

GOOD GOVERNANCE PRINCIPLES IN THE EUROPEAN UNION: THE LITHUANIAN, DANISH, AND SWEDISH POLICIES OF ATTRACTING THEIR CITIZENS TO PARTICIPATE

Saulius
NEFAS*

professor, Mykolas Romeris University, Vilnius, Lithuania, saunef@mruni.lt

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Abstract. This article discusses models of public administration based on the good governance paradigm. It presents a comparative analysis of how one of the good governance principles - citizen participation - is implemented in Lithuania, Denmark, and Sweden. The presented analysis describes civic participation in two Scandinavian countries, which belong to welfare states according to their development level, and in a post-Soviet country, which is now a member of the European Union. Here we can raise a hypothetical question: to what extent can the Lithuanian experience in this area be applied in Kazakhstan? The article uses thematic, comparative, and documentary analysis methods to properly analyse the selected issue.

Keywords: public administration, good governance, civic participation, sociality.

Аңдатпа. Мақалада оңтайлы басқару парадигмасы негізінде мемлекеттік басқару үлгілері қарастырылған, сонымен қатар тиімді басқару қағидаларының бірі – азаматтардың қатысуы Литвада, Данияда және Швецияда қалай жүзеге асырылатындығына салыстырмалы талдау жасалған. Ұсынылған талдаудан даму деңгейі бойынша әл-ауқатты мемлекеттерге жататын екі скандинавиялық елде және посткеңестік, бірақ Еуропалық Одаға жататын мемлекетте азаматтық қатысу үрдістерінің қалай жүріп жатқанын көруге болады. Осы орайда, Қазақстанда осы саладағы литвалық тәжірибені қаншалықты қолдануға болатындығы туралы гипотетикалық сұрақ қоюға болады. Мақалада тақырыптық әдіс және таңдалған мәселені дұрыс талдауға мүмкіндік беретін салыстырмалы және құжаттық талдау әдістері қолданылған.

Түйін сөздер: мемлекеттік басқару, тиімді басқару, азаматтық қатысу, қауымдастық рухы.

Аннотация. В данной статье рассматриваются модели государственного управления на основе парадигмы хорошего управления, представлен сравнительный анализ того, как один из принципов хорошего управления - участие граждан - реализуется в Литве, Дании и Швеции. Актуально, что в представленном анализе можно увидеть, как протекают процессы гражданского участия в двух скандинавских странах, которые по уровню своего развития относятся к государствам всеобщего благосостояния, и в постсоветской стране, но принадлежащей в Европейский Союз. Здесь можно поставить гипотетический вопрос, насколько литовский опыт в этой области может быть применен в Казахстане. В статье использован тематический, а также методы сравнительного и документального анализа, позволяющие провести надлежащий анализ выбранной проблемы.

Ключевые слова: государственное управление, хорошее управление, гражданское участие, дух сообщества.

Introduction

The authors of the article will analyze why the principles of good governance are relevant in the modern governance system and how one of the good governance principles - citizen participation - manifests itself in democratic countries. This will be achieved by analyzing scientific sources and documents. Good management is one of the essential management principles in the modern world, as globalization is

fundamentally changing the content of society and public relations.

Good governance is a requirement for all administrative units and is implemented through the relationship between citizens and government representatives. Good governance is inseparable from effective governance. Therefore, it should create prerequisites for the rational management of public affairs and the efficient use of resources, achieve public welfare, and guarantee human rights paying particular

* Corresponding author: S. Nefas, saunef@mruni.lt

attention to the attraction of citizens, transparency, and accountability. In the time of public administration modernization, good governance serves as a new concept for achieving administrative efficiency and effectiveness (Smalskys V., Stankevič B., Stasiukynas A., 2015).

The term "good governance" first appeared in World Bank documents at the end of the 20th century. Implementing large-scale financial and economic assistance programs to developing countries, this international financial institution has faced serious support problems. The countries are covered by corruption. Therefore, the inefficiency of the World Bank's support and the waste of funds has led to the creation of conditions for improving the administrative capacity and quality of governance in developing countries. There have been developed practical management principles which should make public administration in those countries effective and improve the management quality. The development of administrative capacity, the improvement of macroeconomic indicators, the reduction of social exclusion and poverty, and the inclusion of society and its groups in the management of developing countries have become the most important criteria for good governance.

