

USE OF GOOD GOVERNANCE CONCEPT AT THE POLICY CYCLE LEVEL

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Abstract

Social, political and economic changes in recent decades have demanded an adaption of ways, forms, mechanisms and levels of public governance. Good governance emerged as a possible solution but until now it has not been defined in a unanimous manner. Researchers and governments are thus struggling with basic definitions and understandings when using or relating to the concept of good governance. But still good governance is perceived as crucial for sustainable long-term economic, social and environmental development. Main ambition of the research therefore was to develop an OECD good governance model that would allow a broad use in the area of public policy formulation and implementation. OECDs approach to good governance was used since one of the organizations key missions is to assist and help governments to develop better public policies, regulatory frameworks and institutions. First of all, an in-depth theoretical research was carried out to outline basic premises of the good governance concept on general and in the case of the OECD. Secondly basic premises of the OECD concept of good governance were aligned with the basic stages of the policy cycle. These findings were then used to design a theoretical good governance model with clear basic premises and preconditions for public policy formulation and implementation. Article was based on qualitative research and a combination of inductive and deductive approaches. Descriptive, historical, comparative, dogmatic-normative and axiological-deontological methods were used for the most part.

Keywords

Good governance, governance, policy cycle, policy process, policy stages

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1. Introduction

Social, political and economic changes in recent decades have demanded an adaption of ways, forms, mechanisms and levels of public governance (Farazmand, 2017; Kersbergen and Waarden, 2004; Thynne and Peters, 2015). These changes are visible both in theory and practice on national, regional and global level. Common denominator of these changes represents the concept of good governance (Addink, 2019; Kersbergen and Waarden, 2004; Kovač, Tomažević, Leben and Aristovnik, 2016). But as literature shows good governance can hardly be defined in a unanimous manner. Definitions, understanding and meaning of good governance can vary significantly based on different authors and area of its use (Addink, 2019; Rhodes, 1996). Researchers and governments are struggling with basic definitions and understandings when using or relating to the concept of good governance (Andrews, 2008; Doeveren, 2011,).

The concept of good governance was first used in the field of economic development and economic assistance to developing countries. World Bank – WB began to use it at the end of the 1980s, and soon it was used also by other major stakeholders in the field such as International Monetary Fund – IMF, the United Nations – UN, the Organization for Economic Cooperation and Development – OECD and the European Union – EU (Nanda, 2006; Tollefson, Zito and Gale, 2012). Starting point of these organizations was that the liberal development strategies of the past did not facilitate sustainable development and democracy in targeted countries due to issues of governance (Doeveren, 2011; European parliament, 2016; Farazmand, 2017). In this respect good governance concept represented a strategic approach that came from the integration of New Public Management approaches and the values of liberal democracy with an emphasis on legitimacy and efficiency in the political, administrative and economic spheres (Kersbergen and Waarden, 2004, p. 144; Rhodes, 1996, p. 656).

Rapid and radical social changes in recent decades have accelerated the development and application of the concept of good governance also in other contexts for instance in increasing the effectiveness of the design and implementation of public policies in developed and developing countries (Doeveren, 2011; European Parliament, 2016; World Bank, 2020); in the EU development and accession processes (European Commission, 2001, 2017) and in achieving goals of sustainable development (Lockwood, 2010; Pomeranz and Stademan, 2020; Tollefson, Zito and Gale, 2012). There are many different definitions of good governance depending on the purpose of use and diversity of theoretical approaches (Doeveren, 2011; Kersbergen and Waarden, 2004; Pomeranz and Stedman, 2020). In its broadest understanding good governance can be defined as an assembly of social, legal, organizational and economic theories and practices, administrative and managerial challenges. They form an inclusive and interdisciplinary approach focused on development of democratic, efficient, responsible and successful public administrations (Bevir, 2011). From the analytical point of view good governance is a distinctly multidisciplinary approach that enables the interpretation of a wide range of social challenges (Ansell and Torfing, 2016).

The OECD perceives good governance as crucial for long-term economic, social and environmental development. Citizens expect better, more efficient and more successful management of public affairs and the addressing of their needs while at the same time expedient and rational consumption of resources (OECD, 2009). Addressing global problems such as climate change, environment protection, eradication of poverty, health threats and others governments are forced to respond in an innovative way with significant focus on effectiveness and efficiency. Issues of governance are thus often related to the search for new policy instruments (Bevir, 2011). Since

governance issues have been identified as one of key factors of public policy failures (Howlett, Ramesh, and Wu, 2015) applying good governance throughout the policy process could provide an answer to these issues. First of all, in-depth theoretical research was carried out to outline basic premises of the good governance concept on general and in the case of the OECD. Secondly basic premises of the OECD concept of good governance were aligned with the basic stages of the public policy process. These findings were then used to design a theoretical good governance model with clear basic premises and preconditions for public policy formulation and implementation. Main ambition of the research was to find out if it is possible to overcome the discrepancy between theory and praxis in the area of good governance and to develop a usable tool for decision-makers.

2. Methodology

Good theoretical substructure is of key importance for any reliable scientific research (Neuman, 2014). Having that in mind a broad analysis of the literature was carried out in the areas of good governance and policy process. A detailed overview of the OECD concept of good governance was performed and possibilities of its adaptations to policy cycle stages were tested. Policy formulation and implementation tools were considered as the possibility of practical application of good governance concept at the policy level (Howlett, 2023). The main ambition of the research was to find out if it is possible to connect theoretical research on good governance with its practical use in policy process in the form of a general model. Study was based on qualitative research and a combination of inductive and deductive approaches. Descriptive, historical, comparative, dogmatic-normative and axiological-deontological methods were used for the most part (Creswell, 2009; Neuman, 2014).

Initially a detailed analysis of the literature on governance and good governance concepts was carried out. Relations between governance and good governance were established. A detailed comparison of different concepts of good governance was performed. Key definitions were set to be used in the research and basic elements and their possible interrelations were identified. Further on we performed a detailed analysis of the OECD publications and research literature connected to the OECD in the area of good governance. Although this concept is often used no coherent model of the OECD good governance was found. Hence a detailed analysis of its guiding principles was carried out.

