THE GLOBAL REFERENT
OF CONTEMPORARY GOVERNMENT.

The Public Administration in an interdependent world.

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Honorary Mention Contest of associates

In the contemporary world states and their governments are involved in a series of uncontrollable interactions and mutual dependencies. The events of recent years have led to societies to deal with new realities, governments face unprecedented challenges. These are issues where it is imperative to identify and manage the correlations. In such circumstances, common problems that arise can not understand or address within their respective spheres of competence, its causes are linked to processes that occur at points far from the place where these are manifested, and its resolution, therefore, depends not only decision taken exclusively within each level of government.

Countries need to deal with phenomena that are expanding their geographic scope and intensity, against which the responses can not be more than multinational or global. The risks and opportunities for companies in an increasingly interdependent world requires new forms of international cooperation, involving governments, multilateral agencies, foundations, media, academic institutions and transnational corporations.

This essay examines the contemporary international reference of the government, as a necessary starting point for analysis of the work of public administration today. The global scenario represents not only a step on the pathway of important policies, but is often the place where they arise and take shape. In the perspective of the nation state as a first person, this means being part of tuning processes in

which the formal independence of States, manifests itself as a real interdependence, and where decisions relevant to the lives of those states are shaping more across borders, through policies designed in regional and global terms. For this reason, is needed to reflect on the analytical and operational implications this has on the action of Public Administrations.

I. The crisis of a national referent. State as a subject and the horizon of articulation

From various perspectives has been alluded to the transformation being experienced by the nation state as the framework for political and social action due to internal rethinking of the relationship, and from outside, by the pressure of globalization issues. In a context of vast dimensions of social change, the crisis in the central state, is accompanied by the question concerning the traditional referents political, cultural, territorial, economic and religious who have articulated to societies.

The government action in this horizon, is determined by phenomena of political fragmentation, territorial and jurisdictional, for the emergence of a multitude of actors with perspectives, different agendas and interests, as well as by the weakening of state-society relationship that at one of its facets, is related to the growing disaffection of citizens to political institutions. This is a profound transformation that can be approached from different conceptual frameworks.

In sociological terms, has drawn attention to the fracture of the foundations that have given sustenance to modern society. It has been left behind, the design where society is seen as an integrated system of structures, in which collective action can be explained as an effect of structural phenomena, the behaviour of subjects is defined as a manifestation of a certain role and politics is a unified scenario which reflects a societal single project. The dismantling of the classical matrix, which instituted the State as its exclusive agent in the organization of social life, has led to the attenuation of unifying principle of social action and the emergence of a variety of actors in multiple scenarios.

The cultural pluralism and globalization, according to Habermas, represent the most eloquent words that will have to account for what is happening in contemporary society. Multicultural differentiation of societies and the processes of globalization, that undermine the sovereignty internal and external, demand too much of the capacity of Nation States. Thus, organizations that once represented a solution to the needs of social integration that the old political groupings in decline could not offer, now face important endogenous and exogenous processes that put them against a similar challenge.

The Nation State was established on the basis of beliefs that seem already to have lost its sanctity:… people with homogeneous culture, living together in close partnership in a given territory and who share the belief in a single existence and a common destiny … Progressively, are contradictions between formal authority and conventional required by the state and how the power structures international, regional and global influence actual practices of States. The territorial State, the nation's economy and self-determination and confined within national boundaries no longer exist more as an ideal. In other words, national politics does not coincide with more space where it plays the fate of the national community.

States, at least when they are democratic, controlled fewer social and cultural life, because against the domination of streams and networks impersonal and powerful, large numbers of individuals and groups defend their autonomy and identity, causing identities increasingly fragmented. In the context of globalization, the state is more directly and more deeply weakened by the growing range of community identifications. Thus, its ability to integrate the population through the imposition of decisions and rules applicable to all is severely diminished.

