

*PART THREE*

*GLOSSARY OF TERMS,  
BIBLIOGRAPHY  
AND  
INDICES*

## GLOSSARY OF TERMS

- Accountability:** Sometimes distinguished from responsibility. One actor is accountable to another if the latter may sanction and forbid his or her actions. Chains of responsibility run downward by delegation, chains of accountability run upwards. Accountability is a concept closely linked to good governance.
- Acculturation:** The process whereby an individual or group acquires the cultural characteristics of another through cultural contact. Acculturation is a one-way process, in which one culture absorbs another, and is to be distinguished from the two-way process of assimilation, in which homogeneity results from changes in both.
- Active Employment Policies:** Policies aimed at increasing employment of long-term unemployed job-seekers. AEPs also represent an effort to create realistic opportunities for those whose access to the labour market is limited and to use public tenders preferentially to ensure the employment of job seekers with 'job placement difficulties'. AEPs involve government action, not only regulations and incentives.
- Affirmative Action/  
Positive Discrimination:** Public and private sector policies designed to incorporate racial and ethnic minority group citizens and women into a variety of political, social, educational and economic institutions. The aim is to compensate for past discrimination or historical disadvantage. These policies have been adopted in a large number of democracies, but the term is usually applied to the United States, where the policy has been the subject of considerable debate.
- Arbitrariness:** The exercise of power is called arbitrary when no legitimate reason can be given for its use which has weight for anyone other than the person who exercises it. A power applied through law is not arbitrary. The instruments and culture of democracy are notionally the most effective means of curbing arbitrariness and making the state responsive to the aspirations of citizens.

- Assimilation:** A two-way process of cultural homogenisation in which different groups come to resemble one another more closely. Assimilation aims at the creation of a common ethnic identity through the merging of cultural and other differences.
- Autonomy:** Living under one's own laws or control over one's own actions. Autonomy of the individual is to be distinguished from autonomy of the state, of regions, groups or institutions. Types of autonomy with particular importance for minorities include: administrative, cultural, political and territorial.
- Bottom-Up Policies:** Policy measures or programmes initiated at the local or community level that can have a broader impact at the regional or state level.
- Bureaucracy:** A concept crystallised in the early nineteenth century used to refer to 'rule by officials'. Various slants have been attached to the definition depending on whether the collective body of individuals or the institutions of such rule should be the centre of attention. Its use has since been extended to cover the administration by trained professionals not just of the state but of all large organisations and is often used as a synonym for 'large organisation' that is resistant to change.
- Central/Local Relations:** In analysing central-local relations within a state's administration, the following key points should be considered: the scope and variety of the functions administered by the centre, localities and special agencies; the number and size of different local units and their relationships with one another horizontally and vertically; their relative shares of public revenues; the constitutional status of the various actors; and the political, economic and administrative controls over local units available to the centre or its agents.
- Centre of Government Institutions:** Core executive units of government. Depending on the prevailing constitutional system, these can be either the President's or Prime Minister's Office, or a combination of both. (Term introduced by the OECD Public Management Service.)
- Citizenship:** The term denotes the full and responsible membership of an individual in a state. In social science it has been used primarily to denote the status of individuals in the development of modern nation-states. Citizenship refers to rights which a state confers upon certain or all individuals in a territory over which it has control. Conditions of citizenship are determined within each state in accordance with its own legal provisions. Citizenship denotes a relationship between an individual and a state by which the individual owes allegiance and the state owes protection.
- Civil Society:** A broad definition is appropriate for the purposes of this book—the whole range of civic action independent of formal political institutions. Civil society thus includes cultural and recreational groups and asso-

ciations, religious organisations, economic relations, labour unions and other activities not owned or directly controlled by the state. It should be noted, however, that civil society and the state are not necessarily in opposition to one another but, ideally, should complement one another.

