

SCIENCE-BASED PUBLIC GOVERNANCE SYSTEM: FROM THE US PRESIDENT WOODROW WILSON TO THE PRESIDENT OF THE PEOPLE'S REPUBLIC OF CHINA XI JINPING

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"The state exists for the sake of society"

Woodrow Wilson

"Innovations are the power that pushes development"

Xi Jinping

ABSTRACT

The article, given the synergetic formalism of the materials of the 4th and 5th Plena of the 19th convocation of the CPC Central Committee, discusses the role of the scientific system of public governance for the strategic innovative socially oriented development of a modern mega-state. The main elements of innovation in public governance are presented, including coherence, environmental friendliness, openness and sharing, as well as directions for improving socialism with Chinese characteristics with the strategic aim for the development of science, technology, and education. It emphasises the need for further modernisation of the public governance system and the development of managerial competencies, and creativity to ensure that the innovative potential meets the requirements of high-quality development of the state and society. It suggests forming a new architecture of mutually beneficial cooperation and contributing to the achievement of harmonious synergy between man and nature within the concept of science-based development.

Keywords:

Science-based system, public governance, innovations, Communist Party of China, synergetic formalism, strategy

INTRODUCTION

More than 10 years ago, our article (Hancherenok 2009) on the role of mega-sciences in public governance was published in the Bulletin of Moscow State University. The past 4th and 5th Plenary Sessions of the Central Committee of the Communist Party of China motivated us to look at the role of public administration in the development of a modern mega-country, in the context of a global pandemic, and the scientific and technological revolution and industrial transformation that has radically changed the architecture of international relations. In our opinion, these Plena have become the most important events not only in the annual political calendar of the PRC, but are also of absolute academic significance, demonstrating the key importance of the science-based system of public governance in the formation of a verified strategy for the sustainable development of the second economy in the world; overcoming numerous problems, including growing instability and uncertainty, without losing the social orientation of the modern state. In addition, the directions of the socio-economic development of China for the five-year period 2021-2025 and until 2035 could also be of interest for the academic and expert community.

Following the tradition, the Plena heard and discussed a working report delivered by Secretary-General Xi Jinping on behalf of the Politburo of the CPC Central Committee. It

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stated that the socialist system with Chinese characteristics is a science-based system developed by the Party and the people on the basis of long-term practice and research. Thus, scientific nature – for the first time, as far as we know – was defined at the state level as a fundamental element of the national system of public governance in the era of globalisation 4.0 and the 4th scientific and technological revolution. In our previous works (Hancherenok 2006, Hancherenok and Knyazev 2007), we noted that public governance as a stand-alone type of socio-economic activity, was formed in the middle of the last century by the relevant documents, primarily the UN. Meanwhile, for completeness and objectivity in assessing the evolution of public administration as a scientific and innovative sphere of activity, it seems appropriate to present the formation of public administration in an academic context in a brief historical retrospective.

Thus, the mention of public governance as a sphere of training specialist managers as early as in 1730 is attributed to Cristian Wolff. At the same time, many researchers tend to consider the work "The Study of Public Administration" (1887) by Woodrow Wilson, President of Princeton University (1902- 1910) and the 28th President of the United States (1913-1921) as the beginning of scientific and educational consolidation of "public governance" as an academic discipline and a research area. It should be noted that in the Russian-language literature the name of this classic work is not quite correctly translated as "Science of Public Administration".

It was W. Wilson³ who substantiated public governance / public administration as an independent scientific and educational discipline. W. Wilson believed that the subject of public administration as a science is, firstly, to determine what the government is able to provide properly and successfully, and, secondly, how it can carry out what has been planned with the greatest efficiency possible at the lowest possible use of resources (finance or energy). His principles of governance efficiency, ethical behaviour of professionally trained civil servants have become universal and have not lost their relevance today. At the same time, we can assume that Wilson correlated the rather difficult issue of governance efficiency not only with performance, but with the quality of services provided, as, for example, in the case of rapid changes at Princeton University under his leadership, which helped doubling the faculty while reducing the number of study groups and improving teaching.