Under the prism systems thinking, Luhmann analyzes the new configuration of society and emphasizes the process of functional differentiation, which allows a higher level of sophistication in regard to current social structure forms previous social structure, as the differentiation similar systems partial or segmentation, the center-periph-

ery differentiation, and differentiation of hierarchical layers. Seen from this perspective, modern society is characterized by the development of multi-functional systems relatively autonomous, which differ and are defined as the specific role that develop in society, and acting according to their individual rationales, this new configuration is manifested by the diversity of social systems. Differentiation is accentuated by shaping macrosystems -financial, technological and information-globally and by strengthening microsystems at the local level.

So, what in other circumstances could have been the manifestation of a process of specialization and social development in the current context is most often associated with a process that produces a sense of loss and perspective, as well as the weakening of capacity joint action necessary to address public issues that challenge the ability of institutions to work together. Differentiation and integration of processes and actors who make up the whole society, seems to be one of the biggest problems that underlie a conception date of the State, especially when the differentiation of society progresses in the internal through the development of systems relatively autonomous. In the external, by transnational systems beyond any center.

Since science policy, referred to the fragmentation of the state as a phenomenon that has to do with the emergence of pathological divisions that hinder their work normally and efficiently. It distinguishes between natural divisions, which do not pose a crisis state, and divisions abnormal, that the State fails to overcome and to carry weakness. In this line of interpretation, the first divisions not authorized to argue that the State is now a political reality overwhelmed. The second, reported a critical situation of weakening state and predict an end as res publica exclusive.[2] Political forces caused directly or indirectly, abnormal divisions, and produced in the governed, an attitude of doubt and misunderstanding, in the presence of a weakened state that sees the hierarchical principle that evidence and inability to carry out a policy synthesis.

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[1] Corsi Giancarlo, Elena Esposito y Claudio Baraldi (1996). *Glosario sobre la teoría Social de Niklas Luhmann*, Universidad Iberoamericana-ITESO-Antrophos, México, pp. 58-63.
[2] Jiménez de la Parga M. (1990). *Los regímenes políticos contemporáneos*, Tecnos, Madrid, p. 47.

Uvalle, refers to the end of a vision that relies on exclusivity for the State to make and remake government policies, without taking into account, society and civil organizations. According which, it has the power to act and decide without further limits its own capabilities, structures and resources.[3] The crisis that the author calls, the centric state vision, is in his words: nowadays not everything is State nor everything is anti State. This means that social actors are still struggling to gain areas that were formerly occupied by administrative and governmental agencies.

All this occurs amid threats that recognize no borders and must be addressed at the global, regional and national levels. No state, no matter how powerful, could itself become invulnerable to them. These are problems that have been transformed in terms of its length, intensity and connectivity: affecting older populations and territories, and are caused by a wide range of factors.

These are complex problems of cross-cutting nature that are not easy to subdivide and that in terms of governance, reduce the threshold for unilateral action and expand areas of joint decision. The social phenomena create their own geography, ignoring the political administrative borders. The maps of the problems are added and overlap, creating a complex mapping design that defies communicative ability of governments to develop an effective joint action.

In an environment where the causes of the phenomena are interrelated and processes beyond the control of governments, public administrations can not remain unconnected. They are interconnected realities, that are becoming increasingly stronger presence in a world that becomes more interdependent at different scales: local, regional, national and global levels.

In this regard, it is illustrative intervention by Tony Blair in the plenary of the World Summit on Sustainable Development held in Johannesburg, South Africa, which was attended by heads of state and government from 191 countries. By focusing his speech on interde-

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[3] Uvalle Berrones Ricardo (2001). "El fortalecimiento de la vida democrática: la nueva relación de la sociedad y el Estado", *Revista del CLAD Reforma y Democracia* No. 20, Caracas, 2001

pendence and advocating that the Kyoto Protocol should be ratified by all countries, warned that the key feature of today's world is interdependence, which was defined as: "Your problem becomes our problem." Affirming that from the standpoint of individual state, can be interpreted in accordance with the dual purpose of establishing cooperative relations but also to protect their own interests.