- Clientelism:** The term used to describe informal power relations between individuals or groups in unequal positions, based on the exchange of benefits. Persons or groups of higher status (patrons) take advantage of their authority and resources to protect and benefit those with inferior status (clients). Clientelism has been particularly noticeable in transitional societies, undergoing rapid modernisation.
- Consociational Democracy:** As the principal alternative to the more familiar majoritarian or Westminster-style type of democracy, consociational democracy is particularly suitable for the governance of plural societies that are deeply divided by religious, ideological, linguistic, regional, cultural, racial or ethnic differences and which form clearly separate segments. Its four basic principles are: executive power-sharing in the form of a grand coalition government; proportional representation; community autonomy; and minority veto.
- Corruption:** The use of the resources of public office for improper ends.
- Council of Europe (CoE):** The Council of Europe was founded in 1949 as a European Organisation for intergovernmental and parliamentary cooperation. Its statutory principles are pluralist democracy, respect for human rights and the rule of law. It has over 40 member states.
- Cultural Reproduction:** A means by which communities achieve continuity, self-recognition and are recognised by others as self-sustaining. Examples of tools of cultural reproduction are spoken and written language, symbols (such as flags), myths, memories, religious practices, rituals, written and oral histories.
- Decentralisation:** A system of governmental organisation that involves placing actual decision-making in the hands of units outside of the centre of power, either geographically or organisationally. The dispersal of authority and implementation from a central government to more specific jurisdiction, agencies or locations.
- Deconcentration:** The decentralisation of central government ministries. Deconcentration with authority means that regional branches of central government offices are created with limited ability to make independent decisions. Deconcentration without authority occurs when regional offices are created with no independent capacity for decision-making. All deviations from normal practice must be approved by the centre.

- Democracy:** Derived from the Greek *demos* (people) and *kratia* (rule or authority), hence 'rule by the people'. Although the root meaning is simple, both 'rule by' and 'people' have been interpreted in markedly different ways.
- Discrimination:** Any distinction, exclusion, restriction or preference related to ethnicity, race, religion, gender, socio-economic status or other means of differentiation which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of all rights and freedoms. Discrimination can be practiced by individuals, groups or institutions.
- Dual Subordination:** System of local-central government relations in which the local self-governing authority is subject to the control of both the local political party administration and to the control of the next level of public administration.
- Dual System of Local Government:** System in which local self-governing authorities are institutionally separated from state administration institutions; the state administration does not have a representative at local self-governing authorities.
- Equal Opportunity Policy:** A concept closely linked to affirmative action and which aims at the attainment of a representative public service (bureaucracy) depending largely on the extent to which various groups in society have equal access to employment in the public service. It includes government programs that promote equal opportunities for segments of the population which historically have been underrepresented.
- Ethnic Group:** A concept which is both controversial and difficult to define but most theorists agree that an ethnic group is self-aware and possesses some degree of coherence and solidarity, and is composed of people united by common interests, common real or perceived origin and historical memory.
- European Union (EU):** First established as an organisation of economic co-operation in 1951 between six European countries. After fifty years and four waves of accession, the EU today has fifteen member states and is preparing for a fifth enlargement towards Eastern Europe. The EU's main institutions are: the Council of Ministers, the European Commission, the Committee of Permanent Representatives, the European Court of Justice and the European Parliament. Over the past fifteen years, political issues and broader integration have become increasingly important.
- Federalism:** The constitutional division of power between a central or national government and a series of subnational governments. Federal systems accommodate both regional diversity and political unity.
- Fiscal Decentralisation:** The division of public expenditure and revenue between levels of government, and the discretion given to regional and local governments to determine their budgets by levying taxes and fees and allocating resources.

- Fused System of Local Government:** System in which a representative of the state administration either directs or is part of the executive body of local self-governing authorities.
- Globalisation:** At a minimum, globalisation can be described as primarily an economic process in which the globe is rapidly becoming a single, fused economic unit, driven partially by the formation of regional trading blocs, but increasingly across the globe. This is made possible by the current communications and information technology. In addition, efforts to bring more orderly and reliable responses to social and political issues that go beyond capacities of states join this economic process.
- In-Service Training:** Training of officials that have already worked for a certain period in the Administration, with the purpose of improving their capacities or as part of a promotion system.
- Initial Training/  
Pre-Service Training:** Training directed at those aspiring to be civil servants. If this training is directed at civil servants that have been recruited but have not yet taken up their position in the administration, the term 'post-entry initial training' is also used.
- Integration:** A social, economic and political process through which distinct identities of various groups are preserved and respected to a certain degree, but are brought into mainstream society. To be distinguished from marginalisation, segregation, acculturation and complete assimilation.
- Inter-Cultural Education:** A type of education in which pupils from different backgrounds are taught in the same classroom or system, and are able to learn about each other's as well as their own culture and history, in the language of the majority or in mixed schools administered in the language of the majority.
- Legitimacy:** A concept denoting one or more aspects of the lawfulness of a regime, its representatives and their 'commands'. It is a quality derived not from formal laws or decrees but from social acceptance (or acceptability) and appropriateness. It has become central to debates over how and whether rulership, government or power is validly exercised, and about the extent, grounds and sources of such validity.
- Minority:** There are no internationally agreed definitions of what constitutes a minority, but it is generally acknowledged that it is not for the state to determine who is a minority. Most often, minorities are identified by both subjective and objective criteria, including self-identification with the group, national, racial, ethnic, linguistic and religious elements which distinguish the minority from other population groups in a country.
- Minority Self-Government (MSG):** Institutions established in Hungary to protect the cultural autonomy of minorities. MSGs are elected by minorities who have a right of consent over issues that are of primary concern to them, such as culture,

education, languages and the media. On other matters that directly affect them, they are given consultative rights. These bodies may also establish and maintain cultural and educational institutions. MSGs exists at both local and national levels.

