Democratization and Bureaucratic Neutrality

Edited by

Haile K. Asmerom

and

Elisa P. Reis



Contents

Co	ontributors	xi
	eface and Acknowledgments tile K. Asmerom and Elisa P. Reis	χv
	memory of Dr Haile Asmerom isa P. Reis	xviii
Pa	rt I	
Th	eoretical Perspectives	1
1	Introduction	3
	Haile K. Asmerom and Elisa P. Reis	
	References	17
2	The Concept of Neutrality Gerald E. Caiden	20
	Introduction	20
	The Idea of Neutrality	21
	The Rarity of Neutrality	24
	Neutrality is not Simple or Necessarily Desirable	27
	The Question of Values	28
	The Problem with Neutrality	31
	The Reality of Bureaucratic Power	38
	Conclusion	41
	Bibliographical Note	44
	References	44
3	Neutrality and Professionalism in the Public Service Demetrios Argyriades	45
	Introduction	45
	The Birth of a Profession	46
	The State and Its Guardian Elite	49
	The Progress of Democracy and Its Effects on Civil	
	Service Neutrality	53
	Neutrality Revisited	55
	The Cold-War Years of Boom	56
	Effects of the Global Recession	58
	An Attack from the Radical Right	60
	and the High-Tide of Populism	63
	Professional Autonomy: That is the Issue	66

vi Contents

	Conclusion	70
	Notes	72
	References	73
4	Democracy and the Neutrality of Public Bureaucracy	78
	Michiel S. de Vries Introduction	70
		78
	The Concept of Neutrality in Public Bureaucracy The Subservient Civil Servant	80 84
		86
	The Representative Civil Servant Specialization and Efficiency	92
	Diminishing Bureaucracy to Increase Political	72
	Authority	96
	Conclusion	99
	References	103
	References	103
Part	i II	
Den	nocratization and Bureaucratic Neutrality	
with	Reference to Eastern Europe	107
5	Reforming Eastern European Bureaucracy: Does the	
J	American Experience Apply?	109
	Vitche Gabrielian and Frank Fischer	107
	Introduction	109
	Communist Bureaucracy: Centralized Power	110
	Communist Bureaucracy and the Cadre	
	Administration	113
	Public Administration: the American Model	114
	Implications for Reform: from Communist to	
	Democratic Cadre	119
	Concluding Remarks	123
	References	124
6	The Impact of Democratization in Central and Eastern	
	Europe: With Special Reference to Poland	127
	Rainer Pitschas	
	Introduction	127
	Democratization in Central and Eastern Europe:	
	A Process to Obtain Democracy	128
	Democratization as an Integrated Process	129
	Fundamentals of the Integration Process	129

Contents vii

	Results of Integration in Central and Eastern Europe: An	
	Overview	130
	The Challenge of Public Sector Reform	133
	Democratization, the Integration Process and	
	Bureaucratic Responsibility	134
	Administrative Responsibility and the Neutrality	
	of Public Bureaucracy	135
	Conclusion	140
	References	141
7	Dilemmas of Reorganizing the Bureaucracy in Poland	
	during Democratic Transformation	144
	Jerzy J. Wiatr	
	Introduction	144
	Poland's Experience 1989-1994	146
	Conclusion	153
	References	154
Par	t III	155
Den	nocratization and Bureaucratic Neutrality	
with	Reference to African Countries	
8	Democratization and the Issue of Neutrality in Nigeria	157
	Dele Olowu	
	Introduction	157
	A Profile of Nigerian Society and Government	158
	British and American Civil Service Traditions	
	Contrasted	159
	The 1988 Civil Service Reforms	161
	Evaluation of the Reforms	164
	Conclusion	167
	References	169
n	Demonstration and the Newtonlite of Dublic Demonstrate	
9	Democratization and the Neutrality of Public Bureaucracy	170
	in Multiethnic Societies: The Case of Ethiopia	1/0
	Haile K. Asmerom	170
	Introduction	170
	Ethnicity and the Ethnic Landscape of Ethiopia	171
	Democracy and other Forms of Ethnic Management	.
	Strategy	175

