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# GLOBAL PUBLIC POLICIES: NEW TOOLS FOR GOVERNANCE

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**Abstract.** *The globalization process creates new framework of multilevel policy-making, implies new actors, such as public and private actors and redefines the concept of public policy within an international and international policy regimes. Therefore, a difference in the policy process under globalization would appear to be that “policy transfer” and the global policy networks are on the increase.*

*In this sense, on the one hand the paper describes and analysis the concept and process of policy-making develop under globalization driving forces in order to reveal the policy-making changes imposed by internal and external context, and on the other hand assets the importance of global public policy networks for solving global problems through global policies.*

*From a methodological standpoint, and taking into consideration the theoretical framework, the study adopts a review conceptual approach to advance its arguments.*

**Keywords:** *policy, globalization, global policies, networks*

**JEL Classification:** *F68, D04, D78, E61*

## 1. Introduction

Since the early 1990s, the driving forces of globalization - technological change and economic and political liberalization have fundamentally transformed the conditions for effective and legitimate governance. In this new environment, states are no longer the only players in the policy-making realm, and although the policy term has been a prisoner of the word “state”, at the time being the national public institutions no longer serve as the sole organizing centre for policy. According to Malik (2008) the nation states have to acquiesce to the pressures exerted by both international organizations and other influential states, which seriously halts the capacity of states to develop its policies independent of any external influence and in favour of its citizens. Therefore, in this context, sometimes it can be identified various tensions between global agendas and national agenda of policy, and it is important to keep in mind that policy do not exist in a vacuum, but any type of policy is embedded in a wider set of pressures and contexts which would need to be understood. Moreover, the international organizations outline in their studies (UN, 2001) that „managing the public sector in today’s environment of constant change, particularly in view of globalization, has become an increasingly demanding challenge for national decision makers, policy advisors, service delivery managers and civil servants at large. The functions and role of the State have been transformed substantially. The general

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configuration of its responsibilities has changed and this has introduced important modifications both in the policy arena and in the State is requirements for high-level skills, qualitatively and quantitatively”.

Thus, often, in the scientific literature (Armingeon, 2001), it was believed to force distinct political systems and governments onto a path leading to convergence, but, in fact, this view neglects the other effects of globalization which facilitate and support innovative solutions of domestic policy problems. So, from this point of view, it can be said that, in the absence of globalization or the talk about globalization, these problems would have less chance of being solved.

## **2. A brief review of relevant literature**

### **2.1 Policy-making: a field of globalisation**

Policy-making is an extremely analytical and political process which involves a complex set of forces. Processes, such as globalisation, Europeanization, demographic change and public choice perspective on public policymaking have surely eroded the welfare state foundations. The public policy scholars try to explain public policies using public policy-making process like astronomers who use the solar system, as biochemists who use DNA sequencing or as economists who use the Kondratiev cycle and, although there are a large number of researches on this topic it can be identified some consensus on the Jones' taxonomy as standard model for public policy-making (Matei & Dogaru, 2012).

Jones divides this process in five stages: (1) setting the agenda - integrating the public issues on political agenda; (2) formulating the public policy - transforming the issue into public policy; (3) implementing the decision - applying the activities plan developed for solving the issue; (4) evaluating the public policy - the ex post analysis of all process and (5) completing the policy - the end of the process and restart the public policy-making (Harguindéguy, 2006: 42-56). Traditionally, policy has been produced within the authority of the nation-state, while since 1951, Laswell (1951: 13-14), one of the representative scholars of policy science noted that “indeed, one of the major tasks of the policy sciences is to follow in detail the processes of social invention, diffusion, and restriction throughout the globe for the sake of estimating the significance of specific events”. Moreover, in its next researches, Laswell argued that “As the globe shrinks into interdependence, relying more fully on science and technology, the policy sciences gain significance [...] Interdependence implies that every participant and every item in the social process is affected by the context in which it occurs.”

