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CRITERIA FOR GOVERNANCE' INSTITUTIONAL EFFECTIVENESS AND QUALITY IN THE CONTEXT OF SUSTAINABLE DEVELOPMENT TASKS

Abstract: *Institutions and their sustainability play an important role in the context of three dimensions of sustainable development management, determining the management structures' states and their willingness to cooperate at different management levels. This article aims to assess the criteria of governance' institutional sustainability in the context of sustainable development tasks. The research methodology is based on the statistical analysis of institutional stability of sustainable development management in Ukraine (Worldwide Governance Indicators (WGI), e-Government Development Index EGDI and EPI (e-Participation Index), Competitiveness Index, containing an assessment of institutions development, assessment of confidence according to the World Values Survey in Ukraine in 1996, 2006, 2011 and 2020). The results show an increase in government accountability and speech freedom, political stabilization, and government effectiveness in Ukraine. At the same time, assessments of the regulatory environment and corruption control remain quite low.*

Keywords: *Effectiveness, Quality, Governance Institutions, Sustainable Development, Governance Structures, Administration*

1. Introduction

For countries experiencing the periods of permanent political instability, threatening fluctuations of the financial and economic situation, the pressure of the consequences of military aggression, natural disasters, or pandemics are relevant the issues of power structures' readiness to adapt to stressful situations and act either under the circumstances, or effectively confront and proceed them without losing the immanent qualities of organizing, managing influence, and effective control. The complex structure and scope of responsibilities have a significant impact on the ability of

management systems to adequately respond to challenges and threats of different origins and evolve. This ability largely determines the prospects of progress and prosperity in society. We are talking about the stability and institutional inertia of the political system, on the one hand, and the ability to be alert while maintaining flexibility, functional fullness, and constructiveness of management structures in their interaction and maximum possible efficiency in new conditions, on the other. Institutional rigidity prevents the system imbalance in such a situation, and institutional sustainability gives it the opportunity for progressive development and progress (Larysa, 2020).

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This article aims to assess the criterion of institutional governance's sustainability in the context of the sustainable development tasks.

2. Literature review

Sustainable development is understood from two aspects: 1) sustainable development as a productive forces harmonization process; 2) sustainable development as an ability to reproduce dynamic equilibrium (homeostasis) (Polishchuk, 2009). From the systemic approach perspective, management is a process of purposeful impact of the controlling system on the controlled unit, which helps them function and develop. Hence, management within sustainable development is the result of governing bodies' activity, aimed at improving the population's life quality through effective management of the economic, social, and ecological sphere of territory by implementing the functions and methods of public administration. The institution and its sustainability play an important role in the context of sustainable development management of three dimensions. Sustainable development management is characterized by institutional memory that is a base of knowledge, traditions, and experience of changes and transformations of the region, based on which the structure of region functioning is reproduced. The ways of its members interaction and their connections are determined. Institutional memory provides management inertia, i.e., return to the previous state, preservation of equilibrium, and stability under the influence of external factors.

Institutional sustainability is understood as a state of governance structures that allows them to maintain the structural integrity, functional completeness, the ability to interact, regroup forces and renew the dynamics of social change under new conditions in a situation of extraordinary external or internal influences of temporary or permanent nature (Yoon, 2014). In the

context of this definition, the criterion of institutional sustainability is an assessment of the state of the governance structure or indicators, indicators of governance. Institutional sustainability determines the ability of institutions to manage sustainable development.

Sustainable development cannot be achieved without ensuring and developing institutional capacity under conditions of inequality, poverty, and limited resources (Spangenberg, 2007). The work of government in supporting institutions and institutional capacity is important to ensure quality governance for sustainable development. An institutional sustainability strategy for governance should focus not only on public institutions (schools, hospitals, and others) but also on civil society institutions (Mc Lennan & Ngoma, 2004).