Apparently, the positioning of public governance as an independent scientific discipline created the need for the development of appropriate scientific tools designed to ensure its efficacy and efficiency, at least. Despite the above-mentioned historical facts related to the recognition of the study of the "art" of public governance, the international academic community considered it as a relatively young independent academic discipline and area of research. Nevertheless, in Western Europe, public governance was institutionalised as a separate scientific and educational area over the past several decades. For example, in Italy, Germany, Belgium and the United Kingdom, public governance curricula and syllabi were developed between 1955 and 1970; although in some European countries, public governance is not an independent academic discipline, but it is studied as a specialised area of jurisprudence in political science or business administration. However, it is emphasised that the approaches to public governance as a scientific and educational area in continental Europe differ significantly from the approaches in the UK and the USA. Whilst in Europe, the deductive approach is normally used - where a given academic discipline is organised on

³ <https://onlinedegrees.kent.edu/political-science/master-of-public-administration/community/father-of-public-administration>

the basis of a general theory or one or several key concepts complemented with a juxtaposition to "managerial reality"; the Anglo-American school of thoughts has opted for the inductive approach, whereby each practical concept is considered as fundamental or basic. At the same time, the understanding of the importance of scientific support to the public governance process was rather declared than offered as a conceptual basis for the long-term development of the state.

The fact is that the American school of government, based on the political science tradition and business management (Wilson 2009), had a pronounced empirical orientation. This was also due to the fact that already at the initial stages of the development of the American school of public administration, many of its outstanding representatives were not only theoreticians, but also carried out concrete practical activities in the field of public administration. In line with Wilson, Professor L. White (Leonard Dupee White), who is rightfully considered one of the founders of the classical direction of the American School, carried out a large practical activity as a member of the Civil Service Commission (Weber, 1996). The situation changed qualitatively at the turn of the 20th century, when in 1916 in Washington, businessman and philanthropist Robert Brookings established the first Institute for Government Studies (later the Brookings Institution), whose goal was to develop a systematic analytical approach of public administration.⁴

Nowadays administrative and managerial issues and the issues of forming the political path of the government are analysed using the idea of synergies, the theory of non-equilibrium systems, neo-institutionalism, game theory, post-modernism, virtualisation, etc (Yeremeyev et al. 2019). It is also worth noting one more American academic centre of government – the Harvard Institute of Government (John F. Kennedy School of Government), preaching the slogan "Learn, Lead and Serve." This institution was created 20 years after the emergence of the Brookings Institution, and today positions itself as an institution for breakthrough research in public policy, the most prestigious institution of education in public administration and a unique centre of influence on the formation of public policy and problem solving in this area.

Therefore, approaches to public governance differ from country to country adding their own characteristics. In this sense, public governance with Chinese characteristics - public governance of a mega-state - deserves to be closely studied in the context of the development of modern theory and practice of public governance.

PUBLIC GOVERNANCE WITH CHINESE CHARACTERISTICS

All work and activities related to public governance in China are carried out in accordance with the socialist system with Chinese characteristics. It is the system and the capacity of the country's public governance that are the embodiment of the social system and its viability, a synergistic parameter of order that provides for the scientifically predictable, sustainable, and progressive development of the Chinese society. I cannot but cite here the statement of a legendary leader of the socialist movement, Fidel Castro, who compared the public governance system with the backbone of the state, which ensures its harmony and sustainability of development.

Thus, the path of the "fifth modernisation" can be considered a continuation of the Chinese 40-year policy of reforms. The path of "four modernisations" (in agriculture, industry,

⁴ The Brookings Institute is one of the leading think tanks in the United States that specialises in social studies, government, foreign policy, and the global economy.

defence, and science and technology) in the "new era of socialism with Chinese characteristics" is complemented by the fifth – science-based reform of public governance.

The 70-year history of the People's Republic of China (PRC) has proven the great vitality of the socialist system with Chinese characteristics and the system of governance in China and its significant advantages thereof. The synergetic dualism of the state and society postulated earlier (Knyazev and Hancherenok 2006) is capable of ensuring the country's continuous progress inhabited by 1.4 billion human beings and the achievement of long-term goals timed to coincide with the "two centennials", as well as the great revival of the Chinese nation, whose civilisation goes back more than 5,000 years.

Let us dwell on a number of advantages of the public governance system in China, stated at the Plena:⁵

- upholding to the unified centralised leadership of the CPC;
- adhering to the scientific theories of the CPC, including, for example, the theory of "2 rocks" - clean water and green mountains, effectively implemented in the Yu village in the Anji region of Zhejiang province;
- maintaining political stability and progressive development of the state in a socialist path;
- promoting democracy, maintaining close ties with the people, and relying on the people to stimulate the development of the country;
- building a country with socialist rule of law, ensuring guarantees of social justice and equality;
- ensuring teamwork throughout the country and stimulating enthusiasm in all areas to mobilise resources in key socio-economic areas;
- upholding equality between all ethnic groups, cultivating a strong sense of community in the Chinese nation to work together for common prosperity and development;
- accentuating the dominant role of the public sector and the development of economic agents of various forms of ownership, the coherence of the socialist system and the market economy, as well as the continuous release and development of productive forces;
- adhering to the human-based approach, where the state is based on caring for the person, improving the living conditions of the people, as well as improving the people's well-being in order to achieve universal prosperity;
- continuing with reforms and advanced innovations, including the development of digital governance, smart cities, artificial intelligence, cloud technologies, the Internet of things, environmental business platforms, etc;
- implementing efficient HR policy in the selection of managers based on social, personal, and professional competencies and active search and development of talent;
- pursuing its commitment to independence and self-reliance, combined with openness to the rest of the world beyond the mentality called "a zero-sum game" in

