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**Review article**

## Good governance, new development model

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ABSTRACT

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Today's world, which is called ultra-modern world, develops special political, cultural, social and economic requirements and necessities; whereby new relationship between state and nations is required. In the past, state played important role at develop or produce services or goods, Today's state relationship and other departments will provide Possibility of developing. For this reason, extensive efforts have been made to achieve suitable pattern of development with focus on sustainable development, so structural system and relationship between departments have been surveyed. Good governance pattern focus on accountability, Consensus-oriented, partnership, law-oriented, efficiency, clarity, responsibility and justice and designs a modern system according to interaction between triple departments of state, private and civil which Latent abilities and talents in the society are used to present effective public services, reinforce effective civil Institution and economic growth in collaboration with economic department.

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## 1. Introduction

Today's world which is called ultra-modern world develops special political, cultural, social and economic requirements and necessities; whereby new relationship between state and nations is required. In new situation, life of the welfare state is over and most of traditional tasks and roles of state are assigned to other department of society or citizens and state is engaged in management responsibilities, so relationship between three domains of state, private sector and civil society has changed and developed. In new relationship, state defines legal framework and political action area; private sector creates wealth and job opportunities and civil society facilitates relationship between society and policy through public mobilization to participate in economic, social and political participation. Since, each of these three domains has some strength and weakness, good governance especially in relation to sustainable development provides relationship between these domains. Good governance emphasizes on interaction among three public, private and civil societies and recommends some mechanism to use of maximum actual and potential power of these three sectors.

Good governance is an approach which caused by failure of liberal economic policies and the welfare state and is a theory which emphasizes on effective public service, reliable judicial system and responsive administrative system.

Governance pattern was introduced after implementing Structural adjustment policies of the World Bank, encouraging developing countries to privatization, deregulation and other reforms with economic approach and distinguishing results of this policy and failure in achieving the desired goals (Gholipour, 2009).

In today's world, role of state and its responsibilities will vary.

States are not able to meet new demands alone. They must increase their capabilities by employing new human resources in public institutions and increase their ability to meet new needs. For this reason, new patterns should be provided to use of all societies capacities in public, private and civil sectors to maximize public service production. Finding a suitable pattern for state has been done by policymakers and scientists during several years. Indeed, state plays crucial role to realize above goals as one of three basic and governance area. State could facilitate governance as a suitable pattern by developing policies and strategies.

## 2. Government, state and governance definitions

### 2.1. State

The concept of state is adopted of English origin and Latin origin (Stare) meaning to stand, more accurately this word is adopted of status word meaning stable situation and persistent. Derivation of this word in English language is included Static or stable and has same meaning (Haghshenas, 2001), but state word is more applicable and was selected due to necessity of stability and discipline as well as authority Position to handle society affairs.

Roman writers such as Cicero and Alpine as well as early medieval jurists have applied status word in phrases like status Civitatis (status and citizenship) and status vegni (official and state law).

Collection of concepts about status refers to stability and Latin word refers to Stability, posture and standing. State has several definition, some of them include:

Making authority in certain countries and certain people is sustainable and is considered as inner guard to create discipline and as external aspect protect of territorial integrity, national interest and the citizens (Ashorian, 1991). This authority is actualized as administrative, political, juridical and military organization and institutions. State is a superior political – social organization which governs through assigned regulations in three basic. Triple elements of country are population or groups of people in the boundaries or organizations to supply social safety in the society, governing is done by these elements (Farhikhteh, 1998).

John Beden says: political state or community is defined as a legal state of several families and all shared belonging along with a paramount sovereignty (Enayat, 1985).

### 2.2. Government

Government concept is adopted English origin meaning governing and administration; in politic this word is defined as ruler set in a country and in some context, state is the same as government (Ashori, 1991) there is

difference between government in one hand and state in other hand in politic science. In new legal systems which origin of regulation is realized, government is applied as executive. Total of administration, political and military system in a country is head of cabinet or ministry boards and governs country according to assigned regulation in Legislature.

On the top of cabinet, state head or in other systems prime minister and president are responsible along with council of ministers against parliament. So, government is a set of administration, political and security system which forms executive and consist of administrative and social organizations which implements specific political ideology and meeting ideology goals.

Government and state are same in some context and are set of organs and administrative and social originations which are related to ideologies (socialist, nationalist ideology etc.....) and govern society together (Ibid).

