

SANPA Webinar Political Patronage in Asian Bureaucracy **-Bureaucratic closedness and patronage appointments-**

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Dr. Kohei Suzuki

Assistant Professor

The Institute of Public Administration

Leiden University, the Netherlands

<https://koheisuzuki.weebly.com/> X (Twitter) [@kohei2009](https://twitter.com/kohei2009)

Self-introduction

- Kohei (Ko-Hey) Suzuki
- Assistant Professor at the Institute of Public Administration, Leiden University, the Netherlands
- Japan, USA (Washington D.C. & Indiana), Sweden, and the Netherlands
- Ph.D. Indiana University, the U.S.
- The Quality of Government Institute, Sweden
- Comparative public administration/management
 - Bureaucratic structure
 - Managerial characteristics
 - Gender
 - Organizational performance
 - Bureaucratic attitudes/behavior
- [Google Scholar](#)

Topics

- Asian bureaucracies from a comparative perspective
- Missing link?: Bureaucratic closedness and patronage appointments
- The Quality of Local Government Survey results
- Systematic review of "meritocracy"
- Oliveira, E., Abner, G., Lee, S., Suzuki, K., Hur, H., & Perry, J. L. (2023). [What does the evidence tell us about merit principles and government performance?](#) *Public Administration*.

Typology of civil service systems

Bureaucracy from a comparative perspective

Two dimensions of bureaucracy focusing on personnel policies

1. Degree of political influence and bureaucratic autonomy (Peters 2013, Meyer-Sahling 2006)

- Politicization: principle of direct accountability to political masters
- Bureaucratic autonomy and meritocracy: principle of political neutrality
- Patronage is typically included

Typology of civil service systems

2. **Open and closed systems** (Bekke & Meer 2000, Dahlström and Lapuente 2017)

- **Open systems**

- Career mobility of officials who switch between public and private sectors
- More diverse and flexible access to the public sector
- Less distinction between the public and the private

- **Closed systems**

- Public service careers are restricted through formalized exams
- Public employees enjoy life-time tenure protection
- Special labor regulations are applied to public sector employees