However, over the last two decades globalization has witnessed some challenges to such nation-state bound policy making. Public policy now takes place in a world system as well as in national political systems. The international environment has an added role to play in influencing the national policies. Consequently, national policies are interlocked with global issues. Harrop (1992: 263) states “policy-makers in each country share a policy context formed by the international economic cycle of prosperity; recession depression and recovery [...] International organizations such as the EC also form an increasingly important part of the context of national policy-making. The policy agenda is also becoming international”. It can be said that, currently, state has come to exercise less control on policy agenda than it was in the second half of the twentieth century. From the national perspective, this means that the policy agenda may be global, but the policy-making and implementation remain national. Literature identifies (Armingeon & Beyeler, 2004) besides the objective, material constraints which are put on welfare state through international economic and political integration, a third “soft” policy models and ideas promoted by international actors. In this sense, Palier & Sykes, 2001: 10; Palier, 2003: 148) argue that “globalisation can be thought as a provider of specific solutions for the problems met by welfare states”. Providing alternative perspective, the new ideas may trigger policy changes (Dogaru, 2013).

## **2.2 Globalisation and Policy Networks: two fashionable concepts**

While notoriously slippery and expansive (Rupert 2005), and covering a wide range of distinct political, economic, and cultural trends, today globalisation is a very well established term in the social sciences. Globalisation as a concept has been used in both positive and negative way by different people in different situations. Everyone looks at the concept from his or her point of view and interests. Therefore, there is no any universally accepted definition, researchers defining globalization from different points of view, although it can be find an agreement among all theorists that globalisation has had enormous impact on societies at economic, political, and cultural levels. It can be broadly defined as a constitutive process of increasing interdependence between people, territories and organisations in the economic, political and cultural domains (Verger *et. al.*, 2012). In the same line, globalisation is rightly described by Giddens (1990) as a phenomenon characterized by the separation of time and space and their stretching beyond any boundaries, whereby the immediate surroundings are shaped by the distant happenings and vice versa. Being a fashionable concept, globalisation fosters and others definitions. For example, Mittleman (2000: 3) states that globalization “is an increase in

interconnections, or interdependence, a rise in international flows, such that the world is, in some respects, becoming a single place”.

According to Cerny (1997: 188) globalisation is “the convergence of economics and politics across borders into single dominant model, a variant of liberal capitalism aligned with neo-liberal politics” or “the intersection of different form of both convergence and divergence”. Waters (1995: 3) puts globalisation as a process in which “the constraints of geography on social and cultural arrangements recede”. Taylor *et al.* (1997: 55; Taylor *et al.*, 2000: 487) describe it simply as “a set of processes which in various ways - economic, cultural and political - make supranational connections”. UNDP (1999: 1) appreciated that globalisation is “the growing interdependence of the world’s people. And globalization is a process integrating not just the economy but culture, technology and governance”. Moreover (Held *et al.*, 2000) indicate that globalization stretches activities across the world, intensifies connectedness, speeds up interaction and impacts the local (respectively extensity, intensity, velocity and impact), which they call spatio-temporal” dimensions of globalization. Some scholars (Dreher 2006; Keohane & Nye, 2000 apud Ewoh *et. al.*, 2013: 7-34) highlight the following dimensions of globalisation:

- economic globalisation, characterised as long distance flows of goods, capital and services as well as information and perceptions that accompany market exchanges;
- political globalisation, characterised by a diffusion of government policies;
- social globalisation, expressed as the spread of ideas, information, images and people.

In other words, globalisation may be described as increasing and intensified flows between countries of goods, services, capital, ideas, information and people, which produce cross-border integration of a number of economic, social and cultural activities (Bertucci & Alberti, 2001). Thus, globalisation has increasingly taken on a multidimensional character, which has behind several forces which have interacted among them producing greater interdependence and integration (UN, 2001), namely:

- trade and investment liberalization policies;
- technological innovation and the reduction in communication and transportation costs;
- entrepreneurship;
- global social networks.

In this context, a new concept appeared, namely policy network. The governance network study is an attractive topic in public policy-making. In a general view, policy network consists of a variety of actors who all have their own goals and strategies but who are also dependent on each other to achieve the desire policy outcomes. In Rhodes’ words (2006) a policy network is one of a cluster of concepts focusing on government links with, and dependence on, other state

and societal actors. So, according to Rhodes “*policy networks are sets of formal institutional and informal linkages between governmental and other actors structured around shared if endlessly negotiated beliefs and interests in public policymaking and implementation. These actors are interdependent and policy emerges from the interactions between them*”. Hierarchical “top-down” policy making does not work in networks because they tend not to have a “top”. Rhodes distinguishes five types of networks according to the degree to which their members are integrated, the type of their members, and the distribution of resources among them. These are (Rhodes, 1988 apud Rhodes, 2006):

- policy communities,
- issue networks,
- professional networks,
- inter-governmental networks,
- producer networks.

