Features and Basic Institutions of Modern National Governance

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In recent decades, the transition of the state governance model in the world has shown a focus at one core point, which is to move from the traditional state management model emphasising the unique role of the state in social management to a modern governance model with the core characteristic of emphasizing the rule of law and democracy in the social management of the state. This article is from a theoretical and practical perspective to analyse the basic institutional characteristics of modern governance. Research shows that democracy and the rule of law are basic features of modern governance; at the same time, modern governance needs many different institutions, mainly (i) information disclosure and transparency; (ii) policy advice and criticism; (iii) citizen participation; (iv) cooperation between state, market and society; (v) self-governance and social autonomy and (vi) governance assessment.

1. Introduction

How the state can implement its fundamental mission of maximising the public interest while guaranteeing human rights and citizenship is a topic that is both old and new. It is an "old" topic because from the development of political science, this is a problem that has been raised since the advent of political science. It is a "new" issue, because to this day, how to establish governance models to promote the realisation of the public interest and to promote sustainable development in each country is still afocus that attracts the attention of researchers and leaders and managers. Although there are still many opinions and arguments related to this topic, the main consensus that everyone has reached is that, for the state to fulfill its basic mission of courage and promoting the public good as well as ensuring and promoting the realisation of human rights, citizenship and governance, in each country there should be modern governance. However, the issue that needs to be explored in depth is (i) how is modern governance different from traditional governance? and (ii) what basic institutions does modern governance need?

2. Modern national governance approach and concept

How the state fulfills its mission of ensuring and promoting the realisation of the public interest is a cross-cutting and core theme of many social sciences, especially politicalscience and public administration. Around this topic, in each different historical period, researchers have given different concepts and had different approaches. From the theoretical point of view of the science of public administration, it can be said that from the time this science was born up to now, the public administration theory has gone through major stages: from the traditional public administration. to new public administration and from new public administration to public administration. If surveyed from a practical perspective in the world, we can see progress in the approaches to public governance and national governance as follows:

The Enlightenment period

On the basis of the principle that the people's sovereignty or state power belongs to the people, in this period, the Enlighteners said that in order for the state to fulfill its mission, the organisation and operation of the state must rely on the principles of democracy, especially ensuring information disclosure, as well as being subject to the supervision of citizens. Emphasising the principle of democracy in the organisation and operation of the state, especially the assurance of openness and transparency in state operations, the fourth President of the United States, Madison, said: "A state democracy, if it does not provide universal information to citizens, or citizens do not have a way to receive information, it is nothing more than the prelude of antics or tragedy. Knowledge forever controls ignorance, people who want to be self-rulers require relying on the power of knowledge to arm themselves" (O'Brien, 1980).

The Welfare state period

After the emergence of the welfare state model, "the state is no longer seen as a necessary evil", but it is seen as an important force promoting socio-economic development. During this period, it was said that in order for the state to perform well its role in promoting socio-economic development, it is necessary to establish a capable, responsible and efficient state. In addition to emphasising the openness and transparency of information in state operations, international organisations and researchers also emphasise the responsiveness of the state, especially the need for the state to listen to people's voices. People also use timely and appropriate measures to address the pressing needs of the people.

The emergence of good governance and governance theory from the 1980s up to now

From the 1980s up to now, in the context of globalisation, knowledge economy, the development of information society as well as the low efficiency of state management under the model of welfare state", especially in developed countries, there is a trend of changing the state management model from the traditional public administration model to the new public management and from new public management to the public governance model. The outstanding feature of this trend is the transition from the traditional state administrative model, characterised by closedness, lack of flexibility, low efficiency, and lack of accountability to a modern governance model, with the outstanding feature beingthe emphasis on democracy (or "openness") in state activities, especially in the organisation and operation of state administrative agencies. Since then, the terms "governance", "public governance", "national governance" have been commonly used to replace the terms "state management" or "state administrative management". In this context, many researchers have been interested in clarifying the essential connotations of "governance" and "modern governance".