Since good governance principles are often connected to performance indicators (Rotberg, 2014), OECD good governance principles were first identified with the help of OECD Glossary of statistical terms (2008). Then they were further developed with the content of the OECD document Participatory development and good governance (1995) one of the oldest OECD documents relating directly to good governance and defining some of its aspects. OECD further on developed some of the principles of good governance in separated initiatives, such as the Open Government, these were further checked for additional clarification of concrete principles. Research literature directly connected with the OECD work on good governance or its main principles was used to double check developed definitions and clarification. Based on this comprehensive analysis of the existing literature concrete definitions and clarifications of basic principles of good governance according to the OECD were developed.

Main ambition of the research was to find out if it is possible to develop a usable tool for decision-makers, that is why policy analysis approach was used in the second part of the research to define policy process, policy stages

and policy tools. Policy stages approach, although often criticized but commonly used (Fischer, Miller and Sidney, 2007; Hill, 2005), was used as the most suitable in relation to policy tools development (Hawkesworth, 1992). Five stage model of the policy cycle as presented by Howlett (2023, p. 38) was used. Additional attention was paid to basic classifications and functions of policy tools with an intent to acquire sufficient theoretical knowledge for development of our own model of good governance as understood by the OECD.

Based on theoretical findings of the first two parts definitions of the OECD good governance principles were aligned with five basic stages of the policy process. Principles were cross-checked with basic policy cycle stages and their potential understanding in the context of policy formulation and implementation was presented. Aligning good governance principles with their potential understanding at the policy level gave us key elements on which a comprehensive model could be build. Based on these findings an OECD model of good governance at the policy level was developed and deliberated for potential use in the context of industrial relations. Presented research will be a part of a broader PhD research regarding development of the good governance model in the field of minimum wage policies and a case study based on Slovenian example of the minimum wage legislation. Presented OECD model of good governance will thus be further elaborated and developed in the forthcoming future.

3. Results of the research

In the following chapters key findings from the literature analysis will be presented. Relation between governance and governance will be clarified and key definitions set for further use. OECD understanding of good governance and good governance principles will be defined and possible interrelations with policy stages will be presented. Initially an OECD model of good governance based on policy cycle stages will be presented.

3.1. Governance and good governance

Governance and good governance have received a lot of attention at the end of the 19th and the start of the 20th century in connection to development programs, public sector reforms and environmental policies. All though commonly used these two terms are not unanimously defined and carry different meanings according to the context of use (Nanda, 2006; Pomeranz and Stedman, 2020; Rhodes, 1998). Governance being the older of the two is better known and commonly used in the political and social science literature as far as managing public affairs is in question (Bevir, 2011). Economy and management in recent years gave it another notion in the context of corporate governance in the private sector. Good governance on the other hand builds on the previous theories of governance, efficiency and management theories and premises of the liberal democracy. It grew from development aid programs to general principles of managing public affairs with significant impact on public administrations and on managing some of the most complex problems such as environmental policies (Doeveren, 2011; Farazmand, 2017; Pomeranz and Stedman, 2020). In the following, both concepts will be presented and defined in more detail for the purpose of this theoretical contribution.

The United Nations (2021) define governance simply as the process of decision-making and the process by which decisions are implemented or not implemented. Farazmand (2017) states that governance has always been a central issue of historical evolution of civilizations since the ancient time, and that in this context public organizations and administration were at the heart of the process. In the past governance was often combined or even misplaced with

the term government addressing the formal and legitimate institutional structure of the organized political community (Nag, 2018). But through time it evolved to its contemporary meaning addressing not only the formal structures but also all other examples of cooperation in achieving common goals. Changing nature and role of government and the process of governance and administration represents one of key issues of societies of modern times (Kersbergen and Waarden, 2004).

Traditional and historical role of government has thus changed. Civil society and different stakeholder networks have become increasingly important in formulating and achieving common goals (Bevir, 2011; Rhodes, 1998; Thynne and Peters, 2015). Meaning of governance in this respect has changed and is not primarily connected to governments, as the exclusive barriers of the political power. Instead, it focuses on a process of decision-making in which sovereignty is dispersed among governmental and nongovernmental actors and cannot be controlled from the center (Bevir 2011; Rhodes 1998). For the purpose of this research governance will be understood in its broadest sense according to the definition of Kaufman, Kraay and Mastruzzi (2004, p. 254) *“as the traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected and replaced, the capacity of the government to formulate and implement sound policies, and the respect of citizens and the state for the institutions that govern economic and social interactions among them”*.

If the contemporary literature to least to some extent defines governance in a similar way from the content point of view, the opposite can be said for good governance (Tollefson, Zito and Gale, 2012). Due to different origins, building on different theoretical backgrounds, and focused on the outcomes, there is to this day no common understanding of the term good governance (Andrews, 2008; Banerji, 2015; Doeveren, 2011). It was developed by the end of the 20th century in the context of economic development and development aid. It was first used by the World Bank in a report on sustainable growth in sub-Saharan Africa in 1989 but it was soon adopted by all major international aid donors such as the IMF, the UN, the EU and the United States of America, although approaches, meanings and indicators differed a lot (Andrews, 2008; Kaufmann and Lafarre, 2021; World Bank, 1989). It represented a strategic approach integrating New Public Management approaches and the values of liberal democracy with an emphasis on legitimacy and efficiency in the political, administrative and economic spheres (Rhodes, 1996; Kersbergen and Waarden, 2004).

Rapid and radical social changes in recent decades have accelerated the development and application of the concept of good governance also in contexts other than developing aid, e. g. in increasing the effectiveness of the design and implementation of public policies in developed countries, in the accession or development of the EU and in achieving goals of sustainable development (Andrews, 2008; Banerji 2015; Tollefson, Zito and Gale, 2012). According to the contemporary theory, the concept of good governance can be understood in a broad or narrow sense. A broader understanding of this approach is mainly associated with issues of democracy and human rights, while a narrower understanding is to a greater extent associated with issues of efficiency and management of the public sector and the regulatory framework of the country (Andrews 2013; Borzel, Pamuk and Stahn, 2008; Emerson at all, 2021; Robinson and Hout, 2009; Santiso, 2003). A narrower approach can thus also be used in the analysis of the functioning of individual parts of the public sector and the design and implementation of public policies and will as such be used also in this paper. Additionally, the term good governance will be strictly associated only with the issues of public policies and public interest and will not intervene with similar concepts in the private sector. In this context definition of Kovač at all (2016, p. 131) will be used and good governance

understood “*as the manner in which public officials and institutions acquire and exercise the authority to shape public policies and provide public goods and services*”.