In other perspective, the term policy network connotes “a cluster of actors, each of which has an interest, or “stake” in a given ... policy sector and the capacity to help determine policy success or failure” (Peterson & Bomberg 1999: 8). Thus, given the complexity of modern policy issues neither governments nor private actors or non-governmental organisations have not all the solutions for solving these problems.

### **3. Challenges for policy-making theory**

In a context of deep transformations it requires the development of new models of public policy formulation. Therefore, the process of policy formulation must be characterized by elasticity and intellectual flexibility, attributes capable of providing a realistic response to dynamic situations. There is a quite broad recognition among scholars that public policy process is not limited to the formal structures of government. It has been outlined above, that public policies are formulated and implemented by a variety of institutions, mechanisms and formal and informal processes, to which the literature referenced through the concept of “policy network” (Pierre 2000; Pierre & Peters, 2000: 322-341), but on that the globalization process challenged to reinvent itself. So, taking into account the public policy nature and the role of policy network it must be emphasized the appearance of global policies and global public policy network, as a new concepts in policy-making theory. Being and under developing term, the concept of “global public policy” is not well established and has not a well-defined definition, although in the last decade, the using of global public policy concept increased.

### 3.1 Global public policy: a reliable perspective in the classical policy studies?

There is no doubt that, the economic and political liberalization, as well as the technological development and dimensions of public policy issues continues to generate profound challenges for public institutions and bureaucrats. Thus, multi-level polycentric forms of public policy in which a plethora of institutions and networks negotiate within and between international agreements and private regimes have emerged as pragmatic responses in the absence of formal global governance. The state is not necessarily retreating or in decline. However, it is re-configuring with the dynamics of globalisation and remains an important or central agent in the public space (Stone, 2008).

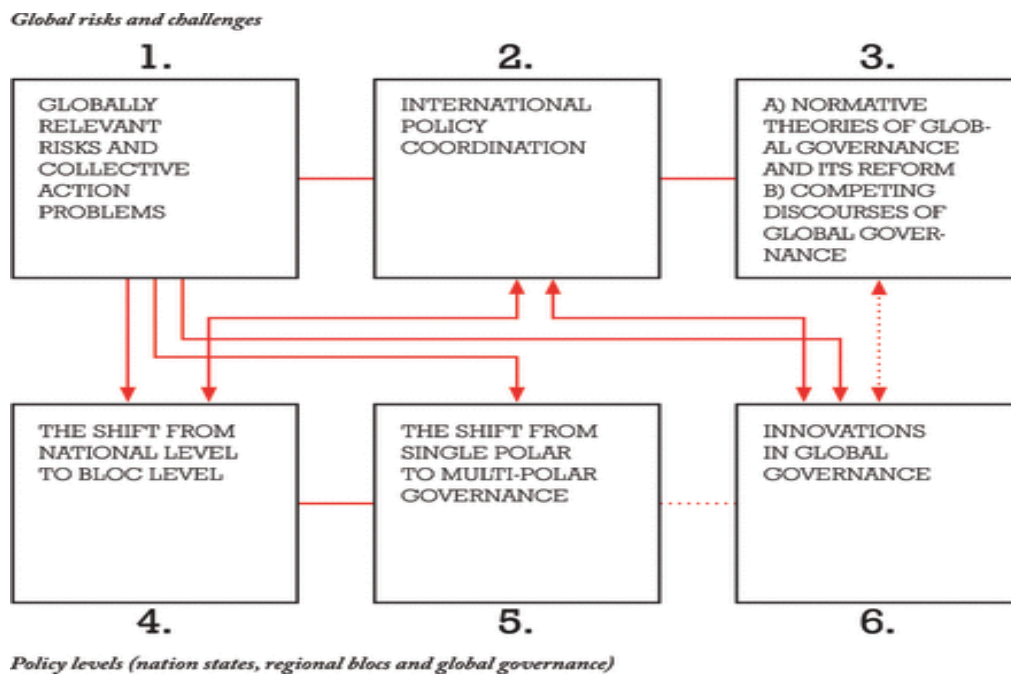
Global Public Policy (GPP) “is a set of overlapping but disjointed processes of public-private deliberation and cooperation among both official state based and international organisations with non-state actors around establishing common norms and policy agendas for securing the delivery of global public goods or ameliorating transnational problems” (Stone, Ladi, 2015). Moreover, sometimes, global public policy is equated with the financing and delivery of global public goods (Kaul 2005). Or it is equated with “global public-private partnerships” that engage in policy activities of standard setting, co-financing and co-regulation (Schäferhoff *et. al.*, 2009).