- Marginalisation:** The state of being excluded from social, economic, political and other spheres of mainstream society, on grounds of race, religion, ethnicity, gender, culture or other distinction.
- Multi-Cultural Education:** Multi-culturalism highlights pluralism and the need for separate 'spaces' within which groups can develop their own culture. Multi-cultural education implies a need for teaching in minorities' own languages, cultures and histories, potentially in separate environments.
- Multi-Culturalism:** A concept that highlights pluralism and the need for separate 'spaces' within which groups can develop their own culture. A term originally used in the 1970s to discuss the incorporation of immigrants into Western European countries and the United States.
- Multi-Ethnicity:** A concept which explicitly rejects the idea of full acculturation and assumes that different ethnic and language groups will live in the same state and sustain their different languages and cultures. Recognition of multi-ethnicity demands a level of sensitivity and accommodation by all groups to the demands of the others. In political terms, this means a degree of power sharing, along the lines of consociationalism.
- Nation-State:** A fusion of two dissimilar principles, the one political and territorial, the other historical and cultural. The 'state' element signifies the modern, rational, autonomous state that came to fruition in the early modern period in Europe. The 'nation', defined as a named human community with a myth of common ancestry, historical memories and standardised mass culture, possessing a single territory, includes elements of ethnic cultural and 'civic' features. The great majority of so-called nation-states are poly-ethnic in composition. The homogeneous nation-state remains a powerful, though no longer universal, political ideal.
- Nationalism:** A political doctrine and sentiment that suggests that the legitimate political unit is coextensive with the national unit. On this theory, legitimacy and political propriety are violated if some members of a given nationality are incorporated in political units dominated by other nationalities, or if their own unit has an excessive number of members drawn from other nationalities.
- Official Language:** The language used by the state and agents of the state for government purposes and in its communication with citizens. The designation of the majority language as the only 'official' language often excludes minority individuals and groups from the public sphere and often makes the relationship between minorities and government officials and institutions more difficult.

- Ombudsman/  
Ombudsperson: An official authorised by statute to investigate complaints from citizens about improper, unfair or discriminatory treatment by public servants and state authorities. He or she reports to the legislature and is independent of the political executive and the bureaucracy. In general terms, the Ombudsperson stands as an impartial intermediary between the bureaucracy and the individual citizen.
- OSCE: Organisation of Security and Cooperation in Europe. Created originally as the Conference for Security and Cooperation in Europe (CSCE) in the early 1970s as a forum for dialogue and negotiation between East and West in the Cold war period. The CSCE functioned as a conference of 35 States until 1990. Today the OSCE has 53 Participating States from Central Asia to North America. Areas of activity include questions related to security in Europe, cooperation in economics, science and technology, environment and humanitarian and other fields.
- Parallel Bureaucracy: A system in which the state administration is 'shadowed' and controlled by the administration of the leading political party at most or all levels of the hierarchy.
- Parliamentary System of Government: A system in which the government derives its mandate solely from the parliament. There may be a separate presidential office, the incumbent of which is indirectly elected or appointed.
- Political Participation: The act of taking part in the formulation, passage or implementation of public policies. This broad definition applies to the activities of any person, whether an elected politician, a government official or an ordinary citizen, who is active in any way in the production of policy within any type of political system. Some scholars add that participation must be voluntary and genuine.
- Politicisation of Public Administration: System of management of public administration in which appointments, recruitment and dismissal of civil servants is dependent mainly on their political affiliation rather than on professional competence. The degree to which an administration is politicised is determined both by the hierarchical level down to which political motives are the predominant element in the recruitment, promotion and dismissal process, and by the degree to which political motives influence these decisions.
- Presidential System of Government: A system in which the president appoints and heads the government.
- Public Administration: Institutional arrangements for the provision of public services, incorporating the complex of agencies, authorities and enterprises, the formal rule structures, mixes of instruments and conventions of behaviour which describe the organisational means of service delivery.