3.2. OECD concept of good governance

The OECD assigns a significant proportion of its activities to good governance and public management reforms (Francesco and Guaschino, 2020; OECD, 2020; Pal, 2012). Since its foundation in 1960 one of the organizations key missions was to assist and help governments to develop better public policies, regulatory frameworks and institutions (OECD, 1960, 2021a). As the OECD (2005a, p. 10) and many others (Bevir, 2011; Keping, 2018; Kovač et al, 2016; Rhodes, 1996 etc.) stipulate social, economic and technological developments gave impetus and triggered reforms of governments to better address new or different expectations of changing societies of contemporary world. Especially in the context of their limited fiscal and other resources. Developed governments have changed the way they manage the public sector. Almost all OECD countries have in recent years adapted their public administrations to become more efficient, transparent, flexible and customer oriented (OECD, 2005a, p. 10).

According to the OECD, good governance is crucial for long-term economic, social and environmental development. Citizens expect better, more efficient and more successful management of public affairs and the addressing of their needs while at the same time expedient and rational consumption of resources (OECD, 2009). However, the OECD has not developed a uniform model of good governance, instead it developed a comprehensive set of principles that should be implemented and respected as a whole in the context of good governance. These principles are rule of law, participation, consensus oriented, equity and inclusiveness, transparency, responsiveness, accountability, efficiency and effectiveness (CAPAM and OECD, 1995; OECD, 1995a, 1995b, 2005a, 2005b, 2009). The OECD invested a lot of resources in separate or interrelated initiatives of modernizing the way governments perform based on these principles with special attention also on the good administration as a constituent part of good governance (Francesco and Guaschino, 2020). These principles evolved from principles merely guiding development aid to generally accepted principles of governance of different areas (economics, environment, public administration etc.) on regional, national and international level (Borzal, Pamuk & Stahn, 2008). Since these principles present cornerstones of good governance but were not comprehensively defined by the OECD, one should look at them in more detail.

Rule of law

Although all principals of good governance are of importance the rule of law could and should be understood as a basic precondition for all the others (Kovač et al, 2016; Kotnik et al, 2020). It is based on the broadest understanding of the concept of good governance and, even if not mentioned explicitly, is understood as a prerequisite for development of all other principles. Sometimes it is also defined or referred to as a “first order arrangement” (CAPAM and OECD, 1995, p. 42). In contemporary times it is connected with access to justice which is as an enabler of the rule of law and good governance (OECD, 2019). Justice, according to the OECD (2019, p. 18) is “*both a right and a vital public service that upholds laws, defends human rights and supports institutions in a manner consistent with human rights, such as the right to equality and non-discrimination*”. Effective access to justice is a part of numerous international, regional and national constitutional arrangements as a fundamental human right and as such recognized and safeguarded by national and international jurisprudence.

Its efficiency in praxis can although vary significantly. But rule of law is also seen as a concrete issue of legitimate, independent and efficient judicial systems, institutions and processes (OECD, 1995a). According to the OECD rule of law builds on basic premises of equal access to justice and fair treatment, protection of fundamental rights, and the independence of judicial powers (OECD, 2021c). OECD thus sees the rule of law both in the broadest sense, as a human right and a basic precondition for other societal and economic developments in the context of good governance and sustainable development (OECD, 2018) and on the other hand in its narrowest sense as the protection and fulfilment of individual and property rights and obligations whether in civil or criminal procedures (OECD, 2019). Efficient enforcement and lack of corruption seen as an integral part of it.

Participation

Similar as the rule of law, participation is seen both as a mean and a goal of good governance. In its earliest meanings related to good governance, participation was connected with participatory development or sometimes also popular participation (OECD, 1995a). Its importance was based on two premises. Firstly, participation strengthens civil society and the economy by empowering citizens and organizations to negotiate and influence public policy and also provide a check on government. And secondly, it enhances efficiency, effectiveness and sustainability of adopted decisions and programs. Although OECDs work on participation evolved, basic idea behind it stayed the same citizens and the public should be enabled to see, understand, contribute to, monitor, and evaluate public decisions and actions on all levels and with it increase the legitimacy of public decision-making and improve its outcomes (OECD, 2022, p. 3). In 2022 the OECD presented Guidelines for Citizen Participation Processes built on nine principles: clarity and impact, commitment and accountability, transparency, inclusiveness and accessibility, integrity, privacy, information, resources, and evaluation. Following these principles eight possible methods of participation were emphasized: access to information and data; open meetings/town hall meetings; public consultation; open innovation: crowdsourcing, hackathons and public challenges; citizen science; civic monitoring; participatory budgeting and representative deliberative processes (OECD, 2022). In contemporary times most of the OECD work on participation is done under the Open Government initiative. The OECD (2017, p. 3) defines open government as a culture of governance that promotes the principles of transparency, integrity, accountability and stakeholder participation and presents a catalyst for good governance, democracy, trust, and inclusive growth.

Consensus oriented

Since good governance places more emphasis on “*markets and networks*” and less on “*hierarchy and state*” (Bevir, 2011, p. 2) orientation towards consensus in public policy formulation and implementation becomes increasingly important. If we put participation and deliberation at the heart of the good governance concept (OECD, 2017), this can hardly be achieved in an efficient manner without being consensus oriented. Or as Gunningham (2009, p. 146) puts it, new styles of governance move substantially away from top-down command-and-control regulation to a much more decentralized and consensual approach which seeks to coordinate at multiple levels, and is distinctively polycentric. This principle can be understood in its broadest sense in connection to processes of democratization on all levels in developing and developed democracies. And these are inherently connected to concepts of consent, legitimacy and accountability to the people (OECD, 1995a). On the other hand, this principle can be a part of a concrete policy orientation or participation on certain levels or in certain areas. In some cases, we can talk about institutionalized consensus-building practices or consensus-driven stakeholder participation processes, which have

for instance become increasingly common in natural resources management (Pomeranz and Stedman, 2020, p. 428).