### **2.3. Sovereignty**

This word is adopted English origin meaning absolute authority and ruling (Haghshenas, 2000). This word refers to superior authority of state which is administrator and legislator and there is no superior authority except sovereignty (Farhikhteh, 1998). John Beden defines sovereignty as an absolute authority of a community which is main factor of integrity in a political society (Enayat, 1985). He knows absolute authority as needs at sovereignty and knows these laws legitimate. Moreover, any dominance is not equal to governance. Applying force is Legal, legitimate and accurate, when is done according to a valid, independent and absolute moral system (Ibid, 68). Generally, governance is called to a power which is raised Free will of the people and applies by same political unit or country. According to this definition, government is a political, legal or administrative institution and don't have external nature, but it is a power flow which is actualized in stage and government and is kind of power applying by government and state.

### **2.4. Governance**

This word is adopted English origin and is meant leadership, governing and ruling (Haghshenas, 2000). There are different definitions about this work. In oxford culture, this word is defined as activity of country or organization managers and this is a way which controls an organization or institute (Oxford, Advanced Learner). In last years, International institution of the United Nations Development Program (UNDP) presented a definition of governance which is significant. UNDP defines governance as applying authority in organizational management, institute or state; i.e. applying authority in all levels (UNDP, 2002).

In other definition, governance refers to quality of relationship between state and citizens and protects them (Farazmand, 1999). In another definition, good governance is considered is new definition of state which refers to modern process of public affair office. Good governance change role of state and present a modern method to handle the society. In new concept, this word refers to Minimal state, corporate governance, new public management, Socio- cybernetic system and self-organizing networks (Rhodes, 199).

## **3. Concept of governance**

Concept of good governance encounters to various definitions due to being new. Some individuals or institute defines governance by its characteristics (world bank experts) and believes elements like participation, law governance, transparency, accountability, responsibly, regard to public ideas, equality and efficiency are important to form a good governance (Farazmand, 1999). World Bank as an international institute has reported for first time that good governance is effective public services, reliable juridical and accountable administrative system. (Stowe, 1992). UNDP which follows international development program, perform extensive activities in different countries of the world. Good governance definition includes mechanisms, process and institute which follow benefits of groups, perform legal rights, meet commitment and balance their difference (UNDP, 2000). Mari Robinson, superior commissar of human rights know governance as a process to regard public issues through public institute, manage their profits and guaranty human right realization. Good governance is a situation which performs above activities properly through law-orientation (Ohchr, 2000).

Relationship between three domain of state, civil society and private sector is important at good governance and in this case, good governance is informed. In this situation, state determines legal frameworks and political

barriers, private sector produce wealth and vacation and civil society facilitate economic, social and political activities through public mobilization.

Each of three domains has weakness and strengths, but good governance is an effective relationship to create Sustainable human development. In effective relationship, partnership is emphasized instead of participation. Although participation is an ideal and accepted concept, byte when participation is offered in the state, it means there is other state in the superior level and other elements and actors are in low level and state needs to their participating. But partnership is beyond participation. In this case, individuals, groups and generally actor have some resources and participate together. In this case, there is no superior group or individual and they participate together through specific roles and responsibilities and generally will handle affair of whole country (Monavarian, 2000).

So, kind of interaction cooperation is made instead of competition to handle public affair of society. Below figure shows this situation.

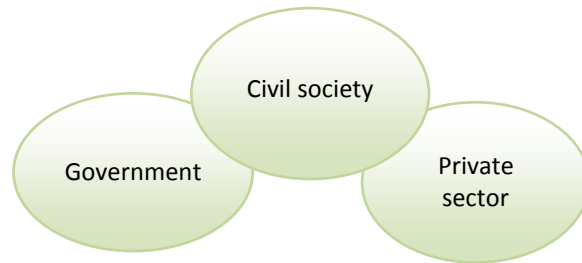


Fig. 1. Partnership of three domains in governance(UNDP, 2000).

In interaction pattern, there is kind of work share. So that, each sector plays some roles to promote other sectors.