Regarding the global public policy, Held *et. al.* (2010: 1-3) defined public policy as having six main foci (components), as follow:

- “globally relevant risks and collective actions of different kinds (such as common pool resource problems) have become increasingly important as a result of the intensification of globalization over the last five decades.
- international policy coordination is also proceeding in a wide range of areas, which do not fit into the first category above.
- normative theories of global governance are undergoing rapid development and change, for instance, in thinking about the interplay between democracies, markets, networks and hierarchies.
- a change from national level to “bloc” level policy making is taking place.
- a transition from single polar to multi-polar governance is under way.
- innovations in global governance in recent decades have sought to address emerging global risks and challenges”.

To represent the interrelationships between the global public policy components, Held *et. al.* (2010) developed the below figure:

Figure 1. The six main components of a global policy



Source: Held et. al., 2010

Taking into account this new perspective on policy, a several implicitly changes occur into the policy process. According to several scholars (Stone, 2008; Soroos, 1991) global policy processes have emerged with governments, international organisations and non-state actors responding to three types of policy problems (Soroos, 1991):

- “transboundary problems” of cross border movement money laundering, pollution or drug trafficking (Raab & Milward, 2003);
- “common property problems” regarding oceans, Antarctica, the atmosphere (Haas, 2000);
- “simultaneous problems” of nations experiencing similar problems in areas of education; health, welfare, urbanisation and population growth (Deacon, 2006).

The global policy processes takes place in the global policy networks. Global public policy networks are a recent addition to the system of global governance. These global public policy networks are characterized by a number of features (Streck, 2005 in Wijen et. al (eds)):

- networks are based on informal arrangements instead of legally-binding agreements.
- cooperation in networks is based on trust and not on enforceable obligations.
- cooperation in networks is voluntary in its nature.
- networks are open to allow other partners/actors to join.
- the partners in a network bring different resources and assets to the table.



- networks are loosely structured.
- networks evolve over time.

From other perspectives (Banuri & Spanger-Siegfried, 2001) “global public policy networks can be defined as formal or informal coalitions of organizations and individuals that hold as a central goal the development of new norms, visions, analyses, methods of collecting and disseminating knowledge, and ways of operating that can directly impact global public policy. GPPNs engage directly in global policy-making arenas and/or actively fill the void in global policy left by traditional mechanisms”.

### **3.2 Quality management standards - an example of a global policy**

Globalisation of production has accelerated demand for greater control over quality assurance in production processes. Responding to the challenge for ensuring the quality of public services, the governments started to launch quality management policies. In this process, the most of them have started to encourage the use of quality management systems and tools, especially the ISO standards and the Common Assessment Framework (CAF). The implementation of this tools has been generally voluntary type, focused on awareness of the need for quality of public institutions which have understood the benefits of quality management. Standards setting through ISO 9000 by International Organization for Standardization (ISO) is an example of a network aimed to respond to the growing complexity of global quality issues. ISO provides a platform for developing practical tools through common understanding and cooperation with all stakeholders on board. ISO members are the national standards setting associations “most representative of standardization in its country,” with one member per country. These associations may be state agencies, public-private partnerships, private associations, or any mix of representation

The ISO 9000 standard provides assurance that a product, or service, conforms to established and specified requirements and that the firm, or service provider, has in place appropriate quality management procedures (Nadvi & Wältring, 2001). The standard is generic, and can be applied to manufacturing, service, and public sectors.