Equity and inclusiveness

Principle or principles of equity and inclusiveness interrelate with principles of rule of law and participation. Equity is usually more related to the issues of law and inclusiveness on the other hand more to the issues of participation. This principle in its broadest sense arises from an idea that all citizens should be included in society on all levels (Doeveren, 2011). It relates to the processes of governance in the context of how decisions are made, who is included, why and how they are included and on the other hand to the outcomes in the context of distribution of wealth and prosperity (OECD, 2020d, p. 6). From this point of view equity and inclusiveness can be viewed as two sides of the same coin. The OECD has in recent years increased the attention and efforts on developing inclusive policies (including equity) under the initiatives of Inclusive Growth. By their understanding global developments in societies in recent years increased inequalities to the point that they are threatening further economic and social development (OECD, 2020d, 2015). Good governance should thus build on equity and inclusiveness and stimulate their further development through better institutions, services and policies.

Transparency

Transparency has been seen by the OECD as one of key enablers of democratic institutional arrangements and processes and market economies (OECD, 2011). In the context of good governance governments should therefore establish systems of accountability and information to permit transparency, sound management and feedback to democratic processes and control of the government. Reasoning arising from the argument that informed public examination of key policy issues improves the quality and effectiveness of development efforts as well as accountability (OECD, 1995a, p. 16.). In this respect the OECD has provided a quite detail definition of transparency “*Transparency refers to an environment in which the objectives of policy, its legal, institutional, and economic framework, policy decisions and their rationale, data and information related to monetary and financial policies, and the terms of agencies’ accountability, are provided to the public in a comprehensible, accessible, and timely manner*” (OECD, 2008, p. 551). Accessibility being emphasized in recent years with development of modern information-communication technologies. The OECD has further developed its definition of transparency through its Open Government initiative. The OECDs Recommendation of the Council on Open Government (2017) states that governments should proactively make available clear, complete, timely, reliable and relevant public sector data and information that are free of cost, available in an open and non-proprietary machine-readable format, easy to find, understand, use and reuse, and disseminated through a multi-channel approach.

Responsiveness

Interaction between citizens and other stakeholders and the government has become increasingly intense and complex and expectations towards governments high. The trust in government depends on citizens and other stakeholders’ experiences when participating in policy formulation and implementation or receiving public services. Timely response being one of key factors in this processes (OECD, 1995a, 2020d). In its broadest sense principle of responsiveness can be understood as a responsiveness of governments to new ideas, demands and needs and as such is interrelated with the principles of participation and transparency (Gavelin, Burall and Wilson, 2009). And in its narrower sense it relates to the interaction between government and citizens and other

stakeholders in administrative procedures delivering administrative decisions in reasonable time. In this context it interrelates more with the principle of the rule of law (OECD, 1995a, 2020d; Kovač et al, 2016). Basic idea of the principle of responsiveness lies thus in an idea that governments and their administrative systems should respond to citizens and other stakeholders on all levels in reasonable time. Developing and developed countries are still facing issues with responsiveness, first due to underdeveloped institutional and regulatory framework and latter due to lack of sufficient resources, administrative culture or even lack of motivation (Gavelin, Burall and Wilson, 2009).

Accountability

Principle of accountability can be found in all prevailing understandings of good governance (OECD, WB, UN, EU) although its meaning varies significantly (Doeveren, 2011, p. 307). It is one of the key concepts of the modern management theory and practice A concept that is due to its semantic origins often understood or connected solely to financial and managerial matters but represents much more (Newell and Wheeler, 2006). According to Schedler, Diamond and Plattner (1999, p. 14) it is a comprehensive concept connected with politics and power embracing three different ways of preventing and redressing the abuse of political power: subjecting power to the threat of sanctions, obliging it to be exercised in transparent ways and forcing it to justify its acts. For the OECD (Hudson and GOVNET, 2009, p. 6) accountability similarly involves three concepts: transparency, answerability and enforceability. Transparency means that citizens have access to information about commitments that the state has made and whether it has met them. Answerability means that citizens are able to demand that the state justifies its actions. And in the context of enforceability citizens are able to sanction the state if it fails to meet certain standards. It includes horizontal dimension, checks and balances among executive, the legislative and the judicial branches, and vertical dimension, relationships between citizens and decision-makers including the ability of citizens to influence political decision-making processes (OECD, 2014, p. 23). In the context of development discourse and idea of good governance, accountability has been although understood in a narrower way often reduced only to the questions of state/administration reform (Newell and Wheeler, 2006). One of does definitions closely connected to the public administration reforms thus stipulates responsibility of managers for carrying out a defined set of duties or tasks and for conforming with rules and standards applicable to their posts (Doeveren, 2011, p. 307; OECD, 2008, p. 12).

Efficiency and effectiveness

Principle or principles of efficiency and effectiveness present core values of good governance. Given its origins in development aid, economics and public management these two concepts follow idea of achieving goals that were set with most rational use of resources (Doeveren, 2011; Pomeranz and Stedman, 2020). They are often related to or integrated in the concept of performance management as a goal-oriented approach (Graham, Amos and Plumptre, 2003). Efficiency is defined by the OECD (2008, p. 164) as achieving maximum output from a given level of resources used to carry out an activity and effectiveness as the extent to which the activity's stated objectives have been met. According to the OECD (1995b, p. 1) governments acknowledged the role of public institutions in promoting economic efficiency and policy effectiveness, and their impact on the implementation of new policies. Understanding governance as political institutions and administrative structures of a country effectiveness is more closely related to political legitimacy and responsibility and efficiency is more closely related to public finances and budgetary governance (Lonti and Woods, 2008). Or with other words taxpayers' investments

in public goods must result in greater efficiency, effectiveness, and responsiveness to the needs of the people, at the lowest costs possible (Beeri, Uster and Vigoda-Gadot, 2019, p. 241). As such this is an important but often also a controversial principle. Constant pursuit of economic efficiency is namely not always aligned with the principles of justice, fairness, participation and others. Minimal requirements of good governance conduct should thus always be respected (Beeri, Uster and Vigoda-Gadot, 2019).