viii Contents

	The Langua	age Aspects of Ethnic Management	
	Strate	egy	184
	The Need f	for a Neutral Public Bureaucracy in	
		opia's Multiethnic Democratic State	186
	Conclusion		190
	Notes		192
	References		194
	Annex I:	Diagram of family and superfamilies with	
		reference to Ethiopia	199
	Annex II:	Estimated size of population of the major	
		ethnic groups of Ethiopia in 1970 and	
		1990	200
10		reaucracy in African Multiparty	
		es: The Experience of Botswana	201
	K.C. Sharn	na	
	Introduction	n: Recent Changes for Democratization in	
	Afric	a	201
	Political Le	adership and Public Service Bureaucracy in	
	Multi	party States of the Commonwealth	202
	The Princip	le of Political Neutrality	204
	Relations be	etween Ministers and Permanent	
	Secre	taries	206
	'Committed	Bureaucracy' and Challenges of	
	Deve	lopment Administration	208
	Public Parti	cipation and Public Accountability	211
	Conclusion	•	212
	References		213
PAR	RT IV		
		and Bureaucratic Neutrality	
with	reference to	Latin American Countries	217
11	Dumaanamat	is Elita Political Culture and Democratication	
11		ic Elite, Political Culture and Democratization	210
	in Brazil	in and Zaina B. Chaibub	219
		is and Zairo B. Cheibub	210
	Introduction		219
	•	y in Post-Bureaucratic Authoritarianism	220
		al Culture of Top Public Officials	223
		n, Cooperation and Democracy	232
	Conclusion		234

Contents

ix

	Notes	236
	References	238
12	Democratization, Unionism and Neutrality of	
	Bureaucracy: The Case of the Bank of Brazil	239
	Maria das Graças Rua	
	Introduction	239
	Political Change in Brazil and the Prevalence	
	of Praetorianism	241
	Aspects of Brazilian Public Service	243
	Public Service Unionism	244
	Bank of Brazil: A Public Bureaucracy	246
	The Impeachment of President Collor and the Bank	
	of Brazil	247
	Conclusion	248
	Notes	251
	References	252
Part	t V	
Den	nocratization and Bureaucratic Neutrality	
with	reference to Asian Countries	253
13	The Yes Minister Syndrome in India	255
	Marina Pinto	
	Introduction	255
	Westminster Model	256
	Indian Democracy	258
	Indian Civil Service (ICS)	260
	Nehruvian Era	262
	Neutrality versus Commitment	264
	The Yes Minister Syndrome in the 1970s and 1980s	264
	Activism of the 1990s	268
	Conclusion	270
	Notes	272
	References	275
14	Civil Service Neutrality in Hong Kong	277
	Ian Scott	
	Introduction	277
	Political Neutrality and Loyalty	281
	Political Neutrality and Anonymity	287

x Contents

	Political Neutrality and Impartiality	289
	Conclusion	290
	Notes	292
	References	292
15	Transforming the Singapore Civil Service for	
	National Development	294
	Jon S.T. Quah	
	Introduction	294
	The British Model of Political Neutrality	294
	Public Administration British Style (1819-1959)	296
	PAP Government's Motives for Transforming	
	the SCS	299
	Attitudinal Reform of the SCS	301
	Two Additional Prerequisites for an Effective SCS	305
	Lessons for Eastern Europe and the Third World	307
	References	310
16	Bureaucracy in a Changing Culture	313
	Selo Soemardjan	
	Introduction	313
	The Emerging Republic of Indonesia	316
	The Bureaucracy in 1945-1950	316
	The Bureaucracy in 1950-1970	322
	The Bureaucracy in 1970-1994	328
	References	331
Ind	av	333
		111