⁵ The 4th Plenum of the 19th CPC Central Committee ends in Beijing; http://russian.china.org.cn/china/txt/2019-11/01/content_75361807.htm; and Communique of the Fifth Plenum of the 19th CPC Central Committee; <http://ru.china-embassy.org/rus/ggl/t1832267.htm>

the theory of system analysis, but rather win-win cooperation, including active improvement of global governance based on the UN platform.⁶

CONTINUED REFORMS AND INNOVATIONS

In the public governance sector, which has become key at the Party Plena, innovation can be defined as the development of new paths and new standard operating procedures by state bodies and using algorithms for solving problems arising in the process of implementing public policy. Thus, innovation in public governance is the search for efficient and creative solutions to new problems or finding "new solutions to old problems". In addition, a number of experts emphasise that innovation in public governance does not produce "fixed", final results, presenting an open and continuous process of finding solutions, creatively developed by those who devise them. There are several types of innovation in public governance, including primarily institutional innovation, where the focus is on renovating the existing institutions and/or creating new organisational structures. In following this trend, the participants of the CPC Central Committee Plenum emphasised the importance of maintaining and improving the fundamental, basic, and key institutions on which the system of socialism with Chinese characteristics rests, and at the same time confirmed the need for creating thoroughly designed, properly built with supported processes, and well performing new institutions aimed at the adequate transformation of institutional capacity into effective governance. Thus, in a small (in Chinese scale) City of Jili in Zhejiang province, the Institute of Public Governance was established to implement a model of socially-oriented governance that resonates for the entire Chinese State, where managers with "western management content" are transformed into service providers to ensure maximum comfort for people, to form a developing and happy society within the framework of Public Governance 3.0 - "Dynamic and Good Government" on the social platform of co-management and sharing.

The Institute is also designed to innovate in the sector of public governance, including:

- institutional innovations, encompassing the introduction of new operating procedures or methods of leadership in public governance;
- innovation in the form of process improvement (procedural innovation), where the focus is on improving the quality of government services;
- conceptual innovations aimed at introducing new forms of governance (e.g., interactive policy-making, participatory governance, horizontal / networking governance).

Structurally, governance innovation encompasses agents of change, processes, and mechanisms, as well as value systems and regulatory regimes, technologies, and resources (not necessarily financial). Innovation usually requires significant time resources, thus it is fundamental to determine the efficiency of managerial innovation in the economic and social aspects. At the same time, due to the lack of quantitative criteria, social assessment is mainly

⁶ According to the figurative expression of President Xi Jinping at one of the international negotiations, people should unite in a duet, not in a duel (Xi Jinping "On Public Governance", Beijing, 2018: 149). In this context, it is worth paying attention to the fact that the President of the PRC is the only world leader, who actively uses the terminology of game theory in his public speeches – as far as we are aware (Relations: Nations to strengthen partnership 2019, China Daily, 3); thus, demonstrating the dominant scientific nature in international relations, the transition from a historical and descriptive approach to an analytic and prognostic one. Moreover, the terminology of game theory used in international relations makes it possible to "digitise" some parameters of international relations, to switch to objective methods of analysis (Degtyarev and Degtyarev 2011), thereby expanding the conceptual basis of the "One Belt - One Road" initiative, filling it with technological solutions of the new industrial era.

determined by qualitative indicators, while economic efficiency makes it possible to quantitatively measure the performance of labour in the management apparatus. It is important to foresee and minimise possible negative consequences of innovative management decisions and risks. In this regard, the idea of micro-innovation as drivers of innovation processes in bureaucratic organisations is very fruitful (Kelman 2021). It is only under these conditions that an innovative managerial initiative can spread rather quickly and often be improved or replicated on a wider scale.