3.3. Policy analysis, policy cycle and policy tools

Studies of public policies have seen increased attention in recent years. Policy analysis emerged as a discipline that includes those researchers that are interested in furthering understanding of policy its content, outputs, process etc., and those that are more interested in improving the quality of policy through better information, advocacies, evaluations etc. (Hill, 2005, p. 4). Dunn (2018, p. 3) defines policy analysis as “*a process of multidisciplinary inquiry aiming at the creation, critical assessment, and communication of policy-relevant knowledge.*”. Different authors (Dunn, 2018; Hill, 2005; Howlet, 2023) stress that policy analysis is an applied social science discipline. It uses social science methods, theories, and substantive findings to solve practical problems (Dunn 2018, p. 3). Key distinction to other disciplines such as political science, public administration, sociology etc. lies in its problem orientation, multidisciplinary and normative or value orientation (Fischer, Miller and Sidney, 2007). As other social sciences discipline it builds on different epistemology traditions and tries to explain problems from different theoretic perspectives (Hill, 2005).

From its earliest origins policy analysis approach was based on perception or understanding of the process of policy making as a process of interconnected sequential stages. In 1950s researcher Harold Lasswell developed the theory of public policy cycles (Kotnik, Umek, Kovač, Stanimirović and Vintar, 2020, p. 116). Dividing policy process in stages, sometimes also defined as phases or functions allowed researchers to systemize and compare knowledge on the matter and get a better insight on the relevance of different stages in the policy process as well as relevance of different inputs and outputs of those stages (Dunn 2018; Fischer, Miller and Sidney, 2007). Although such an approach has been criticized regarding its theoretical construction and empirical validity it is still, more often than not, used as the basic approach to policy analysis inquiry (Fischer, Miller and Sidney, 2007; Hill, 2005). Such approach is also useful when examining the possibilities of policy tools (Hawkesworth, 1992). One of the most commonly used is a five-stage policy cycle model of: agenda setting, policy formulation, decision-making, policy implementation and policy evaluation (Howlett, 2023, p.38). These stages can be seen as bundles of activities unfolding, developing and progressing in time enabling policy making to develop to its goal. They interrelate in many different forms and can appear in different sequences and loops in concrete cases (Wu, Ramesh, Howlett and Fritzen, 2017, p. 8).

Agenda setting addresses the issues of identifying social problems and transforming them into policy problems. Dunn (2018, p. 69) defines policy problems as unrealized needs, values, or opportunities for improvement that can be addressed by public institutions. Policy formulation involves the development of alternative scenarios of government activity designed to address problems which were previously identified as public policy problems. These alternatives may or may not be used at the end but were under consideration (de Leon, 1992; Wu et al, 2017). Decision-making relates to the process of adoption of public policy in predictable and lawful manner according to the competencies and jurisdiction of public authorities. These decisions can be legislative, judiciary

or administrative or can take any other appropriate and prescribed form (Fischer, Miller and Sydney, 2007). Policy implementation means that an adopted policy is carried out by responsible administrative units that mobilize financial, human and other resources to implement the policy (Dunn, 2018, p. 45). This stage is usually critical for policy success. There are number of problems that can hinder the successful implementation of public policies such as interpretation issues, organizational and resources issues and timeline issues (Weaver, 2010, p. 2). Policy evaluation stage was neglected in the past but in contemporary research presents an essential tool for the improvement of public policies at all levels, especially in times of scarce resources. It provides feedback information on key input and output factors relevant for success and encourages improvement and upgrading of already adopted public policies and development of potential new ones (Howlet, 2023; Kotnik et al, 2020).

Addressing global problems such as climate change, environment protection, eradication of poverty, health threats and others governments are forced to respond in an innovative way with significant focus on effectiveness and efficiency. Issues of governance are thus often related to the search for new policy instruments (Bevir, 2011). Policy instruments or tools can be divided in two basic categories, those addressing the substance of the matter and those addressing the procedural aspects of the matter. First ones are focused on altering the actual substance of the kinds of daily production, distribution and consumption, while latter ones are focused on altering political or policy behavior in the process of the articulation of implementation goals and means (Howlett, 2023, p. 5). Hood (1989) distinguishes between government tools for detection and tools for effecting. Detectors are tools or instruments intended for detection of relevant information and effectors are tools or instruments intended to influence or impact outside world. According to its research these are two essential capabilities that every system of control should possess when and if it interacts with the outside world (Hood, 1989, p. 3). For governments trying to regulate societies on different levels, these capabilities are of essential value. Hood (1989, p. 5) classified policy tools or instruments according to whether they rely upon the use of nodality (information), authority, treasure or organizational resources of government for their effectiveness. His taxonomy was further developed and can nowadays be used both for detectors and effectors and for substantive and procedural policy tools or instruments (Howlett, 2023).

Howlett (Eliadis, Hill and Howlett, 2005, p. 31) defines policy tools or instruments as techniques of governance that involve the utilization of state authority or its conscious limitation in order to achieve government aims. In this context use of policy tools is significant throughout the policy cycle and affects all policy stages: agenda setting, policy formulation, policy implementation and evaluation (Howlett, 2023, p. 3). Since issues of governance have been identified as one of key factors of public policy failures and these failures can occur in all stages of the policy cycle (Howlett, Ramesh, and Wu, 2015), a good governance model for public policy process could prevent some of these failures and contribute to successfulness of public policies. Such an approach could be even more important in contemporary times when governments are faced with complex issues and limited resources (Howlett, Ishani, and Woo, 2015, p. 1; Kotnik et al, 2020, p. 114) and failures in some areas of public policy making, such as environment, are not an option.