Such scientists as J. Graham, B. Amos, and T. Plumptre (2003), D. Kaufman, A. Kraay and M. Mastruzzi (2010), V. Negrut, M.P. Costache, J. Maftei (2010), R. Giselquit (2012), A. Geeraet (2015, 2018), M. Parent and R. Hoyer (2018), T. Zintz and S. Gerard (2019), and others have widely studied "good governance" from a scientific point of view.

Studying this concept, we noticed that V. Negrut V., M. Costache M., and J. Maftei J. (2010) distinguish the involvement of citizens in the decision-making, their needs and wishes, and greater transparency and responsibility in public processes as a part of the concept.

Meanwhile R., Gisselqvist (2012) emphasizes that it is of democratic and political nature, with respect for human rights, appropriate governance, and the state's ability to meet society's needs and expectations.

However Geeraet A., (2015, 2018), Parent M., & Hoyer R., (2018), and Zintz T., & Garard S., (2019) argue that "good governance" is the pursuit of practices and

indicators to improve the effectiveness of organizations, establishing guidelines and principles as the norm for better governance with an emphasis on accountability, transparency, and democracy.

The latter concept is the most acceptable for us since it fully corresponds to the 12 principles of good governance formulated by the European Commission and implemented in the EU countries. Moreover, the article's author is an expert of the EU Commission on implementing these principles in Lithuania. Lithuania has the most outstanding practice in this area at the level of self-government. Since municipal governments perform numerous functions, the diversity of municipal activities distinguishes municipal governments from central government institutions or organizations providing public services.

Unlike central state institutions, municipal governments have more opportunities to involve residents in management processes since municipal governments' main task is to ensure public services to residents of municipal entities. Good governance in municipal institutions closest to the population and related to the provision of services to them is one of the main priorities of a democratic state (Nefas S., 2014).

Strong and democratic local self-government, involving local communities and allowing them to participate in local self-government actively, is an integral feature of a democratic society. Therefore, in 2007 the Congress of Local and Regional Authorities of the Council of Europe approved the "Strategy of Innovation and Good Governance at the Local level." The above-mentioned strategy includes 12 principles (hereinafter referred to as the Principles of Good Governance), which municipal governments are recommended to follow when evaluating and improving their activities: fair conduct of elections, representation, and participation; responsiveness; efficiency and effectiveness; openness and transparency; rule of law; ethical conduct; competence and capacity; innovation and openness to change; sustainability and long-term orientation; sound financial management; human rights, cultural diversity and social cohesion; accountability.

For further analysis, we have chosen only one principle, i.e., fair conduct of elections, representation, and participation. The participation of citizens in politics is one of the leading and most important factors determining the accountability of elected government representatives and the ability to influence decisions that directly affect the lives of residents. It is generally believed that the government's constant reaction to the preferences of its citizens is an essential feature of democracy, and one can become a democratic citizen only through active participation in political life. Interaction takes place from both sides - the reaction of the state (government in the general sense) to the citizens' requests and efforts to promote community functionality and the active participation of community members in the processes. The successful communication between these two sides creates added value and obtains benefits at the local and national levels. Although the primary way for citizens to participate in the governance of a democratic country is general elections (which is the first part of this principle of good governance), when citizens elect their representatives who are entrusted with the most critical issues of the country, it is also and perhaps even more important to ensure that not only during the elections but even after them, citizens' interest in politics and participation (which is the second part of this principle of good governance) in solving acute issues of the country and the region will not cease. It is agreed that citizens can participate in decision-making at all stages of public policy: situation analysis, initiation of innovations, policy formation, implementation of decisions, and evaluation of results. The participation of citizens in political decision-making and monitoring their specific implementation can be beneficial, improving attitudes to state institutions' work and strengthening civil society. Such participation and mutual dialogue between government officials and citizens increase public confidence in decisions made by government officials since such decisions are usually more in line with the expectations and needs of the population. When the citizens of a country feel that they can be involved in decision-making and, if necessary, get the necessary information, the attitude of the citizens to the adopted legal acts, decisions, and actions of

state and municipal government representatives improves, ensuring greater transparency in making these decisions (Nefas S., 2013).