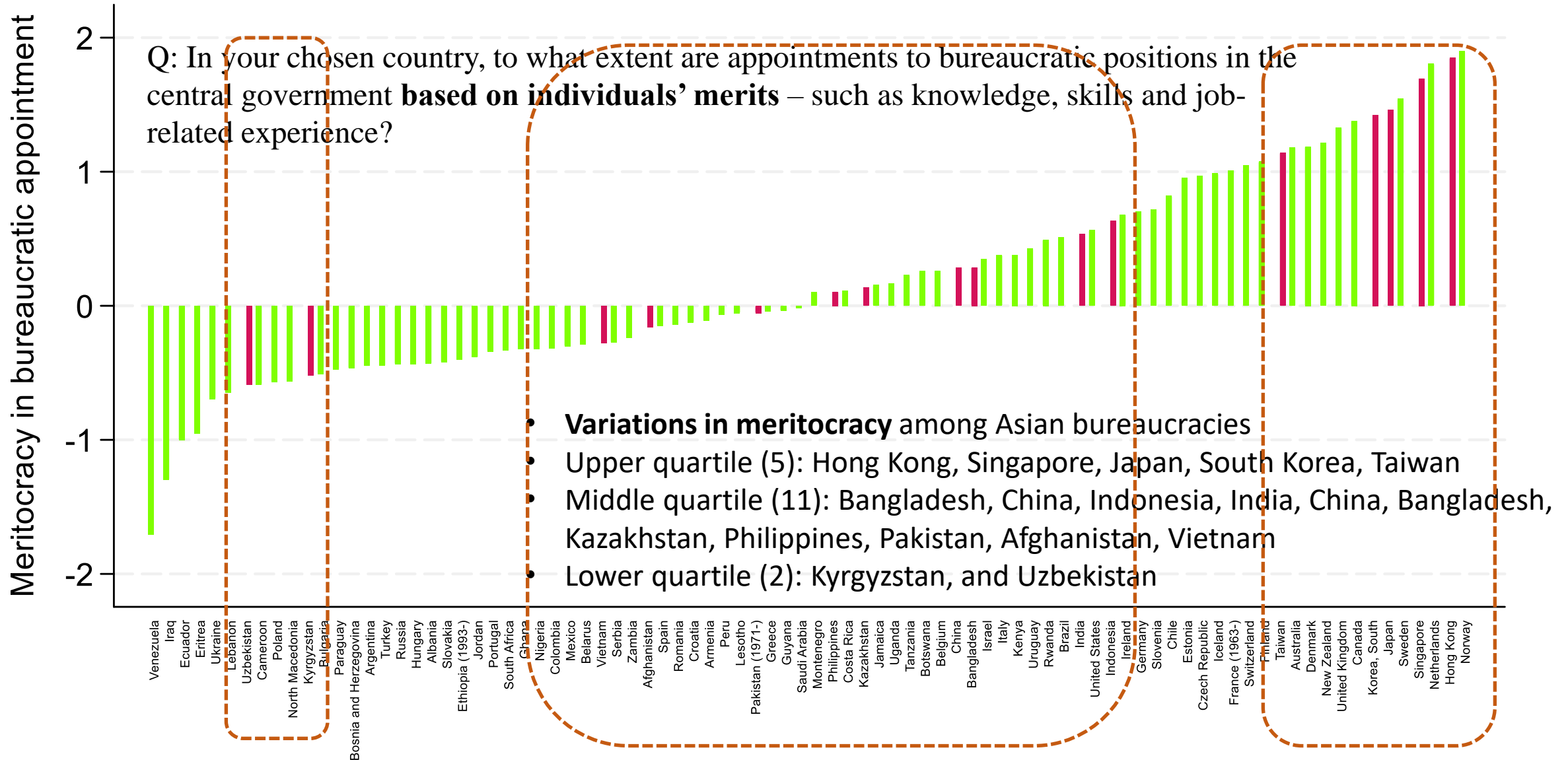
Four types of bureaucracy

Dahlström & Lapuente 2022

	Closed Civil Service System: internal promotion (principle of Law)	Open Civil Service System: external entries (principle of Management)
Politicization: (principle of direct accountability to political master)	<i>Legalistic Bureaucracy</i> Napoleonic tradition e.g. France, Spain , Italy, Greece High Importance of Merit High Importance of Political Connections High Importance of Internal Connections	<i>Populistic Bureaucracy</i> Democratic administrations before merit reforms and current emerging and transitional countries e.g. Machine-politics in the 19th US Non-Merit considerations: political and personal patronage
Autonomy: (principle of political neutrality)	<i>Weberian Bureaucracy</i> German tradition East Asian/Confucian tradition e.g. Germany, Netherlands, Japan , Taiwan, Singapore High Importance of Merit Low Importance of Political Connections High Importance of Internal Connections	<i>Liberal Bureaucracy</i> Anglo-Saxon tradition Scandinavian tradition e.g. UK, New Zealand, Denmark, Sweden High Importance of Merit Low Importance of Political Connections Low Importance of Internal Connections