Accordingly, the term "governance" was first stated by the World Bank in a report in 1989. Subsequently, many researchers, such as James Rosenau, Bob Jessop, Robert Rhodes, Gerry Stoker, Jean-Pierre Gaudin, Francois Vavier Merrien, David Held, Oran Young, Ralf Dahrendorf, Hartin Hewson have studied this issue in depth (Binh, Nguyen Trong, 2018).

In a related study, R. Rhodes argues that governance marks a change in the connotation of state management.It indicates a new management process, demonstrating the state's reliance on new ways ofsocial management, which involves emphasising cooperation between the public and private sectors, and between the state and society in social management. (Rhodes, R, 1996). Gerry Stoker cited five different approaches to governance, which includes one approach where "governance emphasizes the participation and cooperation of other actors. each other in the process of solving social problems as well as applying many different methods and methods in solving social problems" (Stoker, Gerry, 1999). Also from this approach, Yuke Ping said: "The essence of public or national governance is the cooperation between the state and society (the core is social organizations and citizens) in social management process that promotes the realization of the public good as well as maximizing the public good" (Ping, Yuke, 2000). J. Kooiman and M. Van Vliet argue that "public governance or national governance has a broader dimension than that of state governance. Accordingly, the social structure or the order that governance creates is not due to external coercion, but is based on the interaction between the behavioral subjects" (Kooiman.J et al, 1995). Continuing the above approach, in a related study, Nguyen Trong Binh said: "Public governance or national governance is the cooperation between many actors (state, market, enterprises, social organisations, the press and citizens) play a key role by the state in order to

solve public problems, provide public services and realize the public interest" (Binh, Nguyen Trong, 2018).

Thus, although the approaches may be different, most studies are similar in one point, that is, when it comes to public governance or governance, it is about the participation and cooperation of many owners (mainly the state, the market and society) in solving social problems. Public governance or other governance of state governance in the traditional sense on many points, but the biggest difference is that governance in the traditional sense emphasises the unique role of the state in management. Society, public or national governance also emphasises the leading role of the state, but does not think that the state is the only management entity.

At the same time with clarifying the intrinsic implications of public or national governance, many researchers also believe that: "In the allocation of social resources, there is not only the failure of the state and of the market, but there is also governance failure" (Ping, Yuke, 2000). Therefore, how to limit or overcome the failure of public or national governance is another topic of interest to many people. Most studies suggest that, in order to limit the failure of public governance or national governance, the national governance model should be good governance or modern national governance. Accordingly, good governance or modern governance has features such as (i) being citizenship-centred; (ii) openness and transparency; (iii) the participation of the people as well as the coordination and cooperation between the state, the market and the society in social management; (iv) accountability; (v) the rule of law; (vi) responsiveness; (vii) effectiveness and efficiency; (viii) fairness; (ix) integrity. Also from this approach, some people believe that modern governance includes basic features, such as: (i) being citizen-centred; (ii) openness and transparency; (iii) accountability; (iv) social equity; (v) efficiency; (vi) participation; (vii) the rule of law; (viii) having ability or good ability (Binh, Nguyen Trong, 2014).

2. Basic features of modern governance

The analysis above shows that "modern national governance" is not the absence of state management, it is not about reducing the required role and functions of the state, but actually emphasizing the establishment of establish a new state governance model different from the traditional state model in order to improve national competitiveness in the new context. Democracy, arguably, is the defining essence of modern governance, a core that distinguishes it from the traditional governance system. Therefore, the political world calls modern governance democratic governance (Ping, Yuke, 2014). It can be seen that modern governance includes some of the following basic features:

Citizen-centred

In modern national governance, the state considers citizens as the roots, assuming that the existence of the state apparatus, especially the administrative agencies, is not the purpose, but the state is just an instrument. The only plausible reason for the existence of the state is to ensure and promote the realisation of human rights and citizenship, to satisfy the basic needs of citizens, especially the basic needs of disadvantaged groups, and provide basic public services to the people. In other words, citizen-centred means that all state policies must really stem from citizens' lives, aspirations, legitimate rights and interests, and take the happiness and well-being of citizens as a target to strive for. It also means that the state should attach importance to and promote people's participation in the public policy process.