The importance of participation in political processes is directly related to Nefas S., concept of a functional local community (2020). After all, a local community is not only a group of people determined by geographical location but also a collective consciousness with a common self-consciousness and, most importantly, a group united by a common goal. Common goals of the community are usually directly related to developing the territory of residence and improving the quality of life. The right to unite in communities and to form or join political parties and associations is one of the fundamental political rights of a person and a citizen. This right includes not only the creation of societies, political parties, and associations but also the right to join them, the right to participate in their activities, and the right not to be members of these public associations. It cannot be denied that individual citizens may try to influence the political or public life of the local population or the country. However, the main actors and those who exert more significant influence are general associations - interest groups, public organizations, non-governmental organizations, and associations. Therefore, the unification of movements should be necessary not only for a sense of community but also for a greater and more realistic opportunity to be heard.

There is much to be said about strengthening civic engagement and how a functional local community should promote it. However, the communities themselves must first become active and functional to achieve civic goals and influence the country's political life in a certain way. The principles of good governance can help in this.

Materials and methods

The article uses thematic, comparative, and documentary analysis methods to properly analyze the selected issue.

Comparative Analysis of Lithuania, Denmark, and Sweden Policies

The policy of Lithuania, Denmark, and Sweden regarding citizen participation are

vital for the implementation of the first principle of good governance according to the following criteria: legal acts intended for

communities and community activities, government policy, local government policy, and NGO sector (Grušytė, 2020).

Table 1 - Comparative Analysis of Lithuania, Denmark, and Sweden Policies

| Criterion | <i>Lithuania</i> | <i>Denmark</i> | <i>Sweden</i> |
|-----------------------------------|---|---|---|
| Legal Acts for Communities | <p>1. The concept of a public organization is defined in the Law on Local Self-Government;</p> <p>2. In 2018, the Law on the Development of Public Organizations of the Republic of Lithuania was adopted - the concept of a public organization was defined.</p> | <p>1. There is no regulatory legal act regulating the activities of communities and public organizations;</p> <p>2. Article 78 of the Danish Constitution states that "citizens have the right, without requesting any permits, to form associations for any purpose;</p> <p>3. Article 42 of the Constitution stipulates permission to hold a referendum - the right of public initiative;</p> <p>4. The municipal council has the right to freely hold local consultative referendums at the local level.</p> | <p>1. There is no separate law for communities and public organizations;</p> <p>2. The Law on Local Self-Government provides that municipal councils may refer specific issues related to the management of local self-government to a public organization or other non-profit association.</p> |
| Government Policy | <p>1. Ministerial orders regulating the possibilities of supporting rural communities.</p> <p>2. The Ministry of Social Protection and Labor Fund is dedicated to civil initiatives.</p> <p>3. The possibility for a person to get back 2 percent of the taxes paid by him assigned to a non-governmental organization.</p> | <p>1. Ministries organize consultations with interested groups;</p> <p>2. E-government.</p> | <p>1. Government consultations with various public groups;</p> <p>2. The Government cooperates with NGOs and municipal governments.</p> |
| Municipal Politics | <p>1. Community support programs in municipal governments;</p> <p>2. Tenders for financial support.</p> | <p>1. Municipal governments allocate financial support to associations;</p> <p>2. Encouraging residents to participate in local development initiatives, organizing public</p> | <p>1. Elected local self-government bodies in Sweden have one of the best social and territorial representations of citizens in the world;</p> |

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|-------------------|--|---|---|
| | | meetings, and initiating a dialogue between local politicians, representatives of the administration, and community members. | 2. Strong decentralization and broad powers of self-government ensure greater participation of local civic groups; 3. Municipalities allocate financial support to associations, communities, and informal activity clubs. |
| NGO sector | 1. In 2019, the Law on the Development of Non-Governmental Organizations was adopted, which defines the very concept, membership, and financing of non-governmental organizations. | 1. The Law on Social Services requires local authorities to cooperate with public organizations and financially support voluntary and social initiative activities. | A political strategy of non-governmental organizations was launched in 2001; In 2008, an agreement between the Government, public ideological organizations, and the Swedish Association of Municipalities and Regions (SALAR) adopted the basic principles of cooperation. |

Source: Constitutions of Lithuania, Denmark and Sweden

Comparing the policies of Lithuania, Denmark, and Sweden concerning communities and the non-governmental sector, it is important to note once again the fundamental historical and regional differences of these countries, which largely determine the very formation of policy. It is generally believed that both Denmark and Sweden are countries with extremely high civic consciousness with historically deep traditions of trust. Different historical experiences have also shaped the fact that state policy was created here gradually and continuously. Societies did not face tremendous internal upheavals, and the traditions of statehood were never violated, unlike Lithuania. We must remember the historically reasoned differences in countries because one can see the general attitude of the whole society to specific phenomena through the laws adopted and the approach to certain areas. Communalism is one of these aspects, which contains both citizenship and social activity, and a shared understanding of mutual communication in society, so it is impossible to consider it without considering the historical context.