Institutional capabilities are also important in managing infrastructure development and projects (Sundaram et al., 2016). The political structure is determined by the most significant factor of institutional sustainability, and among the complementary factors of influence is the content of reforms, capacity, stakeholders, and their cooperation level, determining the institutional capacity progress. The main barriers to development are determined by the sectoral structure fragmentation and the current economic state (Kurul, Tah & Cheung, 2012).

The institutional dimension of sustainable development includes elements such as participation, community and women's empowerment, peace, and justice (Spangenberg, 2007). Governance for sustainability is generally understood as an external process concerning sustainable development. Institutional objects (equity, justice, human rights) are part of the governance process that supports governance (Spangenberg, 2007). "Conflict, insecurity, weak institutions and limited access to justice remain a great threat to sustainable

development" (United Nations). Among the institutions most affected by corruption are the judiciary and the police.

The criteria of institutional governance sustainability may be, for example, the ability of a government or a self-governing structure to regain productivity and efficiency in a crisis; the restoration of public trust lost or weakened during a political crisis, or an increase in the public legitimacy of government or local government structures as a result of personnel changes, etc. Among the sustainability criteria, it is also advisable to include strategic planning (the quality, including the current state and role of strategic documents and the adequacy of measures, i.e., their connection with local problems), cooperation, for example, with local companies, residents, NGOs or public institutions, and the municipal institutions' functioning based on quality monitoring, sufficient officials' qualifications and knowledge administration (Leuenberger & Wakin, 2007). Under Sustainable Development Goal 16. "Peace, justice and strong institutions," the following indicators are assessed: "16.3. Promotes the rule of law at the national and national levels and ensures equitable access to justice for everyone.; 16.5. Substantially reduce corruption and bribery in all their forms; 16.6. Develop effective, accountable and transparent institutions at all levels; 16.7. Ensure responsive, inclusive, participatory and representative decision-making at all levels; 16.8. Broaden and strengthen the participation of developing countries in the institutions of global governance" (United Nations, 2022).

The main institutional and organizational quality factors contributing to sustainable development are the following:

- The involvement of all local governments;
- Integration of the SDGs into key strategic documents, plans, and processes;

- Involvement of local communities and encouragement of young people to participate;
- Supporting businesses and organizations that implement the principles of sustainable development in their operations;
- Forming strong partnerships between local governments, civil society, businesses, and volunteer organizations;
- Engaging existing partners in a long-term commitment to the SDGs;
- Promoting cooperation between sectors at all levels;
- Integration and coordination of management systems between different levels of government;
- Implementation of sustainable development policies in the mandates of government institutions;
- Efficiency, transparency, and accountability of government institutions.

Two useful tools for enhancing sustainability in socio-ecological systems are structured scenarios and active adaptive management. These tools facilitate the involvement of civil society, provided that the institutions of a multi-level governance system are flexible and open. These tools also increase the adaptive capacity of institutions, therefore contributing to their future sustainability and development (Folke et al., 2002).

The Committee of Experts on Public Administration (CEPA) and endorsed by UN ECOSOC in 2018, formulated 11 principles of good governance for sustainable development:

- 1) effectiveness (competence, sound public policy, cooperation);
- 2) accountability (integrity, transparency, independent oversight);
- 3) inclusiveness (principle of "no one can be forgotten," non-

discrimination, participation, subsidiarity, intergenerational equity) (Economic and Social Council Official Records, 2018).