Openness and transparency

In modern governance, the state has an obligation to make good publicity and transparency of information to ensure the right to access information or the "right to know" as well as the right of participation of society and citizens. Especially, it is necessary to ensure publicity and transparency in the process of planning and implementing important policies, directly related to the interests and lives of citizens. The civil service of state agencies is compulsory, open and competitive; the behaviour of state agencies and the contingent of cadres and civil servants should be subject to public examination and supervision by society and citizens; the performance of state agencies should be subject to social and civic assessment.

Sharing, collaboration and integration

In modern national governance, the state, especially the state administrative agencies, is not a single entity in social management. The exercise of state power is not top-down or one-way. Neither society nor citizens are passive recipients of state policies and orders. Modern public governance is the process of effectively interacting with the state, business, society and citizens. This means the sharing of political power, economic power and social power in social governance. Along with sharing, modern governance emphasises the importance of collaborative management between the state and society in solving social problems. In modern governance, the relationship between the state and society is not an opposing one, but a partnership. In addition, modern governance emphasises integration at international, national and local levels as well as horizontal integration between state agencies, and especially regional integration public and private sector to maximize resources to effectively solve social problems.

Fairness and innovation

In modern national governance, the state is no longer "self-centred", but attaches importance to through sincere dialogue to seek consensus. The state encourages the spirit of innovation and creativity of the entire society as well as the continuous development and improvement of new concepts, new ideas and new theories. This means that the state recognises and encourages everyone to have maximum freedom within the framework of the law; through freedom to get innovation and through freedom to unleash creativity. Equity also means that the state should try its best to create fairness of opportunities for all, to expand beneficiaries of public services, to protect rights and interests as well as the most basic public services for disadvantaged groups. The World Bank pointed out: "Equity and growth promote each other, expand opportunities for economic and political enjoyment that have a particularly important effect on economic growth, on the other hand the quality of opportunities are also very important, so it is necessary to establish institutions to increase inclusiveness, through public administration, to realize economic and political equity" (World Bank, 2006).

Accountability

Modern governance emphasises the need for the state and public managers to fulfill their political, administrative, legal, and ethical responsibilities in public service. Accordingly, it is the political responsibility of state agencies and public regulators to promptly address the legal and legitimate demands and needs of citizens. Liability means full and serious compliance with the law in public service; at the same time, facing legal consequences if they act against the law. Administrative responsibility is always interested in improving productivity, quality and efficiency in public service. Ethical responsibility means that public managers need to be ethical both at home and in society and set a moral example for society. The fact that state agencies and cadres and civil servants have to perform their public responsibilities well, modern governance also emphasises the responsibility of citizens in relation to the state as well, such as promoting well the civic spirit in social life.

The rule of law

Modern governance emphasises the rule of law. This means (i) emphasising order and discipline; (ii) a comprehensive legal system;(iii) recognising quality (iv) respecting and ensuring democracy, freedom and human rights;(v) emphasising the spirit of respect for the law where everyone is equal before the law; (vi) it does not accept any individual or organisation having the privilege of standing above or outside the law, all people are equal in their rights and obligations before the law. In other words, the rule of law as one of the essential features of modern governance emphasises the use of "good law" to covenant and control the exercise of power, the power of the state, as well as the activities of legal entities and individuals in society. It emphasises the use of law to "manage power", "manage things"

and "manage people" and emphasises "having a law to base and regulate, strictly enforcing the law, violating the law must be prosecuted and handled" (Binh, Nguyen Trong, 2020).

Efficiency

Modern governance emphasises the state's full and effective use of resources to achieve its management objectives. It also means that state agencies and the contingent of cadres and civil servants attach great importance to the value of investment resources, of time, of results, and of serving (principle of citizen satisfaction). Strategies to improve the operational efficiency of the state include: (i) streamlining the organisational structure; (ii) public managers being truly the elite of society; (iii) improving e-governance efficiency, building e-government and digital transformation is core; (iv) innovating and enhancing the performance management of state agencies, especially state administrative agencies.