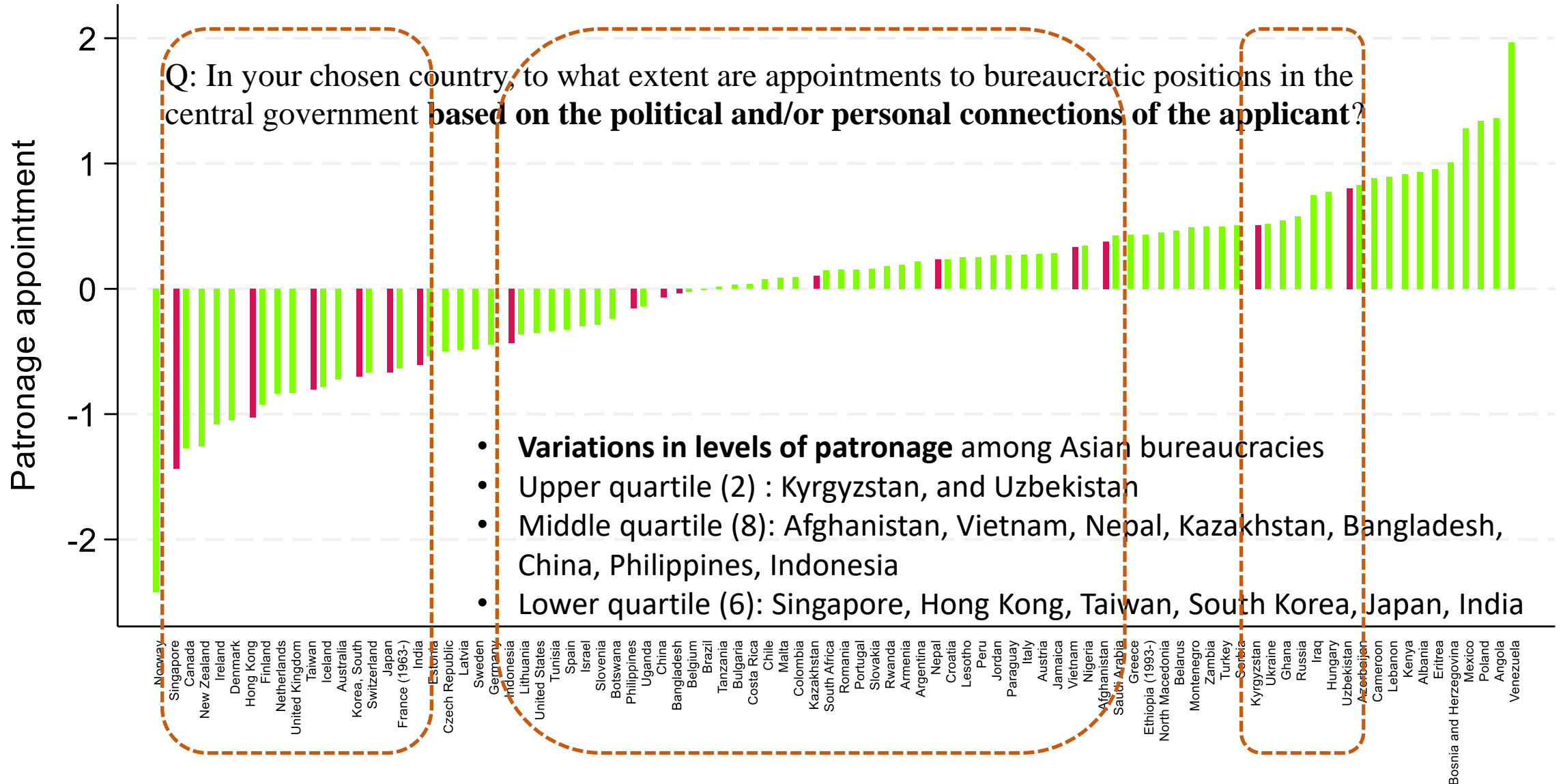
Meritocracy in bureaucratic appointment

:Asian countries highlighted including Central Asian countries



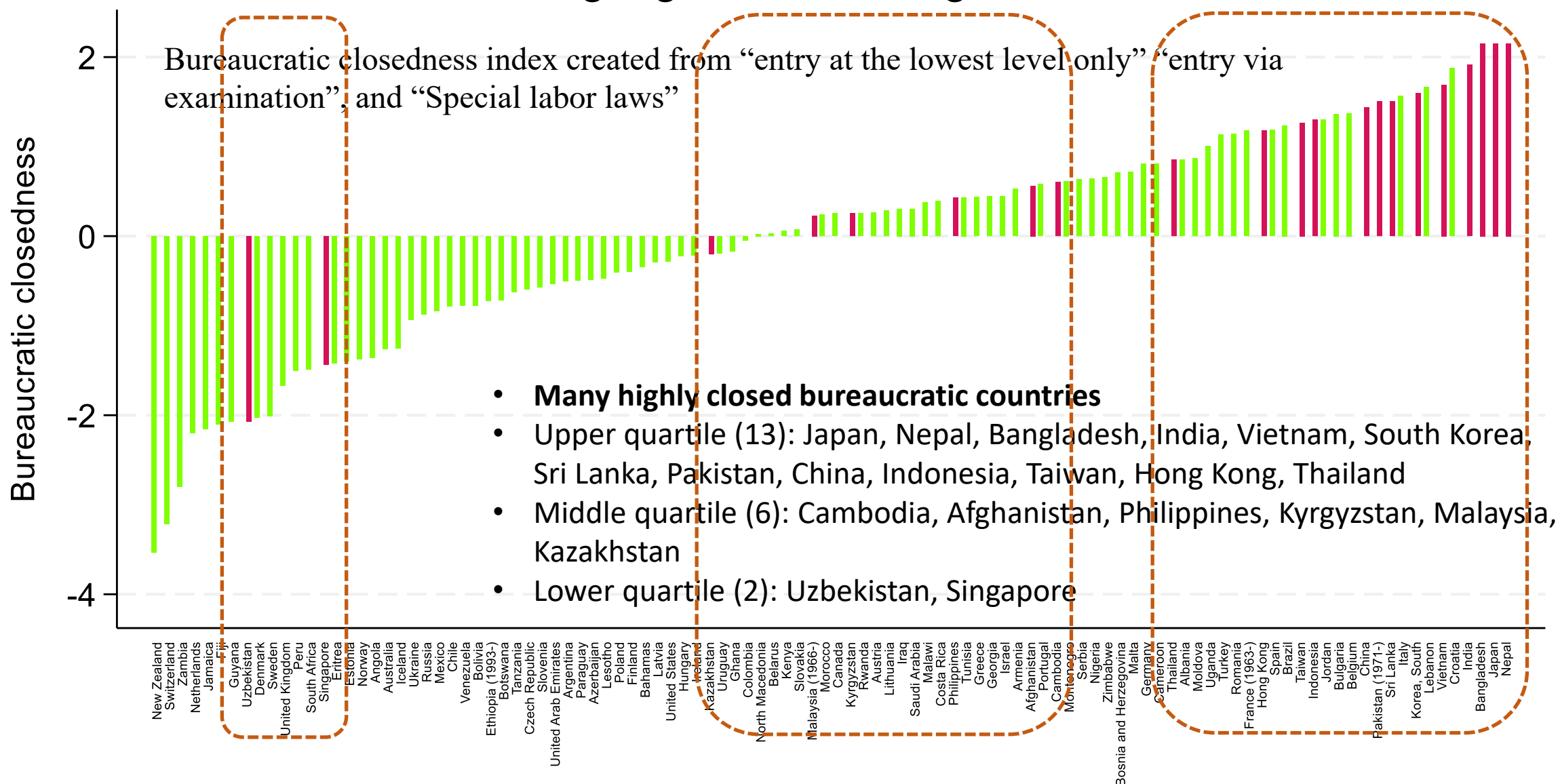
Patronage appointment across countries

:Asian countries highlighted including Central Asian countries

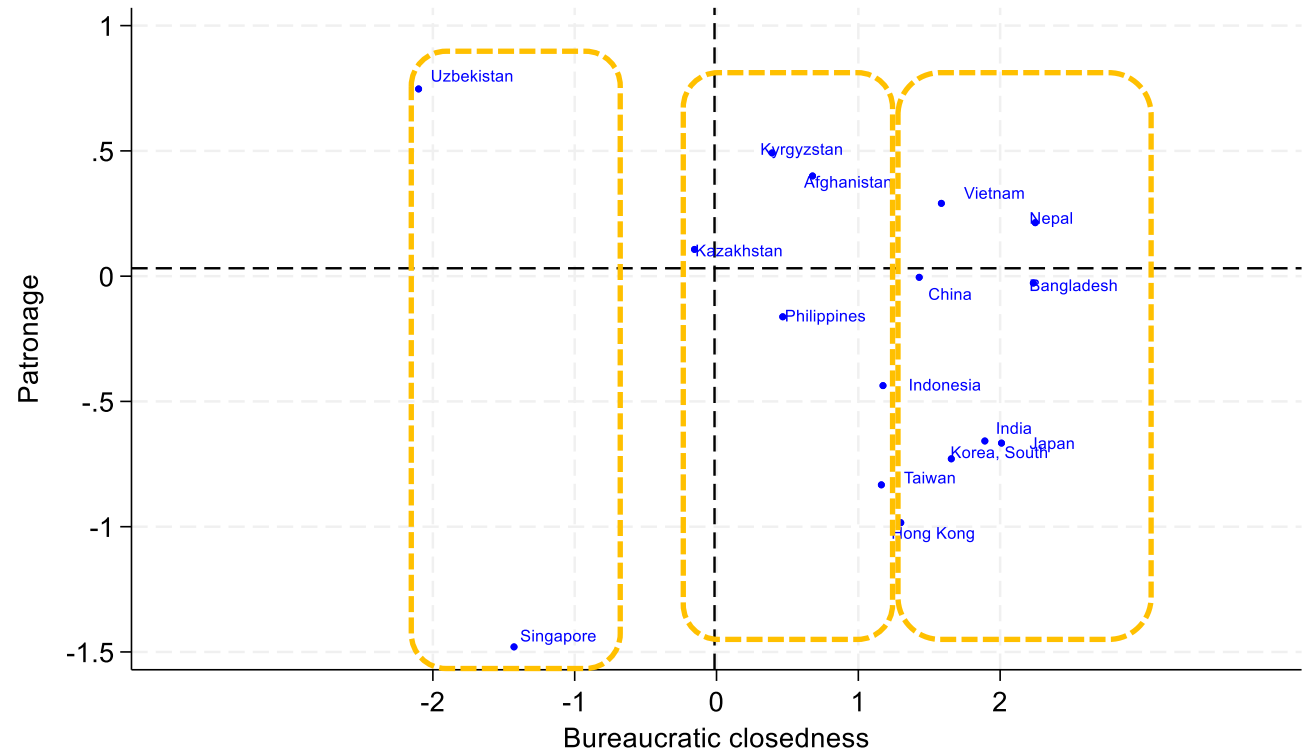


Bureaucratic closedness

:Asian countries highlighted including Central Asian countries

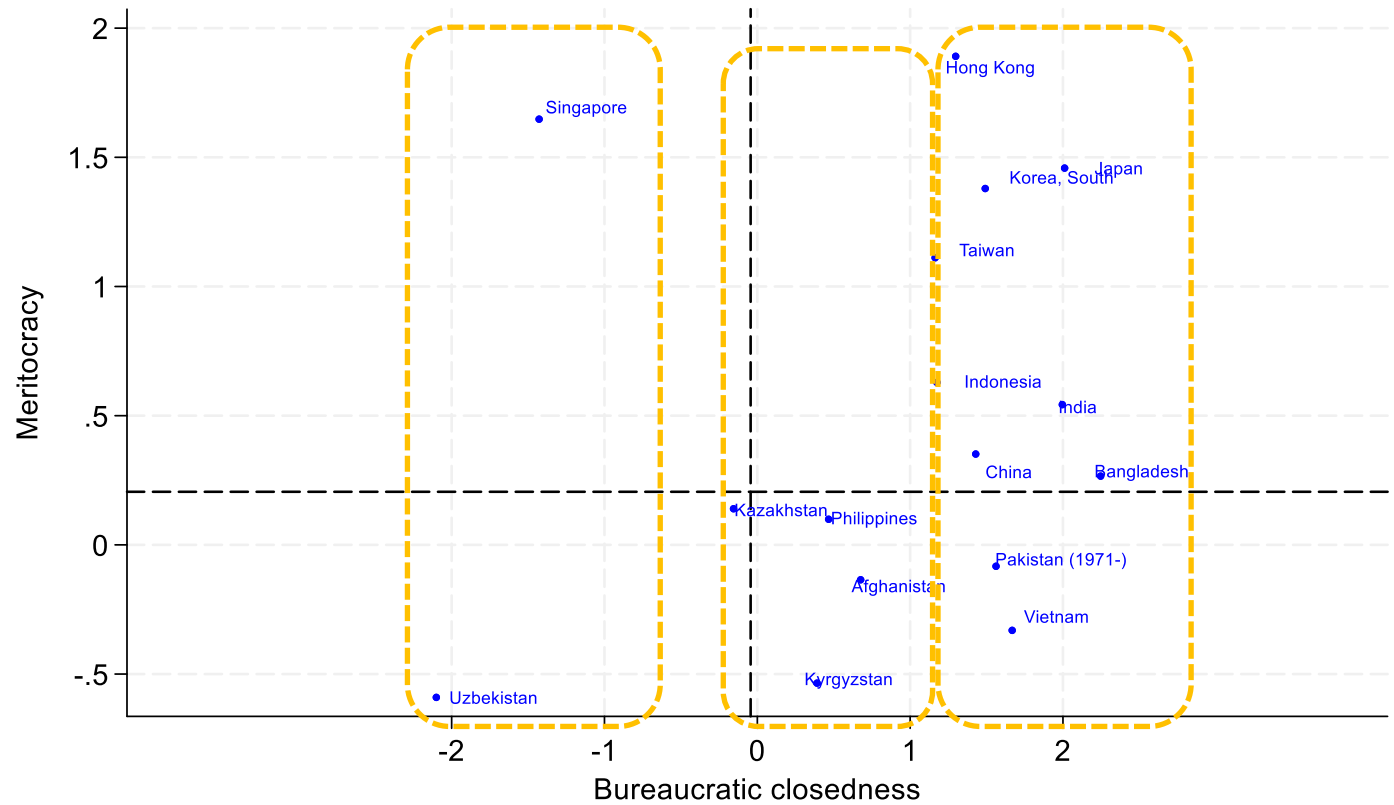


Asian bureaucracy from a comparative perspective



Similar levels of bureaucratic closedness-openness, but large variations in the degree of patronage in bureaucratic appointments

Asian bureaucracy from a comparative perspective



