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TRENDS OF THE GLOBAL EVOLUTION OF STATE GOVERNANCE SYSTEMS

The article outlines the main trends of the global evolution of state governance systems, namely, governance principles universalization, extension of public participation in state governance, e-government development, essential change of the centralization and decentralization balance from their unity on the centralization base to their unity on the decentralization base, new public management spreading, public services systems development, state policy adaptation to governance globalization processes, transit from hierarchy models domination to network models prevalence in governance systems establishment.

The research shows that within all specified trends the characteristic peculiarity of changes consists in their orientation first of all to rebuilding of state governance processes and technologies. New social conditions cause directly necessities of process-technological changes in the governance system and according there to structural and functional transformations of this system take place.

Key words: *state governance system; trends of the global evolution; good governance; governance globalization; public participation in state governance; open government; new public management; public services.*

Виділено основні тенденції глобальної еволюції державно-управлінських систем: універсалізацію управлінських принципів, збільшення участі громадян в управлінні державою, розвиток електронного уряду, значна зміна співвідношення централізації та децентралізації від їхньої єдності на базі централізації до їхньої єдності на основі децентралізації, поширення нового державного (публічного) менеджменту, розвиток систем надання публічних послуг, адаптація державної політики до процесів глобалізації управління, перехід від домінування ієрархічних до переважання мережевих моделей побудови управлінських систем.

Показано, що в межах усіх зазначених тенденцій характерна ознака змін – орієнтація передусім на перебудову процесів і технологій державного управління. Нові суспільні умови безпосередньо зумовлюють потреби процесно-технологічних змін у державно-управлінській системі, а вже відповідно до них здійснюються організаційно-функціональні перетворення цієї системи.

Ключові слова: *державно-управлінська система; тенденції глобальної еволюції; належне врядування; глобалізація управління; участь громадськості в управлінні державою; відкрите врядування; новий державний менеджмент; публічні послуги.*

Problem formulation. From point of view of the one of management science gurus Peter Drucker, there are no poor and rich countries in the present world, but ill and well

governed states. Therefore, the issues of essential state governance improvement are the matter of government higher attention in majority of states. In Ukraine the need of new governance system establishment is recognized on the higher state level. In the "Ukraine–2020" Sustainable Development Strategy the state governance reform is defined as priority reform aimed at building of a transparent state governance system, establishment of a professional civil service institute, and providing for its effectiveness. The result of reform implementation shall be consisted in establishment of the effective, transparent, open and flexible public administration structure with e-government technologies application. This system has to be able to develop and implement an integrated state policy directed at sustainable social development and adequate reaction on internal and external challenges.

While implementing the domestic state governance reform it is reasonable to consider that state governance systems have in the overwhelming majority of countries experienced and have experiencing essential transformations in last decades of the 20th century and at the dawn of the 21st century. Such transformations along with national features are characterized by sufficiently sustainable general directions. These directions may be named as ***global trends***. In our opinion, their understanding and taking into consideration are very important while reforming the Ukrainian state governance in view of international integration processes, in particular, our state course for the European integration. Domestic reform shall be focused on the best world patterns and it shall form the advanced mode of the state governance system.

Analysis of recent researches and publication. Separate general directions of the evolution of state governance systems in different states have been reviewed by V. Bakumenko, G. Bouckaert, M. Gramberger, I. Kresina, P. Nadolishni, M. Nikos, C. Polidano, C. Pollitt, I. Radzievsky, Yu. Surmin, V. Tsvetkov, R. Work et al. Important sources of the relevant information are UNDP, World Bank, OECD papers, surveys, reports etc. But in mentioned researches the attention was not paid to comprehensive studying of the global transformations of state governance systems.

Purpose of the article is to point out and generalize the main trends of the global evolution of state governance systems.