3.4. Development of the OECD model of good governance

There is a great variety of decision-making processes by jurisdiction and sector that reflect great differences and small nuances that exist between different forms of government as well as particular configuration of issues, actors

and problems government face (Howlett, 2023, p. 36). Rapid and radical changes in society and scarce resources force contemporary governments to adapt their processes to achieve maximum efficiency and effectiveness of their policies while safeguarding basic democratic values and human rights. As we have seen in previous chapters good governance concept presents one of key common denominators of such approaches (Kovač at all 2016, p. 131). The OECD has not developed a uniform model of good governance, instead it developed a comprehensive set of principles that should be implemented and respected as a whole in the context of good governance (Doeveren, 2011). While such an approach can be of a great value for theoretical research it must be further developed for use in concrete public policy processes. One of possible solutions could be to develop an OECD model of good governance based on the five stages of policy cycle. Such a tool would, according to theory support formulation and implementation of concrete public policies and contribute to achievement of their goals (Howlett, 2023).

According to previously analyzed theory it is possible to align OECD good governance principles (rule of law, participation, consensus oriented, equity and inclusiveness, transparency, responsiveness, accountability, efficiency and effectiveness) according to their relevance to five stages of policy cycle (agenda setting, policy formulation, decision-making, policy implementation and policy evaluation) as presented by Howlett (2023, p. 38).

Table 1: Policy cycle stages and the OECD principles of good governance

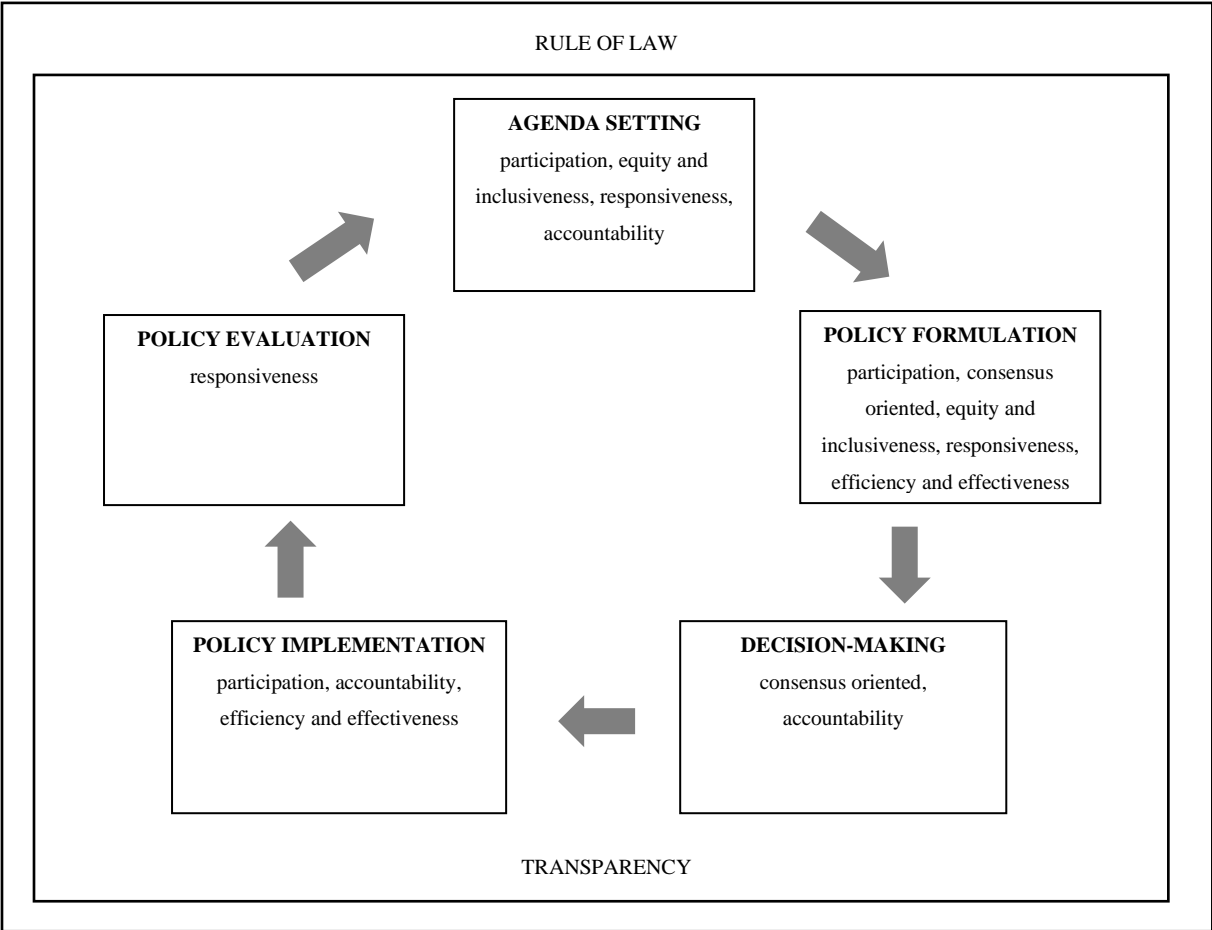
POLICY CYCLE	OECD GOOD GOVERNANCE PRINCIPLES
AGENDA SETTING	Rule of law, participation, equity and inclusiveness, transparency, responsiveness, accountability
POLICY FORMULATION	Rule of law, participation, consensus oriented, equity and inclusiveness, transparency, responsiveness, efficiency and effectiveness
DECISION-MAKING	Rule of law, consensus oriented, transparency, accountability
POLICY IMPLEMENTATION	Rule of law, participation, transparency, accountability, efficiency and effectiveness
POLICY EVALUATION	Rule of law, transparency, responsiveness

Source: Own (2023)

It has to be stipulated that although good governance principles should be applied together to make a complete whole some of them could be seen as the very basis of a liberal democratic regimes (Rhodes, 1998; Bevir, 2011) based on human rights and on the other hand as the very basis of processes in which civil servants and institutions acquire and exercise authority in the formulation of public policies and the provision of public goods and services (Kovač at all, 2016). That relates to the principles of rule of law and transparency, both being emphasized by the theory and the OECDs understanding of good governance. In this respect these two principles present a basic precondition for true good governance and should as such be respected throughout the whole policy process and its stages. In the context of good governance can the rule of law be understood as a concrete issue of legitimate,

independent and efficient judicial systems, institutions and processes (OECD, 1995a). But it also prevents social deviations from values of democracy, human rights and liberal economies on all levels including public policy level. Transparency on the other hand establishes an environment in which public scrutiny of institutional and economic framework, policy decisions and their rationale, goals and outcomes is even possible and governments can be held accountable (OECD, 2008).