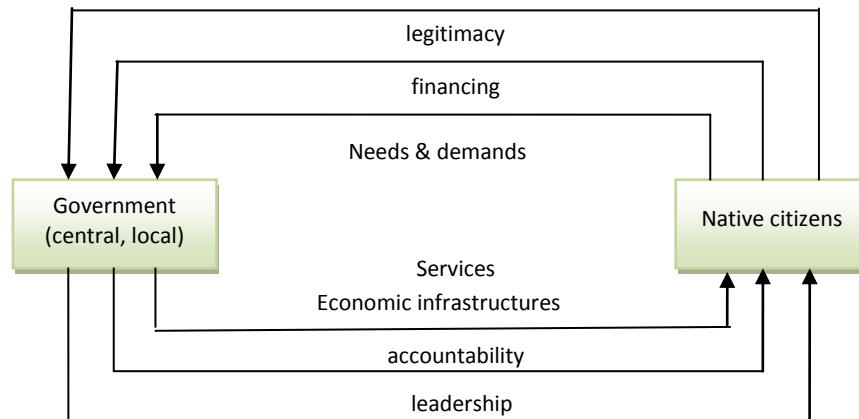


Fig. 2. Role of each sector in good governance pattern(R.Johnson).

So, three domains and main domain play role in governance and there are some actors in each domain (formal or informal) which make decision in the process. These actors include individuals and groups and formal and informal actors.

#### 4. Purpose of governance and strategies of good governance

Good governance is a pattern to apply authority to maximum use of power to achieve goals of society. So, below goals are preferred: Sustainable human development, creating civil freedom, assisting vulnerable individual through creating equal opportunities, reinforcing investment. Achieving these goals need to apply total power of forces in the society and this is possible through governance pattern which leads to Sustainable human

development in the society. Sustainable human development in the society need to below actions: reduce poverty; create job opportunities and welfare, protecting environment and promoting women situation. In order to create civil freedom, legal mechanism should be used. Civil freedom is realized by freedom idea, publishing freedom, election and healthy election, information publishing etc.... So state should focus on these affairs.

Civil freedom should be construction, so forming civil institution is emphasized. Institute like political commission, unions and religious commission play important role to realize freedom. Reinforcing social investment is other purpose of governance and is designed in new participation approach and move toward developing economical factors and social factors. This relationship requires reinforcing civil norms and trust. State and civil institution plays important role in this case.

**5. Index and characteristics of good governance**

Someone defines good governance according to its index and characteristics. James Gustave Speth, manager of UNDP defines good governance as participation, transparency and accountability. He continues good governance is defined as efficiency etc. (James G. Speth, 2001). Other group recommends governance index in below table (Huther & Shah, 2000).

**Table 1**

Index of good governance.

Component parameters (functions)	Name of index
Political freedom	1-citizenship participation (CP)
Political stability	
Judicial efficiency	2-government orientation (GO)
Administrative efficiency	
Low corruption	
Sustainable human development	3-social development (SD)
Equitable distribution	
Outward orientation	4-economic management (EM)
Central bank independence	
Invented Debt to GDP Ratio	

UNDP introduce some index for good governance which is emphasized on accountability, consensus-orientation, participation, rule-orientation, efficiency, equality, responsibility and transparency. Below diagram refer to some indices which lead to good governance in the society.



**Fig. 3.** Indices Of good governance(UNESCAP, 2000).

World Bank emphasize on below parameters which form key elements of governance In order to help countries, reduce poverty and reinforce Sustainable human development (Abdellatif, 1999).

1. Public sector management
2. Accountability
3. Legal framework for development
4. Transparency and information

## **6. Function of good governance**

Some of important functions of good governance are as following:

### **6.1. Sustainable human development**

Sustainable human development means developing selection area for all people in the society. I.e. all men and women especially poor people and who are earning low income be basic of development process. Sustainable human development is defined as protecting resource and life opportunities for future (Sustainability report, UNDP, 1999). Sustainable human development has various dimensions and characteristics like empowerment, cooperation and participation , equity,sustainability and security (Turner, 2001). Above characteristics are dramatic indices of Sustainable human development which create results and functions in the society. Main functions of Sustainable human development include:

- Reducing poverty
- Create vacation opportunity and sustainable welfare
- Protecting and refreshing environment
- Protecting women right and encouraging them to promote

### **6.2. Investment reinforcement**

Other application of governance is identify, create and reinforce investment. Investment has various dimensions, some of them include: social investment, human investment, political investment, physical investment. Governance leads to improve social investment, human investment, political investment, physical investment