Main material. Among of global state governance systems transformation trends it is reasonable to point out, first of all, changes related to development of the conception and, accordingly, of the basic principles system for good governance. As a rule, these principles are referred to the following: respect for human rights; rule of law; public participation; openness and transparency; responsiveness; consensus orientation; justice; nondiscrimination; effectiveness and efficiency; accountability; strategic vision [*1*, 31]. From point of P. Nadolishni's view, the "governance" concept is related to the governing side of public authority system functioning entirely in the country and not as such, but of a certain type. On the one hand, this concept refers to the practice of governance of the state affairs at all levels, and, on the other hand, it covers mechanisms, processes, and institutes, therethrough individual citizens and their groups express and agree own interests, exercise own legitimate rights, and fulfill own civic responsibilities [*2*, 40].

It is pointed out in monograph "State governance reforms: theoretical-methodological substantiation and directions of implementation" (2008) that the basic principles system for good governance is being introduced in state governance practice of many countries on different continents under active influence of supranational regional unions and international organizations [*3*, 97]. The foregoing allows pointing out the ***global trend to governance principles universalization*** consisting in spreading of the basic principles system for good

governance around the world. This system is acquiring the importance as universal ground of the state and local governance constructing and functioning. A significant convergence of state governance systems and elaboration of some set of their general performance standards are being traced in the world as a consequence of the mentioned universalization.

The good governance conception is connected with the process of citizens' status change with regard to decision making processes in government bodies from passive contemplation to active participation. In monograph "Theoretical and methodological problems of governance strategies development and implementation" (2008) the public participation model including five levels, in particular, information, consultation, cooperative decision making, cooperative actions, and support of independent public activity, is specified. This model as well as the other similar models is built with due regard to public involvement degree in decision making process, and it reflects main stages of relations development between authorities and citizens [*4*, 26].

An occurrence of the "open government" conception has become a new stage in development of interactions between authorities and public. Open government mechanisms are aimed at allowing citizens to be aware of all state bodies' activity, to control this activity, and to participate in state decision making. Ideas of open government are promoted at the world dimension by the international organization "Open Government Partnership". General ideology of the open government is specified in the Open Government Declaration (2011). In particular, this document claims that people demand more government openness and civic participation in public affairs, seek ways to increase transparency, accountability, responsiveness, and effectiveness of their governments around the world [5].

As a result, it is essential to point out the ***global trend for extension of public participation in state governance***, in particular, worldwide spreading of mechanisms and technologies of interactions between authorities and public, by means of which the citizens' interests, needs, values, and problems are considered to the greatest degree in decision making processes in state and local government bodies.

The mentioned trend is closely associated to the development of information technologies been, among others, transformed into the powerful supporting tool for public participation in state governance. Four directions of the e-government development are traced in the UN E-Government Survey 2014, in particular, information, public service delivering, e-participation, technical tools for information and service provision. In particular, regular quality improvement of the content and design of government sites is taking place, and the perception of importance of necessary and timely information provision is growing as well. As at 2014 government sites included search systems in 168 countries, contained the update information for the last 3 months in 148 countries, provided with maps and site indexes in 131 countries, and granted the access to information at least in two languages in 142 countries. Government bodies are expanding information subjects and volumes, and are increasing the variety of the information provision [*6*, 51].

It is essential to emphasize substantial progress with regard to citizens' e-participation in state governance. Mentioned UN Survey 2014 demonstrated spreading of interactive communications practice, specifically, through social media such as Facebook and Twitter (in 71 countries), discussion forums (in 51 countries), online polls (in 39 countries), e-petitions and e-voting systems (in 18 countries) [*6*, 69]. An interesting practice consists in e-consultation holding by European Commission through special portal "Your Voice in Europe". Information about e-consultation is placed with description of document title, policy

sphere, consultation end date, additional information in this portal. "Additional information" heading includes information about target group of document under discussion, consultation aims, terms, subjects and means of proposals submission, links to the document text, and contacts of appropriate European Commission department etc. [7].