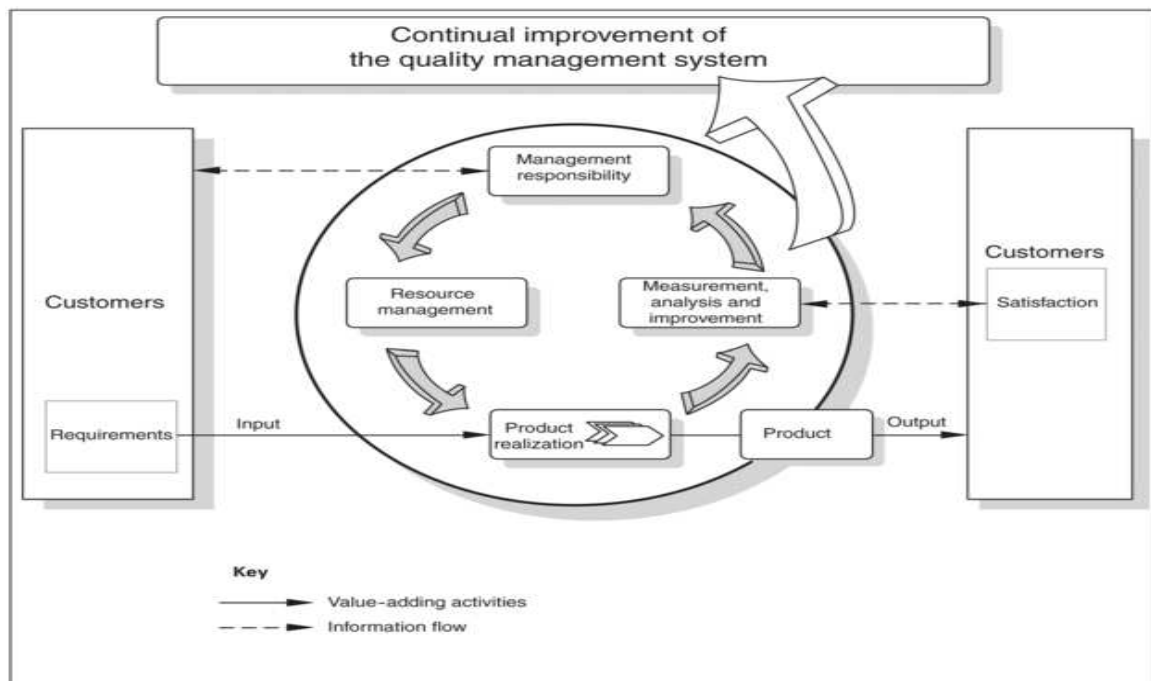
Standards in the ISO 9000 family include:

- ISO 9001:2015 - sets out the requirements of a quality management system,
- ISO 9000:2015 - covers the basic concepts and language,
- ISO 9004:2009 - focuses on how to make a quality management system more efficient and effective,

- ISO 19011:2011 - sets out guidance on internal and external audits of quality management systems.

ISO 9001 specifies the basic requirements for a quality management system that an organization must fulfil to demonstrate its ability to consistently provide products and services that enhance customer satisfaction and meet applicable statutory and regulatory requirements. One of the great challenges that societies are facing today is the need to develop and maintain citizens' confidence in their governments and their institutions. In the ISO family, several standards for specific sectors can be found for example, ISO 17582 - Electoral organizations at all levels of government and, ISO 18091 - Local government. The model of a process-based quality management system is illustrated in the below figure:

Figure 2. The model of a process-based quality management system



Source: ISO 9001:2008

This illustration shows that customers play a significant role in defining requirements as inputs. Monitoring of customer satisfaction requires the evaluation of information relating to customer perception as to whether the organization has met the customer requirements (ISO). Based on Strategy to strengthen public administration (SCAP) for 2014-2020, Romanian Government carried out an Action Plan for implementing quality management in public authorities and institutions, 2016-2020 period. The Action Plan is a strategic document that includes guidelines for use of quality management at central and local government level.

#### 4. Final remarks

There are some fields where global problems demand global responses. Government has engaged in a multitude of networks in order to respond in a flexible way to its rapidly changing environment. Dynamic in both process and structure, global public policy networks can provide alternative means to finding solutions where traditional policy or law-making have not or cannot deliver effective result (Streck, 2005). ISO standards for quality as well as Bologna and PISA process, for instance, are strong cases for global public policy and global public policy networks.

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