- Public Policy:** A purposive course of action taken by public persons, groups or the government within a given field addressing some problem or matter of public concern.
- Public Services:** Services and goods provided to the public to meet different social needs that cannot be delivered by individual efforts. Traditionally, public services were provided by community institutions; in modern societies, they are provided by the state, and in post-industrial societies they are provided by the state, the private sector and non-profit organisations.
- Public Sector:** That part of the political economy controlled or funded by the government—national, state, provincial or municipal.
- Racism:** An ideology proposing a hierarchy of groups based on racial characteristics that legitimises exclusion of and discrimination against racial groups perceived as inferior. Racism as a doctrine makes an association between race and social, cultural and moral worth.
- Regionalisation:** A concept referring to the creation of a new level in a state's territorial organisation. Regional institutions can vary widely in terms of bodies, responsibilities and powers, but they are always superimposed on existing local institutions. They can be defined broadly, including regions that are merely subordinate levels of the central government, or narrowly, whereby the only expression of regionalisation is the region as a territorial authority.
- Rule of Law:** A political ideal to which a state's constitutional arrangements should give effect. At its most basic, the concept merely implies a preference for law and order as opposed to anarchy and strife. Generally, the concept implies also what is sometimes called the principle of legality: that government must be conducted according to law. Most formulations of the concept go even further and include a moral or political content in order to guarantee that fundamental values are not infringed.
- Secession:** The act of leaving a federation or confederation. For the purposes of this book, the term is often used with reference to fears of central governments of secession by territorially compact minorities
- Segregation:** The establishment by law or by custom of separate institutions of education, separate facilities of leisure and recreation, and perhaps even separate kinds and places of work, for people belonging to different groups, usually defined in terms of race, caste or ethnicity. Integration aims at reversing segregation.
- Self-Determination:** A doctrine justifying the autonomy and independence of an individual or group conceived as possessing a distinctive identity and free-will. Inherent ambiguities in the term include the question of who exactly constitutes the 'self' (e.g.—the national) and to what degree the self can 'determine' its status, condition or future (i.e.—whether it automatically extends to full territorial independence).

- Self-Government:** A condition in which an individual or collectivity manages his/her own affairs and resources, and is solely responsible for his/her actions and destiny. More narrowly, a doctrine commending the virtues of autonomy or living according to one's distinctive 'inner rhythms', which require freedom from external constraints.
- Semi-Presidential System of Government:** A system of government which has a dual executive, based on different electoral mandates. The system has a directly elected president as well as a government dependent upon the support of the parliament.
- Separatism:** A movement that takes as its starting point the principle of self-determination of peoples, and the opinion that sovereignty over a given territory is only legitimate when it results from the consensus of those people living within that territory. Separatists generally regard the state as an institution of national self-organisation, and therefore ethnic homogeneity and cultural consensus become ideological elements for the political and territorial separation based on these criteria.
- Sovereignty:** The condition of exercising supreme authority. A sovereign may be an individual person or a collective identity. In the modern era, a term generally applied to states. 'State sovereignty' can be defined as either legal or political freedom from external control. In recent years, the nature of state sovereignty has changed as states are increasingly integrated in supranational organisations.
- State:** In its modern definition as a form of political association was generally agreed upon in the nineteenth century, though the term still eludes specific definition. States have a distinct territorial character, sovereign authority from both an internal and external standpoint, resources of physical power at their disposal, a legal personality, and are distinguished by bonds among their members. Without question, contemporary forces, such as globalisation are changing the nature of the state, its boundaries and the relationship between states and citizens.
- Statutory Instruments:** The rules, regulations and orders made by the executive under designated legislative authority.
- Subsidiarity:** Principle stating that decisions should be taken at the lowest appropriate level. Subsidiarity is commonly argued to be the best form of governance to address minority/majority issues.
- Territoriality:** An emotional or passionate connection or bond with a particular territory or 'homeland'. Territoriality is a powerful component of national identity, and its presence or absence is sometimes used to distinguish between 'nations' and 'ethnic groups'.
- Top-Down Policies:** Policies or policy programmes designed and initiated by the central government—i.e., state-directed policies. Top-down policies are implemented but do not originate at the local level.

- Transparency: The duty of those responsible for the management of resources to report, openly and fully, on their intended and actual use of those resources. Without transparency, there can be no true accountability.
- Unitary System of Government: A unitary government is characterised by a single level of government for the entire country. There are no regional or local governments acting independently of the national government. The national government usually delegates specific powers to locally constituted bodies or functionaries who are responsible to the national government for their action. The most emulated example of this form of government is the French system.
- United Nations (UN): Formally established in October 1945, in the aftermath of the Second World War, when its basic constitutive instrument, the UN Charter, entered into force for the 51 founder states. The UN is comprised of special agencies, funds and programmes and among its central organs are: the General Assembly, Security Council, Secretariat, International Court of Justice, and the Economic and Social Council (ECOSOC).
- Xenophobia: A psychological concept describing certain persons' disposition to fear or abhor other persons or groups perceived as outsiders.

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