The above data indicate the ***global trend to e-government development***. For example, in the sixth Volume of Encyclopedia of Public Administration (2011) e-government is understood as a state governance organization form promoting effectiveness, openness and transparency of the state and local government bodies' activity using informational-telecommunication technologies for the formation of new state type intended to meet citizens' needs [*8,* 132].

Starting from 1980s, the introduction of decentralized models of the state governance became a one of leading directions of the state governance transformations in different world regions. According to World Bank experts, in the last quarter of the 20th century approximately 75 countries around the world made efforts relating to transfer of state powers from the central level to lower levels of the governance [*9,* 1]. According to the results of V. Malinovsky, in the Western countries decentralized state has become a dominant form of the state organization in the late 20th century, and a view on decentralization as a way of increasing public governance effectiveness has become prevailing in the governance theory. Former socialist countries of the Central and Eastern Europe moved in line with similar course [*10,* 160]. In fact, the regionalized state conception is prevailing for today in EU member states, local and regional autonomy have become the principles of the European constitutional law. Active decentralization processes took place in Asian, African and Latin American countries in 1980s and 1990s as well.

Thus, world processes pass in the tideway of state governance decentralization, which is understood, in accordance with UNDP terminology, in wide meaning as the transfer of governing powers and responsibility for public functions performance from the central state government level to lower levels of the state government, local government bodies, semiautonomous state structures, nongovernmental organizations or private sector [*1,* 45].

Undoubtedly, the decentralization has certain borders beyond which it becomes destructive for society therefore it has to unite reasonably with centralization. Hence, it is essential to agree with Yu. Surmin, who talks not about trend to decentralization as such, but about ***trend for essential change of the centralization and decentralization balance from their unity on the centralization base to their unity on the decentralization base***, as well as about fast change of the balance model depending on threats arise to stability and unity of state and society [*11,* 8].

One of the main directions of fundamental changes in theory and practice of the state governance consisted in introduction of the new public management. Its core content is the implementation of innovative managerial approaches, which adopt mechanisms and technologies from business management. New public management had spread around the world due to the "Weberian" paradigm of public administration to be recognized to a great extent as non-compliant with conditions and needs of the social development. The wave of managerial reforms had started in Great Britain and New Zealand and had covered the USA, Canada, Australia, the Western Europe countries, a number of Latin American, Asian and African countries during 1980s and 1990s [*12,* 26–28, 192].

Hence, ***a spreading of the new public management has become the global trend***, in particular, a propagation of the managerial model in state and local governance, which through adaptation of business management approaches is directed to satisfaction of the

citizens as clients and to maximally effective achievement of concrete results. Within this trend the main transformations were directed at implementation of the three "E", specifically, economy, effectiveness, and efficiency, and were including a set of directions connected with strategic planning and budgeting, accounting and audit of public sector organizations, quality assessment of such organizations performance, structure of the public authority system and related organizations, and human resource management [*1*, 56–62].

Concentration of attention on public services quality became a significant part of public management reforms been gradually separated into independent direction of state governance transformations. In particular, this direction was developing actively during 1990s in OECD countries aimed at improvement of state sector organizations reaction on the public needs [*13*, 24–26, 95–96]. A great number of developed countries had introduced a system of governmental bodies' performance assessment, including as for administrative services provision, which is based on expectations and preferences of customers. Special citizen's (customer's) charters were implemented with lists of public services quality standards in Belgium, Canada, Great Britain, Greece, Ireland, Italy, Republic of Korea etc. [*13*, 15; *14*, 42–44].

There were selected administrative services among public services, delivered by state and local government bodies, by other authorized persons, and provision of which is related to the power exercise. Various models of the administrative services provision realizing "single window" and "service supermarket" approaches had arisen and developed. As a result, the ***global trend of public services systems development*** had spread. However, the priority significance is given to e-services. For instance, still in 2001 the EU countries agreed the unified list of e-services for all "e-Europe" participators, which includes 20 basic public e-services: 12 – for citizens; 8 – for organizations. Administrative services provision has become one of the important special functions of state governance bodies. It takes a separate place among such functions because it is crossed with others, i.e. it has a cross-cutting nature.