### **6.3. Developing democracy**

Democracy is a figure of state and is organized according to nation governance, political equality and consulting. Democracy is ideology which shows political ideas and forms details of social organizations (Abdellatif, 1999). In other word, democracy is kind of sate which is based on individual participation. In a democracy society, good governance is realized through active participation of people and informal institution. So, new societies, reinforcing democracy basic is necessary. In fact, democracy is a suitable way to apply governance. In addition, mechanism of governance leads to democracy development. There is a question, how democracy is developed in a society? In the study, stability and democracy development are introduced in below elements:

- 1 - Development of pluralism
- 2 - Promotion and protection of human rights
- 3 - Strengthen laws
- 4 - Develop, enhance and protect of one of selected system in which people can freely express their views and wishes
- 5 - Establishment and strengthening of the legal framework and necessary mechanisms to provide for the development of democratic participation of all community members.
- 6 - Strengthening democracy through Sustainable human development.
- 7 - Strengthening unity and solidarity in the community

There are many different aspects of democracy, the most important of these are: social democracy, economy, politics and bureaucracy.

### **6.4. Reducing corruption and increasing administrative health**

Corruption as abnormal behavior is one of problems in human society which exist in all level and have

devastating impact on public sector.

One of corruption is administrative Corruption which is biggest barriers at country development. Administrative corruption makes some problems to develop countries (Aydet, 2003).

Previous research has shown cause and effect relationship between corruption and loss of investment and growth (Mauro, 1995, vee 2000), flows of capital and liquidity crises (Bocas, 1997), improper allocation of resources (AdesVetla, 1999), increased level of government spending and government revenues (Bekret and Landblat, 2005), increasing income inequality and increased poverty (block Astrhan, 2002), inflation (Marhoubi, 2000) and decreased levels of standards in public life (Farya, 2000) (Gholipour, 2009).

These studies have shown direct relationship between bureaucratic corruption and underdevelopment. Corruption leads to inefficient allocation of resources and therefore it is impossible to economic development.

Given types of corruption (corruption within the government and corruption in government relations with citizens), there is a belief which bureaucratic corruption is decreased when bureaucratic system include transparency, accountability, consensus-oriented, rule-centered participation, performance and effectiveness, responsibility, process-oriented rather than individual-oriented, independent institutions and the electoral system proper which all of them are characteristics of good governance. In other words, institutional mechanisms are needed to reduce corruption. One of institutional mechanisms to improve governance and strengthen civil society in achieving good governance, improved economic policies, increase revenue growth, increase human capital, social capital, and so on. So, there is bilateral relationship between improving governance and reducing corruption. Accordingly, corruption is a function of governance. By improving governance index, corruption index is decreased. So, one way to reduce corruption is enhancing good governance indicators in civil, social and political systems. These relationships and the resulting curve are shown below:

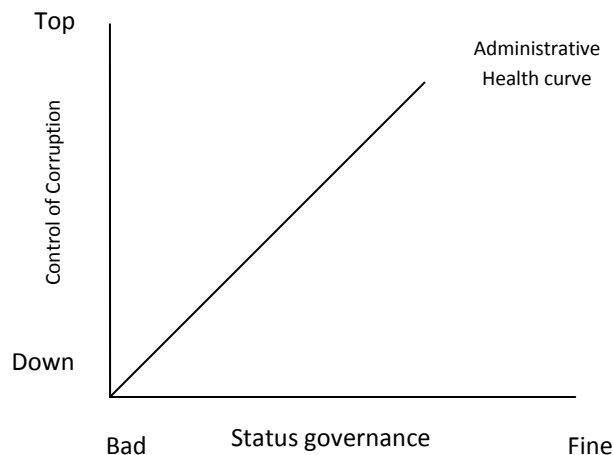


Fig. 4. Administrative health curves.

As shown, slope of curve is ascending, it means that by improving governance, corruption is controlled and administrative healthy is increased.

According to mentioned diagram, health or corruption administrative forms as a result of corruptive factors. By improving good governance in society and administrative system, corruptive factors are decreased and administrative health is increased. So, one of way to reduce corruption is increasing good governance index in administrative, political and social systems.

## 7. Requirements of good governance

As mentioned earlier, governance is a pattern of interaction and partnership of their department of state, present private sector and civil institutions and is realized by partnership of three domain of governance. In fact, interaction activity of three parts facilitates governance and create necessary context for governance. Here, role of

each private sectors, civil society and state is summarized.