Figure 1: Interrelation between the OECD principles of good governance and policy cycle stages



Source: Own (2023)

In the agenda setting stage additional attention should be paid to principles of participation, equity and inclusiveness, responsiveness and accountability. They all present a condition under which social issues of highest importance and with highest impact on societies are observed, identified and accepted by the political representatives as the key issues to address (Gavelin, Burall and Wilson, 2009). Needs of all citizens not only majority are heard and addressed through participative processes according to their importance and carriers of political power are held accountable for putting right issues on the agenda (Huson and GOVNET, 2009). This is becoming even more important in times flooded with disinformation that can cast doubt on official information and erode the integrity and credibility of democratic institutions and their ability to enhance public welfare through policy measures (Colomina, Sánchez Margalef and Youngs, 2021).

The policy formulation stage is becoming increasingly important in the policy process since social issues to address are becoming more and more complex. And if the agenda setting stage is all about “where to go” than the policy

formulation stage is all about “how to get there” (Hill, 2009, p. 171). In this context principles of participation, responsiveness, equity and inclusiveness and consensus orientation are those that guarantee that all voices were heard and had a say in policy formulation which strengthens and empowers civil society and provides checks on government (OECD, 2022). Principle of efficiency and effectiveness on the other side is more closely connected to issues of availability of resources when trying to achieve desired policy goals (Pomeranz and Stedman, 2020). Efficiency and effectiveness in the context of policy formulation stage are thus defined as achieving maximum output from a given level of resources used to carry out an activity and as the extent to which the activity's stated objectives have been met (OECD, 2008, p. 164).

Decision-making stage can be divided in two phases final adoption of the decision by the government and a preceding phase of a more or less informal process of negotiated policy formation within governmental structures and institutions, organized interest groups and political representatives and their associates as mayor players (Fischer, Miller and Sydney, 2007). Since good governance places more emphasis on “*markets and networks*” and less on “*hierarchy and state*” (Bevir, 2011) orientation towards consensus in public policy becomes increasingly important. If we put participation and deliberation at the heart of the good governance concept (OECD, 2017), this can hardly be achieved in an efficient manner without being consensus oriented. Principle of accountability on the other hand represents a safety mechanism preventing abuse of political and institutional powers guaranteeing that carriers of decision-making powers are held accountable for their decisions (Hudson and GOVNET, 2009; Schedler, Diamond and Plattner, 1999).

Policy implementation stage presents one of the crucial stages of policy process, sensitive to all possible previous flaws or deficiencies in the process, transforming decisions into action (Howlett, 2023). In this context principles of participation, accountability and efficiency and effectiveness gain importance. Addressing more and more complex social issues demands not only participation of a broad spectrum of key stakeholders at the formulation but also at the implementation phase of public policies. Governmental and nongovernmental actors, international organizations, markets, communities and even citizens can all carry part of activities indispensable for full implementation of public policies. Principle of accountability can in implementation stage be understood in a narrower sense as the responsibility of administrative apparatus to perform a defined set of duties or tasks and for conforming with rules and standards applicable to their posts (OECD, 2008). Rational use of resources and orientation towards desired goals are being guaranteed by the principle of efficiency and effectiveness. According to the OECD (1995b) governments acknowledged the role of public institutions in promoting economic efficiency and policy effectiveness, and their impact on the implementation of new policies.

Policy evaluation stage presents the last stage of the policy cycle. Nachmias (1979) defined policy evaluation as the objective, systematic, empirical examination of the effects that ongoing policies have on their targets in terms of their goals. Among overarching principles of rule of law and especially transparency, principle of responsiveness should be closely looked at. Although policy evaluation stage is often perceived as most technocratic of all stages of the policy process, it represents important feedback to the governments on achievement of desired goals. Possible adaptations of the policies or their implementation should arise from this information, but more often than not, they are neglected (Howlett, 2023; Kotnik et al, 2020). Responsiveness of governments to new ideas, demands and needs of citizens in reasonable time (Gavelin, Burall and Wilson, 2009) is thus limited.

4. Discussion

Ideal, theoretical concepts are difficult to realize in practice (Stare and Pečarič, 2021). Especially if, as in the case of good governance, they are established on dynamic principles that largely reflect a value judgment that can be subject to subjective judgment and different interpretations in different contexts (Doeveren, 2011). On the other hand, principles of good governance refer to generally acceptable democratic governance standards at the highest level which, for instance in the form of good public governance, have also been given a concrete form at lower levels (Kovač et al, 2016). Concept grew from development aid programs to general principles of managing public affairs with significant impact on public administration and on managing some of the most complex problems such as environmental policies (Doeveren, 2011; Farazmand, 2017; Pomeranz and Stedman, 2020). Good governance approach can therefore be seen as a consequence and an answer to radical and rapid social changes and more and more complex social issues to solve in modern world (Andrews, 2008; Banerji 2015; Kovač et al, 2016; Tollefson, Zito and Gale, 2012).

If the contemporary literature at least to some extent defines governance in a similar way from the content point of view, the opposite can be said for term good governance (Tollefson, Zito and Gale, 2012). Due to different origins, building on different theoretical backgrounds, and focused on the outcomes, there is to this day no common understanding of the term good governance (Andrews, 2008; Banerji, 2015; Doeveren, 2011). Different institutional stakeholders (WB, OECD, UN etc.) and individual researchers have developed their own concepts of good governance. Although similar and sharing common elements these concepts still possess significant differences preventing unification and providing researchers with additional task of defining the good governance concept before its use (Doeveren, 2011; Stare and Pečarič, 2021).