Institutional capacity, democracy, and free trade are critical conditions for successful sustainable development policies, and the democratic aspect of political systems and governance and trade viability (not free trade) are critical conditions for successful sustainable development policies (Yoon, 2014). Cross-sector, multi-level collaboration of public servants strengthens institutional capacity by facilitating relationships between organizational units and levels of government and by increasing knowledge (Polk, 2011). The multi-level institutional model of public administration involves the formation of interconnections and information sharing between institutions at the transnational, national, regional, and local levels. This model is based on broader processes of institutional transformation: decentralization and devolution to the field, which used to occur centrally at the national level (Marks, 1993). The multi-level mechanism of public administration involves the distribution and delegation of power between institutions at different levels and is considered more effective than the centralized approach because of its ability to adapt to the specifics of an individual region. It enables the involvement of stakeholders in decision-making and implementation of public policies for sustainable development, reducing implementation costs and enhancing legitimacy. In addition, a multi-level public governance mechanism takes into account and reflects the heterogeneity of citizens' views and perceptions and promotes innovative development (See, 2017).

3. Methodology

To quantify the institutional sustainability of governance sustainable development in Ukraine, several indices and indicators were evaluated. Altogether they provided a comprehensive institutional sustainability

assessment. An assessment of institutional efficiency in Ukraine was carried out based on indices and indicators of their development, institutional environment efficiency indicators as the basis for economic growth:

1. Worldwide Governance Indicators (WGI) allows assessing individual governance indicators during 1996-2020, evaluating six governance dimensions: 1. Freedom of speech and accountability. 2. Political sustainability and absence of violence/terrorism. 3. Government effectiveness. 4. Quality of the regulatory environment. 5. Legitimacy/Rule of Law. 6. Control of Corruption. These aggregate indicators combine the views of a large number of business survey respondents, citizens, and experts in industrial and developing countries. They are based on more than 30 individual data sources from various research institutes, think tanks, NGOs, international organizations, and private sector firms (World Bank, 2022a).

2. e-Government Development Index EGDI, based on assessments of the components of online services, telecommunications infrastructure, human capital and used to measure the readiness of governments to use the information and communications technology to provide quality information and public services to the public, businesses and their application to the work of the government itself. Additional index of electronic participation EPI (E-Participation Index), based on three components: e-information, e-consultation, and e-decision making (UN E-Participation Knowledge Base, 2022).

The Competitiveness Index assesses the development of (1) public institutions, namely property rights and protection of intellectual rights, ethics and corruption, undue influence, public sector efficiency, security; (2) private institutions, namely corporate ethics, accountability (World Bank, 2022b; World Economic Forum, 2022).

4. The results of the World Values Survey in Ukraine in 1996, 2006, 2011, and 2020, which assess the level of trust of citizens in political institutions, an important criterion of institutional sustainability (Ukrainian Center For European Policy, 2020; WVS Wave 7, 2017-2020).

4. Results

The Governance Index in Ukraine reflects society's assessment of the traditions and institutions on which power is built in the country (Table 1). Governance includes

processes of government choice, control, and configuration forms; the government's ability to effectively formulate and implement reasonable policies. The governance assessment also demonstrates the respect that citizens and the state have for the institutions that rule economic and social interactions between them. The six aggregate indicators are presented in two ways: (1) in standard normal units ranging from about -2.5 to 2.5, and (2) in percentages ranging from 0 to 100, with higher values corresponding to better outcomes.

Table 1. Governance Index Dynamics 1996-2020

Subindex	1996		2000		2010		2020	
	Asses sment	Rate	Asses sment	Rate	Asses sment	Rate	Asses sment	Rate
Speech freedom and Accountability	-0,32	39,50	-0,61	30,85	-0,08	45,02	0,09	51,69
Political Stability and Absence of Violence/Terrorism	-0,15	42,55	-0,41	32,28	0,01	45,50	-1,16	12,26
Government Effectiveness	-0,67	27,87	-0,70	26,15	-0,78	24,40	-0,36	38,94
Regulatory medium quality	-0,42	33,70	-0,53	29,23	-0,52	33,97	-0,30	40,87
Legitimacy	-0,82	22,61	-1,11	14,36	-0,81	25,12	-0,67	27,40
Control of Corruption	-1,11	13,44	-1,15	8,63	-1,03	16,19	-0,78	23,56

Source: World Bank (2022a).