3. The basic institution of modern governance

Modern governance has three levels of dialectical relationship with each other, that is "religion", "dharma" and "art". "Religion" is the value orientation and answers the question of public governance and what purpose does national governance exist for. "Dharma" is the rule or institutional system of public and national governance, while "art" is the method used in public and national governance. Modern governance needs many different types of institutions, at least the following basic institutions:

Publicity and transparency

In modern governance, ensuring information disclosure and transparency in state activities has an important role and effect, reflected in: (i) disclosure and transparency of information are a requirement to ensure the right to know as one of the fundamental rights of citizens; (ii) publicity and transparency of information in state activities is a condition and basis for enhancing and promoting people's participation; (iii) openness and transparency of information are important weapons to prevent unconstitutional behaviour of public power; and (iv) publicity and transparency of information is an important requirement in order to create conditions for society to effectively use information resources from the public sector to serve production and life. Therefore, the institutional system of information disclosure and transparency as well as effective implementation of the institution of information disclosure and transparency is one of the important criteria of modern governance.

Policy advice and policy criticism

In traditional governance models, the public policy-making process is often closed. This has greatly affected the quality of policies as well as not being conducive in enhancing the

responsiveness and representativeness of the state. Different from the traditional model of state management, modern governance attaches great importance to the "openness" in the policy-making process of the state. One of the points demonstrating the "openness" in the policy-making process of the state is to attach importance to promoting the role of think tank advisors and criticisms. The essence of policy advisory and critical institutions is that, in the policy-making process, the state receives and collects information and knowledge of individuals, collectives and organisations widely, consulting outside the state; At the same time, this is considered as a basis for policy evaluation and selection, thereby avoiding mistakes in policies as well as improving policy quality. In particular, the policy advisory and criticism institution have the main functions of: (i) contributing to the correct identification of policy problems; (ii) reflecting the needs and interests of society and citizens; (iii) finding a policy option acceptable to all parties; (iv) eliminating group interests and policy corruption, thereby proposing innovative policies. Because of these functions, policy advice and criticism are an indispensable institution of modern governance.

Citizen participation

The traditional state management model, especially the traditional administrative management model emphasises the closeness and does not attach importance to the participation of citizens, considering citizens merely as the parties using goods and services public and passive reception of state policies. This is very easy to create a "state-centred" situation, but not one that is "citizen-centred". Unlike traditional governance models, modern governance attaches special importance to citizen participation. "Democracy is determined by participation, that is, the participation of social members in policies affecting their lives" (Cohen, Carl, 1971). Citizen participation (in breadth, depth and scope) is at the core of democracy and democratic governance. Citizen participation in national governance and local governance has the effect of: (i) limiting the abuse of power by public authorities and public officials; (ii) providing information to the policy process; (iii) creating opportunities for citizens to exercise influence on the policy process; (iv) better ensuring the reasonableness and legality of the policy; (v) strengthening citizens' confidence in the state; (vi) improving the efficiency and quality of public service for the state" (Fu, Zhangcheng, 2014). Citizen participation in national governance can be through a variety of forms and modes, such as: (i) participation for the purpose of receiving information for the policy process; (ii) forms of citizen participation aimed at enhancing citizens' support for the policy; (iii) forms of citizen participation aimed at developing and enhancing citizens' self-governing capacities (Binh, Nguyen Trong et al, 2019).

Cooperation between the state, the market and society (co-operative governance)

The traditional state management model considers the state the unique subject in social management, considering the market and society (the core is social organisations) as merely

the object of management. Different from the traditional model of state management, today, it is said that: The governance effectiveness of a democratic society is based on the cooperation and effective interaction between the state, market and society. A competent and responsible state, an efficient market and business system and vibrant and autonomous social organisations are integral parts of the governance system.

This also means that modern national governance not only emphasizes balance and harmony between the central and local levels, between all areas of social life, but also places special emphasis on harmony between the governance of the state and the governance of the society (autonomy and self-governance of the society) (Ping, Yuke, 2014). In other words, modern governance emphasizes a "strong state" and "strong society", but not the "big state" and "small society", is also not "weak state", "weak society". The purpose of strengthening cooperation and partnerships between the state, the market and society is to maximise the mobilisation and use of resources of the whole society, thereby ensuring the improvement of quality of people's lives and enhancement of public interests.

