., the countries have not yet focused on service provision, however, currently Government has increased activities on economic, social, industrial and commercial as roles in providing assistance in addition to the basic role of providing infrastructure – transportation and utilities, education (from mandatory – basic) and medical health care.

### **3. New public administration**

#### **3.1 The meaning of new public administration**

New public administration aims to modify public sector management using principles of optimization and efficiency of the private sector management methods to the administration of Government i.e. the management model focused on outcomes by professional management, the major concern for value for money, compact structure and opportunity for private-sector competition to provide public services. The key to the professional code of ethics, moral and ethical values, and to focus on providing services to citizens. Consideration of standard and quality are important using the market mechanism. Creating opportunities in the public sector on competition and investment transparently. Providing services that meet the needs of the people. This concept that focuses on ideas and best practices in the management of the business sector is being interested and brought into the public sector by focusing on fixing bugs of the system.

#### **3.2 The development of new public administration**

In late 1960s, 1990 to the present. Leaders in some countries dissatisfied with bureaucratic performance that could not adapt to meet the challenges of the globalization and faced with the financial crisis, which created pressures to the Government. Some countries started to consider how to adapt to changing environment both internally and externally. The Government's response towards these pressures then makes a change. Market mechanisms have been applied to which makes a market system with the introduction of the private-use strategy techniques result in the Government's relationship with the private sector norm. Changing State as entrepreneur and provide public services to the public as a customer. To confront the global economic crisis by reducing budget costs down. Meanwhile, the private sector to take over some public service with conditions that resulted in the private sector has a role in public service and to be the driving force and cause to a bureaucratic reform by reengineering

and bring business approach to Government administration. The reform has been occurred to down-sizing with the objective of increasing efficiency in measuring, quality, delegation of authority and to serve with modern marketing system and new techniques namely New public administration (NPM), Managerialism, Market-based Public Administration or Entrepreneurial Government (Kedsuwan, 2103).

### **3.3 The significant of new public administration**

Jonathan Boston and the group has summarized 10 key importance of new public administration as follows: 1) With the belief that the Administration are globalization with no difference among management in private and government sector 2) modified the weight of importance from the original focus on resource control (import factor), and a regulation to control the output and the outcome, or the importance on the burden of responsibility for the process (process accountability) to the burden of responsibility for achievement (accountability for result) 3) more important of management skills than policy definition 4) devolution of centralized power for the freedom and flexibility of managers of each division 5) modify structure of a new government agency to a smaller size in the form of an independent agency in directing, especially the separate commercial missions (regulatory control), spatial policy and mission to serve decisively 6) emphasized on transforming the state to private organization and modifying employment format to outsourcing, competitive tendering and bidding to reduce costs and improve the quality of service 7) Changing employment contract of government personnel to a short term condition clearly for verification 8) copying the private sector management practices such as planning, business plans and strategies to make the performance agreement guideline. The outsourcing, performing on a temporary basis ad hoc. Development of information system for management and the importance of creating a good corporate image 9) with incentives and rewards, in the form of money (monetary incentives) and 10) create the discipline and economy in the budget by trying to reduce costs and increase productivity. Therefore, changes management system, organization, budget, human resources,

culture, including modern regulation in line with the environmental context that is filled with intense and complex, high dynamics, influence the flows arising from globalization.

#### **4. Summary on Comparison Analysis**

There are differences among the Buddhist administration, Bureaucracy and the new public administration. The major differences are leaders qualification, management style and management evaluation based on each specific objectives. The Great Buddha as the Buddhism's prophet who taught Buddhism principles and declared the doctrine of Buddhadhamma. For bureaucracy, leader is selected and appointed with selection process according to the requirement of each department. Then promote to a higher role with a system command hierarchical. For new public administration, many leaders are recruited from various business owner focus on profits from investment of resources. All have the personnel management method of high standard to meet the objective with strict rules and procedures on discipline. The evaluation on the success of Buddhist administration is from the accepting of the doctrine of his teachings which was spread widely. While on bureaucracy was from the satisfaction of people who received the civil services of infrastructure, education and welfare. For new public management, the evaluation can be focused on fast, efficient service. From the satisfaction of citizen, on economic resources of investment in every dimension which is based on a system of competition, GDP growth, effective of public service, public transportation, digital communication and well-being of citizens.

#### **5. Conclusion**

Buddhist Administration Method led by The Great Buddha who had full efficiency and could analyze the circumstances deeply and progressively which was called "Jakkuma" or had vision to evaluate the results respectively. The only plan which he could not do well was from the external factors such as that person had already died or had evil mind.

Once his teaching was spread out and more followers then he set up the rules for all monks as a system which was accepted. Those followers were composed of 4 categories of monk, bhikunee, laymen and laywomen who behave as per advices from the Great Buddha.

Bureaucratic management emphasis on administering by the Government from the major city with the creation of structures and authority by the appointment of administer which may cause to complexity of division based on the knowledge and behaviors to associate with the organization's objective and targets based on justice and efficient work practices. While the officers in the systems comply with moral according to their potential, knowledge from the foster system and allow competition, which tied to a customary concepts. The image is that a civil servant is a person who has merit and a valid justification under the reasoning power system.

New public administration, deficiency of government systems, combined with the challenges of the current globalization private management concepts. In response to the performance of the duties of every dimension, which will cause the performance of work that is excellent by bringing a private action aimed at the achievement of the professional management with a profitable yield. All investments must be cost effective resource. It is a compact structure and management system level tasks causing greater competition in public services. By which the operator must observe a code of ethics, professional ethics, morality and efficiency in public service for the public. The payoff is profit and the nation's progress.

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