Thus, innovation in management and public governance is a systemic and long-term process. It is important to note that innovation is one of the means of improving public governance aimed at improving the quality of life of all citizens. It was in this context that the Plena of the CPC Central Committee noted the need for improvement of the:

- system of party leadership institutions to expand the capacity of science-based, democratic, and law-based governance;
- system of party management and state institutions and development of socialist democracy;
- system of socialist rule of law with Chinese characteristics;
- state-administrative system of socialism with Chinese characteristics and clearly defined functions;
- national system of socialist market economy and stimulation of high quality economic development;
- system of socialist culture, aimed at strengthening the common ideological foundation, ensuring the cohesion and unity of the people;
- systems of social protection of the population, meeting the growing needs of the people for a better life;
- national security system, with due regards to traditional and non-traditional challenges;
- system ensuring the development of an environment-friendly civilisation and the harmonious coexistence of man and nature;
- system of unconditional party leadership of the People's Liberation Army of China;
- system "one state - two systems", promoting the process of peaceful merge of the Motherland;
- independent and independent peaceful foreign policy, increasing the role of "soft power", ensuring the formation of a community of the common destiny of mankind;
- system of party and state control.

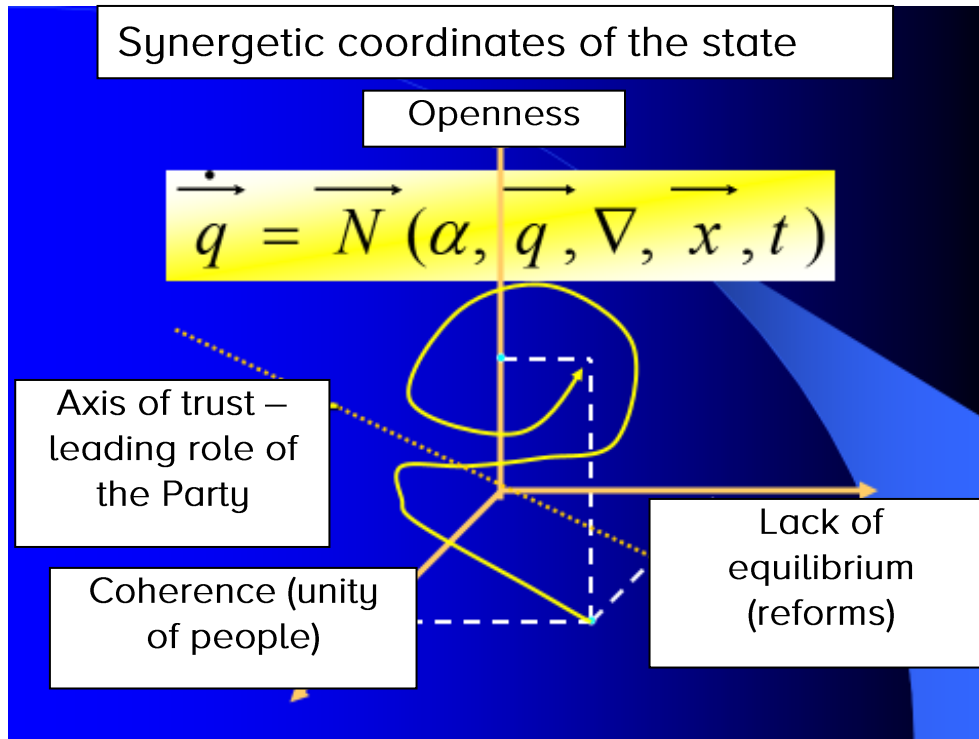
CONCLUSION

Thus, it is for the first time in the history of public governance, that its scientific nature is taken as the basis of the strategy for the development of the state and society, with the dualism thereof being ensured by synergetic parameters of order in the form of the national systems in the synergistic coordinates of openness, reforms, and unity of the Chinese people with the leading role of the party noted above, that ensure the atmosphere of trust in society (Hancherenok 2012). See also the "Axis of trust" in Figure 1.

It is this approach, with an emphasis on consistency, integrity, and coherence, that is proposed by the Chinese Communist Party as a method of deepening reforms and moving them forward (Ruan 2019). Predictability, streamlining, and risk mitigation are ensured here

by the scientific theories, including mega-sciences (Hancherenok 2009) and knowledge management through the reengineering of information resources and competence systems in public governance, with a shift in emphasis on the intellectualisation of active information systems (Hancherenok and Gorbachev 2021).

Figure 1: Modern state as a synergetic system



Let us also note the role of the global Chinese initiatives as the previously mentioned "One Belt - One Road" initiative (Ruan 2019) that introduces the new type of international relations – “No best, only better” to form a community of the common destiny of mankind in the 21st century, with active involvement of the system of global economic governance in the reforms. Using the terminology of game theory, for the first time a “zero-sum” game in accordance with the logic of time is proposed to be replaced by a new architecture for win-win cooperation, ensuring the achievement of significant results in the transformation of production and lifestyle and the environment-friendly modification.

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