According to the OECD, good governance is crucial for long-term economic, social and environmental development. Citizens expect better, more efficient and more successful management of public affairs and the addressing of their needs while at the same time expedient and rational consumption of resources (OECD, 2009). However, the OECD has not developed a uniform model of good governance, instead it developed a comprehensive set of principles that should be implemented and respected as a whole in the context of good governance. These principles are rule of law, participation, consensus oriented, equity and inclusiveness, transparency, responsiveness, accountability, efficiency and effectiveness (CAPAM and OECD, 1995; OECD, 1995a, 1995b, 2005a, 2005b, 2009). OECD developed these principles further under different initiatives such as for instance Open Government trying to operationalize these principles in praxis. But to these days' decision-makers are still struggling to integrate and respect good governance principles when formulating and implementing public policies (Andrews, 2008). Analysis of the literature on good governance and OECD publications enabled us to define good governance principles according to the OECDs understanding.

Using research approaches of the policy analysis, we tried to overcome the discrepancy between the theory of good governance and its practical application by aligning the principles of OECD good governance with the key stages of the policy cycle. Policy stages approach has been criticized regarding its theoretical construction and empirical validity, but it is still, more often than not, used as the basic approach to policy analysis inquiry (Hill, 2005; Fischer, Miller and Sidney, 2007). When examining possibilities of policy tools, it is useful to view policymaking as a process or a cycle of activities (Howlet, 2023). That is why we used policy stages approach

when trying to develop OECD model of good governance. Such an approach of course faces certain methodological constraints and limitations. Developed definitions of good governance principles are still quite general and abstract but more detailed definitions would prevent development of a general model and its focus on practical use in the policy process. The OECD itself never tried to define good governance principles in detail, it rather approached those selected as the most important and tried to elaborate them in all possible contexts, for instance evolution of principle of transparency to Open Government initiative. Possible ex ante and ex post evaluations in this context should therefore look at concrete cases and actions of all stakeholders and further define good governance principles in selected contexts according to their prevailing relevance.

Developed good governance model based on the OECD good governance principles and policy stages approach further stipulated significance of some principles in relation to other principles and different stages of the policy process. As already concluded by Kovač et al (2016) rule of law represents a key principle, a prerequisite for development of all other principles. In contemporary times it relates to access to justice which is as an enabler of the rule of law and good governance (OECD, 2019). Principle of transparency should be, according to the OECDs understanding, treated in a similar way. Transparency has been seen by the OECD as one of key enablers of democratic institutional arrangements and processes and market economies (OECD, 2011). In the context of good governance governments should therefore establish systems of accountability and information to permit transparency, sound management and feedback to democratic processes and control the government. Principles of rule of law and transparency should therefore be treated as a basic prerequisite and an enabler of good governance. Their importance for the policy process can not be limited to a certain stage of the policy cycle, instead they should be integrated in basic foundations of social and political structures and processes governing societies.

All other OECD principles of good governance (participation, consensus oriented, equity and inclusiveness, responsiveness, accountability, efficiency and effectiveness) can be according to their understanding and relevance aligned to certain stages of the policy cycle. Although they can point to different outcomes in different stages. Principle of accountability can in this respect relate more to accountability of political representatives in agenda setting and decision-making stages (Hudson and GOVNET, 2009; Schedler et al, 1999) and in a narrower sense as the responsibility of administrative apparatus to perform a defined set of duties or tasks and for conforming with rules and standards applicable to their posts in the policy implementation stage (OECD, 2008). In a concrete case study these distinctions should be elaborated further. Based on in-depth research of the OECDs literature on good governance and its principles a model was developed that could be of added value for decision-makers. It could be defined as a procedural tool focused on altering political or policy behavior in the process of the policy formulation and implementation (Howlett, 2023).

As a procedural tool this model could, with some additional adaptations, be used also when dealing with policy processes in the area of industrial relations. Industrial relations could be defined as all types of relations between employers and workers on all levels dealing with social and economic issues, such as wage setting, working time and working conditions (Liukkunen, 2019). Social dialogue is a key enabler and facilitator of sound industrial relations (Franca, 2017). Sound industrial relations and effective social dialogue are even viewed by the ILO (2023) as instruments of good governance. The same can be stated other way around, since good governance principles tend to stipulate and stimulate transparency, participation, inclusion and consensus-oriented policy making. All core values of the social dialogue. Understanding special role of social partners both in the formulation

and implementation of public policies, presented model could be further developed and used also in the area of industrial relations.

5. Conclusion

On one hand, citizens in contemporary times expect better, more efficient and more successful management of public affairs and the addressing of their needs while at the same time expedient and rational consumption of resources (OECD, 2009). And on the other hand, governments are faced with increased complexity of issues to address, the so-called wicked problems, and changed scenery of polity and policy processes and roles of different stakeholders and networks in these processes (Bevir, 2011; Rhodes, 1998). Sincere need for good governance was never as explicit than in times facing radical climate changes, social conflicts and health emergencies threatening the mere existence of the world as we know today. Newer the less good governance concept still looks to elusive and to abstract to be used in daily functioning of governments, their institutions and processes.

Since issues of governance have been identified as one of key factors of public policy failures and these failures can occur in all stages of the policy cycle (Howlett, Ramesh, and Wu, 2015) a good governance model for public policy processes could prevent some of these failures and contribute to successfulness of public policies. Such an approach could be even more important in contemporary times when governments are faced with complex issues and limited resources (Howlett, Ishani, and Woo, 2015; Kotnik et al, 202) and failures in some areas of public policy making, such as environment, are not an option. An attempt was made to reduce the gap between theoretical concept of good governance and possibilities of its practical use with the development of the OECD model of good governance based on policy cycle approach to the policy process. A general model was developed, still abstract enough to enable its use throughout policy processes in different policy areas, but still detailed enough to bare some practical value and enable further developments in specific areas of use, such as industrial relations. Further empirical research should validate the theoretical basis of the model and further evolve principles of good governance in accordance with institutional and administrative structures and expectations of key stakeholders in concrete cases. Additional research should also be made to find out how such an approach could interfere with the role and relations of key stakeholders whether new or more traditional ones in distinct policy areas such as industrial relations.

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