Perhaps the most important difference between the state policy on communities is that, unlike Lithuania, Denmark or Sweden, local communities have no separate laws. This could be understood in two ways. The historical context of communitarianism in Denmark and Sweden is so solid and evident that separate laws are not needed to legally define local communities and public organizations and their activities.

Unlike Lithuania, where even after the adoption of several legal acts intended for community organizations, the community representatives believe that there still needs to be clarity and fundamental changes in the legal regulation of communities. However, despite the absence of separate legal acts for communities in Denmark and Sweden, the regulatory norms for separated communities are enshrined in the laws on local self-government. It is essential that the Swedish Law on Local Self-Government establishes the possibility for municipal or regional councils to transfer specific issues related to the management of local self-government to a public organization or some other non-profit association. Meanwhile, the Danish Law on Local Self-Government

provides that the municipal council can freely organize local referendums. Participation in referendums is one of the forms of political and civic participation of a community. So is the right of Danish municipal councils to organize open meetings at which representatives of local self-government present their activities and projects or decisions of local significance are adopted or prepared, and residents have the opportunity to comment on the decisions of local politicians and openly disagree with them. These are undoubtedly legal examples of community participation in government processes.

Another difference is noticeable if we talk about Sweden and Lithuania. In Sweden, public organizations fit the general name of the Non-State Sector, explaining the absence of separate legal acts specifically designed exclusively for communities. As for the NGO sector in Sweden, it consists of various associations, organizations, foundations, and other associations that differ in the same essential feature - non-profit activities aimed at improving public welfare. The NGO sector, especially in Sweden, is very developed, and the government pays great attention to developing and promoting NGOs, especially in the regions. An example of this is an agreement between the government, public ideological organizations, and the Swedish Association of Municipal Governments and Regions (SALAR), which undertakes to work to promote the development of the non-governmental sector in the future. As for Lithuania, the Law on the Development of Non-Governmental Organizations was adopted here at the end of 2019, clarifying the very concept of non-governmental organizations, membership, and financing, and aimed at creating a favorable environment for non-governmental organizations, ensuring appropriate conditions for their work and development.

In Lithuania, as in Denmark and Sweden, the primary function of municipal governments is to support non-governmental organizations, including financial support for local communities, associations, and clubs. Financial resources that, as expected, shall be allocated by governments are transferred to municipal governments, which, at their discretion, announce public auctions or allocate financial support based on the work

done by public centers in the interests of regional development. There is no doubt that in all these countries, the most effective public policy is implemented at the level of local self-government. This is due to the close connection of local authorities with communities and the fastest identification of problems affecting communities.

A common aspect in all three countries is public consultation initiatives. Public consultations are such actions performed by state bodies and institutions in various ways that are aimed at collecting opinions and proposals of individual citizens, communities, organizations, and other target groups concerning a legal action being prepared, implemented, or subject to another decision (Gawlowskij R., 2017). Government consultations with various civil society groups have a long tradition in Sweden. This is part of the country's corporate policy. In 1997, the government consults with various social partners (Jochem P., 2018).

Such consultations are an excellent opportunity to speed up informing the public about future government decisions early in their development. At the same time, civil society feels able to influence the decision-making process. As for Denmark, such consultations with external interest groups are also used here, as they get to know each other and make proposals for future regulation (Transparency through consultation and communication, 2020). In Lithuania, we also have the opportunity for citizens to express their opinions on political issues. On the Government of the Republic of Lithuania website, you can get acquainted with public consultations offered by ministries, where individual citizens, associations, organizations, and other public groups can express their opinions on various issues and make suggestions for their improvement in institutions of the Republic of Lithuania.

An important criterion is a regional policy. It can be noted that both Denmark and Sweden have highly developed regional policies, and the regions are given broad powers. Regional councils in Sweden have a high degree of autonomy and play an essential role in regional development. As mentioned earlier, substantial decentralization and greater autonomy alongside broader powers granted to lower administrative levels in solving regional and

municipal issues often have a substantial impact on the local communities in these regions and thus implement the vital principle of subsidiarity (Gawłowski, Nefas, 2018).