Ukraine has significantly risen in the Governance Index rating from 2010-to 2020. The scores deteriorated in 2000 for all sub-indices, while in 2010-2020, they increased to positive values. The percentage rating has also increased, which means that the government is becoming more accountable. At the same time, assessments of the quality of the regulatory environment and control of corruption are still quite low: -0.67 and -0.78, respectively.

We should also assess the development of e-governance as an important component of both government accountability and interaction with public institutions, such as fiscal authorities. The E-Government Development Index is growing significantly in Ukraine due to the growing value of the subindex of online services, telecommunications infrastructure, and the high value of the human capital subindex (Figure 1). The E-Participation Index is also increasing.

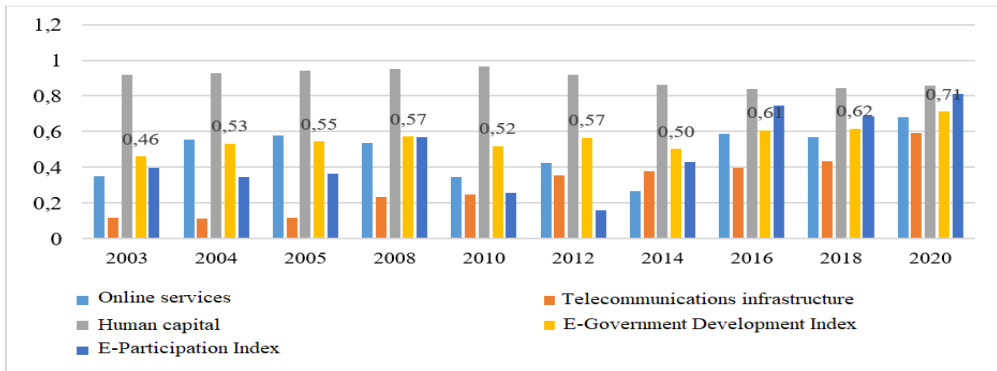


Figure 1. E-Government Development Index and E-Participation Index of Ukraine in 2003-2020

Source: UN E-Participation Knowledge Base (2022).

There are sustainable development areas that include ensuring peace, justice, and strong power institutions. The assessment of governance in this context is reasonable to carry out based on the indicator determining the place of Ukraine in the Global Competitiveness Report ranking by the Institution Subindex (state and public

institutions) (Figure 2). According to the figure, the dynamics of the Global Competitiveness Index by Institution Subindex have a positive increase, so Ukraine in the global ranking is constantly improving its position and in 2019 ranked 104th against 130th in 2015.

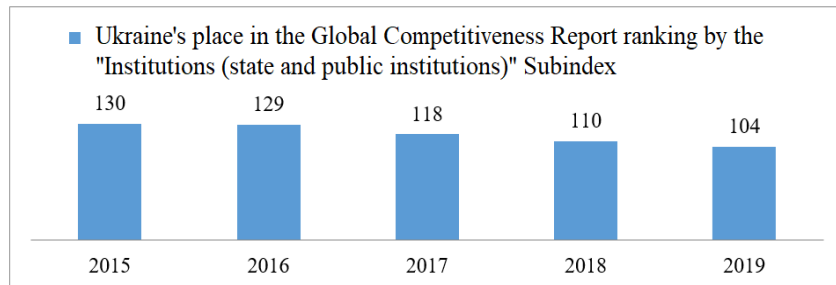


Figure 2. Ukraine in the Global Competitiveness Report ranking by the "Institutions (state and public institutions)" Subindex

Source: author's elaboration based on State Statistics Service (2020).

The Institution Development Subindex indicates an average level of quality of their functioning and efficiency in 2007-2018, in particular, due to the underdeveloped institution of property rights, ethical standards of doing business and corruption,

presence of illegal influence on the activities of institutions, an average level of government efficiency, an average level of accountability (Table 2). At the same time, the quality score of corporate ethics is increasing.