UN E-Government Survey 2014 demonstrated that in 2014 in number of countries citizens had opportunities to obtain in electronic form such widespread services as: submit income taxes – in 73 countries; register a business – in 60 countries; apply for social security benefits – in 46 countries; apply for a birth certificate – in 44 countries; pay fines – in 42 countries etc. According to UN Online Service Index 2014 three best countries regarding e-services were France, Singapore and Republic of Korea [*6*, 47, 52].

The next direction of the state governance systems evolution is conditioned immediately by need of their adaptation to processes of global governance structures and mechanisms forming. State governance had been transformed substantially under influence of mentioned processes in two aspects. One of them became changes in internal state policy establishment in all social spheres, particularly, concerning member states of supranational unions to the greatest degree. The second aspect consists in organization of activity allowing assurance of national interests in policy making processes on the supranational level in the best way.

Consequently, ***a state policy adaptation to governance globalization processes*** may be considered ***as global trend*** consisting in changes of state policy making principles and mechanisms, at first, for the purpose of orientation of the political decisions made at the supranational union level or at the international organization level in favor of national interests, secondly, aimed at guarantying the precise and timely execution of these political decisions. Within given trend state governance transformations were connected with each other, and it is essential to point out such main directions among them as:

– the change of internal state policy making principles and mechanisms;

– the introduction of special mechanisms at the national level for coordinated

development of proposals and draft decisions further adopted at the level of supranational unions or international organizations;

– the organization transformations for guarantying the functioning of new mechanisms for both internal policy making and development of proposals and draft political decisions of supranational significance [*1,* 37–38].

Important ***global trend*** of the state governance systems evolution at the present is a ***transit from hierarchy models domination to network models prevalence in governance systems construction***. Network models stipulate existence of equitable and equivalent subsystems set in which power is shared without subordination. Decision making in network stipulates regular harmonization of participators interests by means of complex rules and procedures in which negotiations play a mail role. The political (social) networks conception became a theoretical ground for network models. In the textbook "State governance: theory foundations, history and practice" political (social) networks are defined as a set of relatively stable interrelations between not hierarchical and interdependent subjects been joint by common political interests and make resource exchanges for such interests realization in recognizing that cooperation is the best way to common goals achievement [*15,* 18].

According to I. Radzievsky, the network approach stipulates a loss be the state of leading role in social governance [*16,* 26]. New structure of governance relations develops through conflict between centralized hierarchy and network self-organization with attaining a dominance role by the latter. At the same time, under such approach an unsolved question consists in way through which amorphous network structures will form a long-term social development strategy, perform coordinated government and resolve contradictions between governance participators.

Conclusions and further researches directions. Performed analysis allows pointing out such trends of the global evolution of state governance systems:

– governance principles universalization;

– extension of public participation in state governance;

– e-government development;

– essential change of the centralization and decentralization balance from their unity on the centralization base to their unity on the decentralization base;

– new public management spreading;

– public services systems development;

– state policy adaptation to governance globalization processes;

– transit from hierarchy models domination to network models prevalence in governance systems establishment.

Within all specified trends the characteristic peculiarity of changes consists in their orientation first of all to rebuilding of state governance processes and technologies. New social conditions cause directly necessities of process-technological changes in the governance system and according thereto structural and functional transformations of this system take place. Hence, an adaptation of foreign reforms experience regarding governance processes and technologies is expedient for achievement of new state governance quality in Ukraine.

Every trend pointed out herein includes a set of changes in the state governance system. Therefore advanced research perspectives are determined by needs of in-depth analysis of these changes from the viewpoint of their adaptation possibilities in the domestic context.

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