From a practical point of view, in order to strengthen the relationship between the state, the market and society, the following is necessary:

(i) for the state to properly and effectively implement its required functions.Accordingly, the function of the state or government includes ensuring the basic conditions for socio-economic development, including the legal framework and property rights; maintaining an appropriate policy environment; investing in infrastructure and citizenship;and protecting vulnerable groups (World Bank, 1997). This means that for countries in transition it is necessary to transform the function of the state from the model of "omnipotent state" to model of "limited state".

(ii) Establishing and strengthening partnerships between the public and private sectors, applying market mechanisms to government governance, and increasing the use of economic tools to improve the quality and efficiency of thesupply of public goods and services. In other words, it is necessary to transfer some government tasks and services that do not need to be performed or are not performed effectively to enterprises and social organisations.

(iii) Attaching importance to promoting the role of social organisations or the "third sector" in order to strongly promote social resources. According to Salamon, "Compared to the government, voluntary organisations can provide more diverse services and target more specific people, can operate on a smaller scale, can be based on love. customer demand, which is not the structure of the government apparatus to regulate service delivery, may allow some degree of competition among service delivery units" (Salamon.L.M.2008). The state can adopt many different forms to promote the role of social organisations in social governance as well as in public service provision, such as incentive subsidies; signing contracts; transfer the right to manage and operate public non-business units to social organisations; procurement and bidding for public services from social organizations (Anh, Nguyen Thi Ngoc et al., 2020).

Social self-governance and social autonomy

If the traditional governance model emphasises the state having to fulfill all the requirements of its citizens, then the modern governance model assumes that the state needs to know how to create conditions and opportunities necessary for citizens to be able to solve some problems themselves. The fact that the state creates the necessary conditions for citizens to solve some problems within their power is actually social self-governance. The essence of social self-governance is the social impediment of state power. The way to expand and implement social self-governance includes: (i) attaching importance to grassroots self-governance, especially in residential areas; (ii) promoting the healthy development of social organisations; (iii) upholding the responsibility of the state in creating an environment for healthy development and effective operation of social organisations; (iv) the full implementation of social responsibility by social organisations.

Governance evaluation

Traditional governance models often evaluate their performance as well as emphasise self-assessment from a management perspective. Different from the traditional model of state management, modern governance requires establishing a system of governance evaluation criteria as well as promoting the role of assessment of state governance from a public administration perspective.. Accordingly, the modern governance evaluation criteria system can include: (i) the level of people's confidence in the state; (ii) a degree of guarantee of human rights and citizenship; (iii) quality of public service; (iv) a degree of disclosure and transparency of information; (v) citizen participation; (vi) the level of legal compliance in operations (the rule of law); (vii) social justice; (viii) economic efficiency; (ix) accountability; (x) responsiveness; (xi) integrity (controlling corruption in the public sector); (xii) electronic governance; (xiii) the degree of decentralisation and decentralisation of subordinates as well as the degree of social empowerment; (xiv) stability. In addition, it is necessary to promote the role of non-state actors in state governance assessment.

3. Conclusion

It can be said that modern governance is a new governance model aimed at adapting the state to the new governance environment in the new context as well as enhancing the competitiveness of each country in the globalisation context. The basic features of modern national governance are democracy and the rule of law. In order for modern national governance to realise the basic value orientation of being "citizen-centred", it needs a synchronous institutional system, in which the most basic institutions are still public information transparency; policy advice and criticism; citizen participation; co-operative governance; social autonomy and governance assessment.

For countries in transition, the biggest challenge in transforming state governance towards modernity is to properly deal with the relationship between the state, the market and society. To overcome this challenge, the core point is not only institutional innovation, but also important foundations including: (i) the rule of law and the capacity of the state; (ii) the development of a market economy and (iii) the development and autonomy of social organisations as well as the development of a high level of civic spirit.

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