Table 2. Ukraine's Global Competitiveness Index: Institutional Development Subindex, 2007-2018

Index	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Global Competitiveness Index	3,98	4,09	3,95	3,90	4,00	4,14	4,05	4,14	4,03	4,00	4,11
Institutions	3,12	3,26	3,10	2,96	2,98	3,13	2,99	2,98	3,07	3,05	3,21
Public institutions	3,07	3,09	3,20	2,99	2,84	2,87	3,03	2,84	2,76	2,84	2,84
1. Property Rights	3,32	3,29	3,27	2,85	2,60	2,67	2,73	2,51	2,70	2,95	2,95
2. Ethics and Corruption	2,62	2,50	2,50	2,26	2,28	2,32	2,42	2,45	2,58	2,77	2,77
3. Illicit Influence	2,53	2,58	2,64	2,36	2,16	2,36	2,50	2,23	2,26	2,48	2,48
4. Government's efficiency	2,75	2,77	3,00	2,67	2,59	2,63	2,68	2,49	2,68	2,87	2,87
5. Security	4,12	4,30	4,58	4,81	4,55	4,37	4,84	4,52	3,61	3,15	3,15
Private institutions	3,48	3,34	3,55	3,46	3,32	3,34	3,43	3,43	3,65	3,73	3,73
1. Corporate ethics	3,34	3,06	3,30	3,23	3,01	3,10	3,22	3,25	3,70	3,82	3,82
2. Accountability	3,63	3,61	3,79	3,68	3,62	3,59	3,65	3,61	3,61	3,63	3,63

Source: World Economic Forum (2022).

There is a tendency of indicators diversification by regions in the regions' rating of the goals responsible for maintaining peace, justice, and development of institutions, which indicates the importance of localization of public management of sustainable development following the priority prerequisites and needs of an individual region.

The basis for achieving the SDG is the formation of a peaceful, open, and institutionally sound public administration policy at all levels. Effective public administration includes:

- ensuring personal security, the rule of law, and fair justice;
- eliminating the organizational and financial foundations of criminal activity and corruption;

- increasing the effectiveness of state and local government based on open and transparent decision-making and public control over their implementation.

The development of peace, the strengthening of social cohesion, and the reduction of all important aspects of social conflicts largely depend on the effectiveness of public management of sustainable regional development.

Table 3 shows the assessment of confidence and trust in Ukrainian organizations in 1996, 2006, 2011, and 2020. The level of trust and confidence practically did not change in different organizations and institutions during the studied period, and the average confidence value in all institutions is 2,67 (low level, a tendency to the answer "absolutely do not trust").

Table 3. Assessment of confidence and trust in Ukrainian organizations in 1996, 2006, 2011 and 2020

	1996	2006	2011	2020	Average value, +/-	Deviation (2020-1996), +/-
The level of trust in organizations (I fully trust - 1, I trust to some extent - 2, I do not trust a lot - 3, I do not trust at all - 4)						
Confidence: Churches	2,15	2,13	2,00	2,11	2,10	-0,04
Confidence: Armed Forces	2,21	2,44	2,39	2,10	2,28	-0,11
Confidence: Justice System/Courts	2,66	2,88	3,05	3,15	2,93	0,49
Confidence: Press	2,67	2,59	2,55	2,92	2,68	0,26
Confidence: Television	2,59	2,52	2,49	2,90	2,62	0,31
Confidence: Trade Unions	2,80	2,74	2,77	3,02	2,83	0,23
Confidence: Police	2,83	2,87	2,94	2,81	2,86	-0,02
Confidence: Government	2,71	2,96	3,07	3,16	2,97	0,45
Confidence: political parties	3,15	3,17	3,12	3,23	3,17	0,07
Confidence: Parliament	2,82	3,11	3,13	3,24	3,07	0,42
Confidence: government services	2,68	2,66	2,69	2,84	2,72	0,16
Confidence: major companies	2,47	2,57	2,73	2,72	2,62	0,25
Confidence: the environmental movement	2,30	2,57	2,50	2,70	2,52	0,41
Confidence: women's movement	2,36	2,60	2,51	2,63	2,53	0,26
Confidence: European Union	2,36	2,65	-	2,59	2,54	0,23
Confidence: United Nations	2,26	2,71	2,59	2,47	2,51	0,21
Confidence: charities or humanitarian organizations	-	2,53	2,47	2,49	2,50	-