- Similar levels of bureaucratic closedness, but huge variations in the degree of meritocracy in bureaucratic appointments

Patronage appointments in a closed system

- Political patronage “political actors appointing individuals at their discretion to key positions in the public sector” (Peters, Knox, and Kim 2023)
- Most Asian countries adopt high level of **closed bureaucratic systems**
- But, theoretically closed bureaucratic systems **do not have much room** for **patronage appointments** and sometimes even for political appointees
- Japan
 - highly closed bureaucratic structures
 - High tenure protection, seniority rule, very limited mid-career appointment
 - Strictly limited political appointee both at the central and local government levels
- Nature and types of patronage appointments are different in closed and open bureaucratic systems?
- Do patronage appointments emerge in a different way?

The Quality of Local Government Survey

The Quality of Local Government Survey

- Funded by the Swedish Research Council 2020-2023
- Large-scale survey for middle-level and senior level individual public managers in local governments in Sweden, Spain, and Japan
- Main research interest
- Recruitment/promotion of civil servants in practice at the local level
- Civil servants' commitment to core public values and core principles (e.g. neutrality and impartiality, resistance against political pressure, etc.)
- Civil servants' attitudes toward innovation, gender equality, and impartiality



The Quality of Local Government Survey

- Target respondents
 - Sweden: all local civil servants in *Ledande* (leading) positions
 - Spain: all civil servants ranked above #24 (out of 30-level scale of public employees)
 - Japan: General employee positions above *kakaricho* (unit chief)
 - Target municipalities
 - Sweden: 290 (all municipalities)
 - Spain: 151 (those above 15,000 inhabitants)
 - Japan: 815 (all city level municipalities)
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Only in the seminar