**7.1. Role of private sector**

Sustainable human development requires various vacations to provide a standard life and supply incomes. Today, most of states believe that private sector plays important role to create these vacations. States are most effective in this sector too. In most of developed countries, private sector should be supported by state in order to compete in universal markets.

Factors causing corruption	Improving governance strategies
Economic situation of society and public employees  Multiple rates of exchange  Extreme taxes  Business limitation and importation  Public Subsidies  Low accountability of public sector  Extensive ownership of state in economic affairs  Increasing legalization in order to limit private sector  Non changing taxes regulation  Not influence on supervision methods of inspection organization  Being family of public employees  Direct relationship with client and public employees  Not sensitive to promoting moral criteria  Lack of political rights and civil freedom	<b>1.improving economic policies</b> -deregulation and freedom for entering & competition -simplifying regulations -reducing tax rates -reducing or eliminating segregation against private sector -limitations of government in economic affairs and reducing public expenditures <b>2. official reforms and financial management</b> -decentralization -capacities in promotion and employment -evaluating service -job system -auditing financial sector -flexible budgeting -e-government -correcting public bids <b>3. Judicial reforms</b> -autonomy of judicial system -using civil institutions -using different methods in hiring judges <b>4.enhancing civil society</b> -freedom of publication -expansion of non-government organizations -people participation in public decision-making -enhancing the parties <b>5. political reforms</b> -encountering interest groups & capturing government -reform of political parties -accountability of political leader

**Fig. 5.** Comparing indices and governance factors.

Achieving equitable growth, gender balance, environment protection, developing private sector, efficient participation in universal business is not simple, so state should participate in sustainable development through below ways:

- Providing a macroeconomic environment
- Keeping competitive markets
- Insuring poor citizens especially women to access facilities
- Keeping environment and natural resource



- Transferring knowledge and technology
- Establishing state sovereignty

Given above role, private sector plays important role at social interaction, employment, increasing per capita income, economic activity, stable welfare, keeping environment, decreasing poverty and developing women situation. These roles are reinforced by state supporting and providing a suitable opportunity for private sector.

### **7.2. Role of civil society**

Civil society is responsible about citizens' rights. Ways of civil society is changed by changing private and public sectors. Civil society organization encourages public participation toward economic and social activities and organizes them in powerful groups to effect on public policymaking for Interests of vulnerable groups (UNDP, 1997). Also, civil institution introduces opportunities for people to develop their abilities and life level through below ways:

- Protecting environment and controlling it
- Developing human resources
- Assisting poor and vulnerable individuals
- Assisting to communicating individuals and market

So, regarding to role of civil institution to interact in the society and controlling political, economic and social environment could effect on applying good governance and developing human stability.

Importance of this regard is to reinforce society and civil institution.

"KoumiNaydo" recommends three ways to reinforce this sector:

- Learning previous experiences which is done by developing collective agreement among experiences of civil organization
- Create an environment for civil organization to cooperate freely with state, private and informal organization.
- Creating creativity among civil organization

### **7.3. Role of state**

States have different roles in different approaches. Security approach causes to forming states which main purpose of them is to supply safety and security. Economic development approach causes to form a state which focuses on economic and social aspects. States like welfare state are included in these groups and try to create social welfare and reinforce per capita income. Political development approach and democracy causes to form a state which reinforce democracy institution in the society. According to this approach, state should promote democracy in the society in which individual could play in free economic, social and political activities.

This approach which is a universal approach emphasize on state role to reinforce civil institution and social freedom. So, today's society is a society which need to democratic state in which individuals could participate actively in different areas.

In countries which election process is done, state consist of a selected government and an executives branch. Such state has several roles; regarding to social contracts, applying rule and control, offering public services and providing an environment to develop human stability are main roles. In other word, state could create stability in the society and regulate legal frameworks for public and private sectors. In addition, state could play Intermediary role in the public interests and finally is accountable to present public services (UNDP, 1997). In all above cases, states try to provide suitable opportunities to improve citizen's situation. In such situation, governing state through public management is changed to public governance. Public governance emphasizes more on legal and legitimate values instead of economic values. In addition, public governance needs to democracy in a society (Kickert, 2002).