Source: author's elaboration based on WVS Wave 7 (2017-2020).

The highest level of citizens' confidence is in the European Union (2,54), Women's Movement (2,53), Environmental Movements (2,52), United Nations (2,51), Charities or Humanitarian Organizations (2,50), Armed Forces (2,28), Church (2,10). Political parties (3,17), Parliament (3,07), government (2,97), justice system/Courts (2,93), police (2,86), trade unions (2,83), and public services (2,72) have the lowest confidence level.

Half of the respondents (51%) do not have information about the functions of the Cabinet of Ministers, in particular, about the budgetary funds' management. Citizens' low assessments of knowledge about the political system, which is provided in general education schools, were also revealed. It was found that no institution was mentioned by the respondent's majority as representing the interests of citizens in public processes (among the answers were political parties, public organizations, trade unions, individual

politicians, the media, and business structures). The level of trust in trade unions is 46% of citizens do not see political leaders in Ukraine who could effectively govern the country, 49% do not see such political parties and movements that they could trust. The trust in individual politicians is extremely low and is estimated at 2 points on a scale of 0-10, while the indicator is common for all regions and social groups. 35% of citizens have chosen the proportional system with open lists as a type of electoral system. 68% of respondents perceive vote-buying negatively. Since December 2009, a steady increase in the proportion of citizens who believe democracy is the best type of state structure (47% in 2017) has been detected. At the same time, the level of satisfaction with democracy in Ukraine is mediocre (the score was 4 points on a scale of 0-10). Citizens highly evaluate the freedom of political views expression (60%). The current situation in Ukraine is characterized by the prevalence of political culture types, which are characterized by distrust in politics and political institutions (61%).

5. Discussion

The assessment of sustainable development governance usually focuses primarily on the institutions' effectiveness. According to the OECD vision, the evaluation system should consist of three stages, each one supported by the components of sustainable regional development policy coherence: political will, coordination, and monitoring. These components define the main functions and capabilities needed to improve the coherence of sustainable development policies at different management levels.

According to the 2030 Agenda for Sustainable Development, assessing the effectiveness of sustainable development governance requires pushing the boundaries

and, in addition to considering institutional capacity, prompts the definition of additional indicators of the effectiveness of public management of sustainable development. When conducting the assessment, it is vital to consider the relationship between economic, social, and environmental goals, or more precisely, the combined effect of different policies in these three areas and how they will contribute to or hinder the implementation and realization of sustainable development policies.

A key element for improving the effectiveness and coherence of public management of sustainable development is informed decision-making, which can be achieved by:

- 1) building monitoring systems to gather information on the various impacts of sustainable development policies at different levels of government;
- 2) development of the analytical capacity to analyze and evaluate the data obtained;
- 3) creation of mechanisms for reporting to the state authorities at the national level and to the public.

Ensuring unhindered access and use of relevant quantitative information on the sustainable development public governance effectiveness is crucial for accountability, professional development, and effective decision-making. Such information is important for assessing the effectiveness of public administration on the ground and the representatives of state authorities, which form the national directions of sustainable development policy to improve or change the priorities of political goals and tools.

Different indicators' sets can be used to assess the effectiveness and coherence of public management of sustainable development, depending on the elements of policy coherence to be monitored (Table 4).