In order to use these powers properly, municipal governments themselves must be strongly interested in strengthening local communities. In the case of indifferent self-government, considerable powers of self-government may not bring any real benefit to communities.

Discussion and Conclusions

After analyzing the information, it is possible to create a theoretical model for promoting civic participation. The institutions above - the President, the Government, the Parliament, the Municipal Government, and the business sector - interact in the model.

The President can become a link that promotes cooperation between the regions and central government agencies. Visiting municipalities and meeting with local politicians and residents of districts, the head of state has the opportunity to hear about the problems of the regions and the issues that are lacking for the communities to become more functional participants in the country's political activity. The President may also invite representatives of the Government, the Seimas, business, public and non-governmental organizations to sit at the same table and discuss issues and initiatives of the country's regions to strengthen society. Lack of dialogue and communication between the parties who seem to be striving for the same goal is often emphasized. During such meetings moderated by the President, it would be possible to achieve at least listening to representatives of all parties, a place and time to express wishes and reach common conclusions. In many cases, attention to community representatives is already a successful incentive to move forward.

The government should not only provide financial support, which is undoubtedly a positive activity but also encourage communities in other ways. One of the ways is community rewards. In most cases, the most active associations can be found at the district level because that is where they are most noticeable. However, with the cooperation of municipal governments with the central Government,

such awards and the mention of the most active communities and their members at the state level would make an even more significant contribution to the creation and active functioning of communities. There is also a noticeable need for a specific institution that could take responsibility for initiatives at the regional level.

The task of the Parliament will be to create conditions for the effective participation of NGOs and local communities in decision-making, for which it has all the powers as a legislative body. It would be appropriate to clearly define the responsibilities and areas of activity of individual institutions from the point of view of NGO and community development. The Seimas should initiate and organize more conferences aimed at addressing NGO and community issues. At such conferences, representatives of the Seimas, ministries, academic circles, and representatives of Lithuanian communities expressed their thoughts, shared problems, and offered ways to solve problems and strengthen communication.

Municipal governments shall appoint individual officials to advise the public on issues related to non-governmental organizations and communities. The organization of citizens' meetings shall become a helpful initiative. Such citizens' meetings can combine different forms of civic participation: both consultations with residents and their involvement in decision-making. Politicians can answer questions from the community, as well as present their observations on the opinions expressed by citizens during the meeting.

Business: undoubtedly, providing financial support is one of the forms of local community support by businesses. However, speaking about the inactivity of communities, the most significant problems often lie not in finances but in the low involvement of the population, or more precisely - in the low awareness of how to achieve such a popular functionality of communities. Therefore, the business can serve, in this case, as a base for training. Of course, it would be helpful to organize business workshops, visit conferences of business representatives to the regions, or lessons for leaders and community members organized by the same representatives of local private sector businesses.

To clarify the problem raised in the article - the policy of Lithuania, Denmark, and Sweden in promoting the functioning of local communities - the public policy, which includes activities carried out by central and local authorities and institutions whose purpose is to regulate and initiate processes of civic participation in society, was found to include the issuance of legal acts, initiatives of the government and self-government, and activities of the NGO sector.

Based on theoretical sources, legislative acts have established that by

encouraging the participation of citizens, different authorities should make their activities in this area more effective, i.e., cooperate based on existing examples from other countries.

It was revealed that for public policy to promote civic participation and what actions can be taken to achieve this, the experience of the Scandinavian countries was established to show that a good result depends on the interaction of all state institutions.

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ЕУРОПАЛЫҚ ОДАҚТАҒЫ ТИІМДІ БАСҚАРУ ҚАҒИДАЛАРЫ: ЛИТВА, ДАНИЯ МЕН ШВЕЦИЯНЫҢ АЗАМАТТАРДЫ ҚАТЫСУҒА ТАРТУ БОЙЫНША САЯСАТЫ

Саулюс НЕФАС, профессор, Миколас Ромерис университеті, Вильнюс, Литва, saunef@mruni.lt

ПРИНЦИПЫ ХОРОШЕГО УПРАВЛЕНИЯ В ЕВРОПЕЙСКОМ СОЮЗЕ: ПОЛИТИКА ЛИТВЫ, ДАНИИ И ШВЕЦИИ ПО ПРИВЛЕЧЕНИЮ ГРАЖДАН К УЧАСТИЮ

Саулюс НЕФАС, профессор, Университет Миколаса Ромериса, Вильнюс, Литва, saunef@mruni.lt