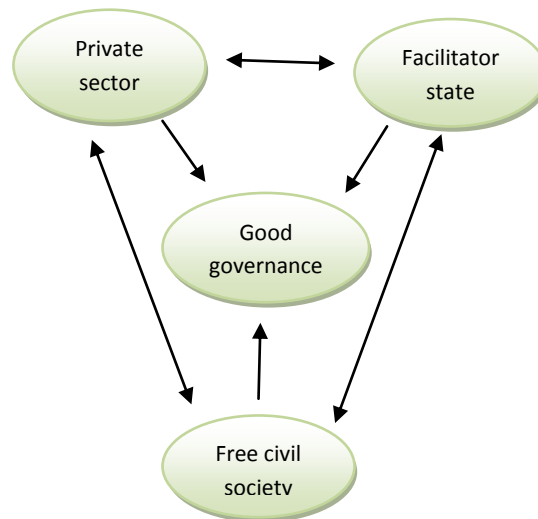
Such states are based on values of New public management and try to achieve a pattern of state, this kind of pattern is called pattern of good state and is citizenship-oriented and participation. Characteristics of a state in good governance are summarized in below table.

**Table 2**

Characteristic of state with governance pattern (governance system).

Characteristics	State and governance pattern (governance system)	Opponent elements against governance
Participation	Closed relationship between local authority and market elites, other sectors are not included.	no relationship between local authority and market elites, regulation is needed to communicate
Cooperation	Volunteer networks based on reliance and diplomacy	Hierarchical relationship among local and foreign actors
Stability	Stability, long-term cooperation	No stability, short-term, dramatic and instrumental
Independency and freedom action	High, Targeting and supply resources locally	Low, goal determination and supply resource outside by foreign agents (not locally)
Influence	Leadership and apply rule in region, cities (applying rules locally is done in region and cities)	No influence, some cooperation are dramatic
Goals	Is done in local region	Is done outside
Synergies and authority	Combining private and public sectors to achieve other unknown goals	Cooperation is very low and is near to zero

Thus, requirements of good governance include facilitating government, participation of private sector and free civil society. Below diagram shows these requirements:



**Fig. 6.** Requirements of good governance.

In the figure, a two-way interaction between the three sectors has been established and good governance requires interactive communication between three sectors.

**8. New public management and good governance**

Although several scientists apply New public management and good governance together (like Hood, 1991), but researchers distinguish these concepts. According to Peters and Pear (1998), governance is a political thesis while NPM is an organizational thesis. They say governance is engaging in the process, while New public management regards to the output. Governance controls resources of public sectors through political forces.

According to Stocker expression (1998), governance issue is a governing style which removes boundaries among and inside private and public sectors. Governance is beyond management tools. According to governance thesis, when good governance is occurred, power of state is decreased and share to private sectors group in a network as a partner. New public management refers to all kind of management tools which occur inside governance structures (Rahnavard, 2006).

Eivalet (2001) summarized relationship between new public management and governance in below table:

**Table 3**

Governance structures and new public management strategies.

Row	New public management strategies	Governance structures
1	Flexibility in finding alternatives for providing public services and regulation	Institutions and the role From higher position
2	Replace the centralized and hierarchical structures with decentralization, transfer decisions of resources allocation and deliver services around the delivery point	Unknown boundaries, responsibility for solving social and economic problems
3	Negotiation, resource allocation and sharing; clear and measurable scale	Power dependence to institutions relationship
4	accountability mechanism	autonomous Governance Network
5	Structures of public institution program include feedback to citizens, revise and testing	Independent capacity to legitimacy and governmental authority

## 9. Conclusion

New pattern of state which is defined by new theories of public management and with emphasize on state pattern focus on democracy and efficiency of state to regard citizenship- oriented index.

As mentioned earlier, good governance can meet goals and maximize productivity and capacity and abilities to cooperate. Good governance pattern activates all sectors especially civil and private sectors to meet Sustainable human development.

This pattern is a response to new situation of the world and emphasize on individual right and protect private environment against public area which have been existed in the past. This pattern knows all sectors in a society as balanced share to decision making and implementing and emphasize on rational government role to create synergy between formal governance and informal autonomy and capacity development. So, it is required to revise role and structure of state according to good governance introduction. In this revision, there is a pattern of state which is responsible as regulator and facilitator of all activities of sectors. Properties of new role of state include democracy, participation, accountability, efficiency, Justice-oriented and entrepreneurship.

In modern management, changing role of organization from private profit-seeking based on wins-losses strategies to public and social responsibility is the inevitable need for new organizations and good governance model will help to achieve this goal.

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