Table 4. Generalized criteria framework for assessing sustainable development governance according to the concept of policy coherence for sustainable development

Components of sustainable development policy coherence	Indicators
Institutional mechanisms	<p>Indicators describing the methods and tools to improve the consistency of sustainable development policy:</p> <ul style="list-style-type: none"> - Public commitments (enshrined in legislation) - Policy priorities and a concrete action plan (including links between different levels of government: local, national and international) - Cross-sectoral coordination and involvement of all stakeholders. - The ability to analyze the interaction and impact of sustainable development policies - Analysis of policy coherence (specific issues) - Monitoring and reporting systems - Policy support and funding
Policy interaction	<p>A combination of indicators to identify linkages and trade-offs between economic, social, and environmental values and identify tendencies:</p> <ul style="list-style-type: none"> - Resource indicators (e.g., the intensity of water use; forest resources (net change, use intensity) - Consumption - Capital stocks (economic, natural, social, human) - Welfare indicators
Policy outcomes	<p>Measures describing the results/changes achieved through the implementation of the sustainability policy, in particular, the changes that are intended to ensure:</p> <ul style="list-style-type: none"> - Equitable access to resources - Efficient use of natural resources (energy, land, water, minerals, etc.) - Sustainability - Enabling an environment for sustainable development (fair and well-functioning trade system, more transparent tax system, stable financial systems, equal access to knowledge, innovation, and technology, responsible investments, effective actions to protect the natural environment, etc.)
Policy impacts	<p>Policy impact indicators according to the conceptual dimensions of sustainable development policy:</p> <p>"Current Impact":</p> <ul style="list-style-type: none"> - Indicators of well-being, including economic, social, and environmental aspects (nutrition, health, labor, education, etc.) <p>"Indirect impact" (the impact of one country or region on others)</p> <ul style="list-style-type: none"> - Imports from less developed countries - Migration of human capital - Cross-border contribution to ecological footprint - Import of energy/mineral resources - Exports of physical/intellectual capital - Foreign direct investment - Contribution to international institutions <p>"Potential impact" (how much economic and financial, natural, human, and social capital the current generation is leaving to future generations to achieve their well-being)</p> <ul style="list-style-type: none"> - Capital stocks (to be preserved for the future)/long-term factors (economic capital, natural capital, human capital, social capital)

Source: summarized by the author.

The public management effectiveness indicators of sustainable development mentioned in the table can be considered as:

- factors and prerequisites for the formation of coherent policies (e.g., institutional mechanisms);
- ways of implementing policies in the economic, social, and environmental spheres in their interaction to achieve sustainable development tasks (e.g., the emergence of synergies and trade-offs);
- changes in the institutional activities and performance of policies as a result of their localization to local needs (e.g., policy outcomes);
- the resultant effects of policies on sustainable development of "direct," "indirect," and "potential" influences.

Analyzing and evaluating the different types of interactions between sustainable development goals and objectives will enhance the sustainable development policies' effectiveness by:

- maximizing effects (pursuing multiple goals simultaneously);
- avoiding potential policy conflicts (pursuing one policy goal without harming others);
- achieving trade-offs (minimizing negative impacts on other policies);

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- generating policies that generate multiple shared benefits for sustainable development.

6. Conclusions

The assessment of governance institutional sustainability criteria in Ukraine shows the growth of government accountability and speech freedom, political stabilization, and the growth of governance efficiency in Ukraine. At the same time, assessments of the regulatory environment quality and control of corruption remain quite low. The Index of E-Government Development is significantly higher in Ukraine due to the development of online services, telecommunications infrastructure, and human capital. Assessment of institutions' development shows an average level of their functioning quality and efficiency in 2007-2018, in particular, due to underdeveloped institution of property rights, moral norms of economic activity and corruption, presence of illegal influence on the activities of institutions, an average level of government efficiency, an average level of accountability. At the same time, in Ukraine, there is a low level of political culture and trust in institutions, which determines the civil participation in the sustainable development administration.

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