

Book Review

Bureaucracy for Democracy: The Dynamics of Executive-Bureaucracy Interaction During Governmental Transitions

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A review of Ledivina V. Cariño, *Bureaucracy for Democracy: The Dynamics of Executive-Bureaucracy Interaction During Governmental Transitions* (College of Public Administration, University of the Philippines; International Center for Economic Growth, Philippine Institute for Development Studies, 1992 [reprinted 1994]), 198 pages.

From Ideal Type to Dynamic, to Demonic, to Development bureaucracy, domination, subordination, and power continue to be the rule of the game irrespective of the types of Governments and the State. In a democracy the contention becomes sharply clearer. Well-conceived, systematized, theoretically expounded, based upon cross-national experiences and details, the book under review is fairly richly stuffed into seven chapters, running into 198 pages, including bibliography and index, and excluding foreword and acknowledgment. The total picture that emerges is a book on bureaucracy in comparative perspective. In this age of global democracy and universal bureaucracy, the book is appropriately titled—'Bureaucracy for Democracy.' Democracy as the end-product, bureaucracy as the tool to it—how they are interrelated, how they interact, how the process of interaction changes under changing regimes in the developed and developing countries of the west and the east—serve as pointers to the upcoming process of democratization. The author while drawing sustenance from her studies and experiences in Public Administration, Political Science and Sociology, weaves her threads very skillfully into a neatly stitched jacket. Never before in the history of societies that such a phase of transitions in governments has been witnessed around the world as during the past few decades. Hence, an analysis of the critical role of bureaucracy, the interrelationship between executive and bureaucracy has a relevance.

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The first chapter of the book delineates, in diachronic and synchronic framework of analysis, how the executive and the bureaucracy contend for dominion, subordination and power as it is the main focus of the study.

Drawing upon some national patterns of relationships, the second chapter deals with executive-bureaucracy interaction under normal democratic successions. The cases cited relate to Great Britain, the United States, Chile, Mexico, and a few more, especially Saskatchewan, a province of Canada. Different patterns of executive-bureaucracy interactions operate in different countries and in different situations.

The third chapter is an extension of the second and deals mainly with the Philippine context under normal successions during the periods of Diosdado Macapagal and Ferdinand Marcos (1965-1972).

The fourth chapter deals with the process of Executive-Bureaucracy interaction under the authoritarian successions in the context of Korea during the regime of Park Chung Hee, and the Philippines under the Martial Law of Ferdinand Marcos.

The fifth chapter discusses the same theme in the light of the experiences of Thailand.

The sixth chapter based upon the experiences of Bangladesh under Mujib, Sandinist Nicaragua, and the Philippines under Corazon Aquino conceptualizes the executive-bureaucracy nexus leading towards redemocratization.

The seventh chapter summarizes the interaction patterns between the executive and the bureaucracy in a democracy during the periods of transitions. The two main types of patterns that are discovered are: the executive ascendancy and bureaucratic subordination, something which is obvious and too well-known; and the second, bureaucratic co-equality or sublation of the executive which is more of an analytic part of the study.

Finally, bureaucracy against democratization is something universal; bureaucracy tends to accumulate and concentrate power of decisionmaking, while democratization tends to devolve and decentralize.

The conclusion remains whether bureaucracy and democracy; whether bureaucracy for democracy. Bureaucracy and democracy are not anti-thetical; they co-exist. Bureaucracy and democracy are correlated; democracy without bureaucracy is a misnomer; the core point is the taming of the bureaucracy for evolution of the process of democratization leading to the sustained development of democracy.

The examples of the United States, the Great Britain, Mexico, Nicaragua, Saskatchewan State of Canada, then Thailand, Bangladesh, and the Philippines plus some other countries during transitions, combined together, present some kind of a model, somewhat spectrum-like model, along which a typology of bureaucracy for democracy can be analyzed and developed. The book comes out as an analytic model of 'bureaucracy for democracy' typology which is what Public Administration studies need today. The bibliography is rather comprehensive. The book will definitely serve as a handbook for readers and students of Public Administration in different countries.

The author deserves to be congratulated on conceiving and developing an idea which has been almost missing thus far from the literature of Public Administration. The joint efforts of the three institutions, viz., the College of Public Administration, the International Center for Economic Growth, and the Philippine Institute for Development Studies have been well worth this study. The book really fills a major gap in the area of Comparative Public Administration Study. Comparison and analysis have been chosen as the solid methods.

The reviewer takes pleasure in recommending that the book can go safely to the shelf of every reader and practitioner of Public Administration so that at leisure one can have a look at it and then reflect upon the pitfalls, and what can be the precise future role and responsibility of the bureaucracy for a sustainable democracy irrespective of the governmental transitions.

In the present age, the basic approach and the only vision is—'bureaucracy for democracy'—bureaucracy as the organization and functionaries, rules and procedures; and democracy as the system of governance in which people form the axis, social justice and welfare become the goal.

Amid struggles and transitions of her life, love of Ben, Benjie and Hiyasmin sustained the author, similarly, love of power and privilege on the part of the political executive and the career bureaucracy will sustain democracy through struggles and governmental transitions.