It is under these circumstances where the concept of articulation has become central. In a context where different concerning social life come into crisis, also recognizes the need for the revaluation State as a subject and articulation of social horizon. The proliferation of actors and diversification of structures at the domestic level and international levels, increases the demands for integration. The danger that the diversity of contemporary society, breaking the order of coexistence, requires the State, some kind of anchorage and unification.

In spite of everything, we are far from any dissolution of the State as a subject and context of articulation. The capitalist discourse of the eighties, has given way, a revaluation of State for the important role it can play in at least three ways: as an articulation of the various factors and players in the economic process to ensure the country's competitiveness in a globalised economy, to promote the integration of society and the cohesion of internal order in the face of changes in the international insertion, as well as to strengthen democratization processes in the light of the new role of citizens.

The presence of the State appears as a condition constituting a frame of reference that does not limit itself, but does not prescribe to other organizational bodies of collective action that are present within this area, and also extends under other conditions.[4] In this regard, the State is an institution essential to understand how the elements within a social system communicate and interact with each other. As an instance of social articulation, the State condenses and reflects its contradictions through varied and successive positions of its institutions and the balance of power between them.

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[4] Alarcón Olguín, Víctor, "Política y derecho en la obra de Niklas Luhmann". En: FLACSO (1997). *La sociedad compleja*. *Ensayos en torno a la obra de Niklas Luhmann*, FLACSO, México, pp. 141-142.

In terms of government action, the State assumes significance as the essential reference in formulating and implementing development policies. Faced with significant externalities are beyond the scope of the municipalities and regions, the Nation represents the level at which to equalize interests. The central government, in its role as mediator and coordinator of various policies at both national and transnational levels, occupies a key strategic position. The national players have, in the exclusive capacity and information necessary to dominate the governmental process in all its scope, they are better off than local players to organize the delivery of certain public goods, taking advantage of economies of scale when beneficiaries are distributed among various regions.

However, significant variations exist in the interpretation and implementation of the tasks that the State must meet its importance as a basic reference is not discussed more, the questions now are connected on about what can and can not do, and how to do it. When it does not appear to be no doubt, is the fact that while the Nation States have lost capacity to make decisions unilaterally and autonomously, they will remain the essential reference horizon, the political arena and the institution decisively to confront the problems of articulation of social and government, we have alluded. However, it appears that the latter, only what may achieve, in active collaboration with each other for their own localities, and with outside entities.

II. Globalization, connectivity and interdependence.

As seen above, the current practice of the concept of State are far from the image or perception of a dominant entity, autonomous and integrated governing and exercises control in a given territory, which makes the rules and punishes attachment to them by members and stakeholders. The State is currently face special difficulties whenever it comes to control, mobilize, cohesion, organize, implement or secure. What are some of the functions that we have the right to require anyone who exercises political power and that he, in the present circumstances, can no longer meet with traditional media.

The trends towards globalization and decentralization that coexist in today's world questioned the Nation State. Towards the top, insofar as major powers become progressively awarded to supranational units. Towards the bottom, pressures and democratic shortcomings inherent in an overly centralized administration, have led to a rethink in the territorial distribution of power, a transfer of decision-making powers closer to communities and individuals. All this is undeniable implications in the way of conceiving the sovereignty and government. In general, it becomes necessary to move towards forms managerial based on more coordination and interdependence.

The essence of globalization is that it is becoming less relevant to speak of national jurisdictions and separate economies and sustained traditional principles of state sovereignty as a nation.[5] The idea of a global system suggests that the interconnectivity and interdependence increases the difficulty of nation states, localities and even individuals to keep the identity without reference to broader structures and flows.

Globalization refers mainly to the enlargement process of modes of connection between different social contexts and regions, along the surface of the earth as a whole. The conceptualization of this phenomenon from the way in which social life is ordered through time and space, leading to focus attention on the complex relationships locally and interaction across the distance, under which the modern era the level of alienation from space-time is significantly higher than in prior periods, and relations between forms and distant events thus become more widespread.[6] In this perspective, globalization represents the intensification of global relations that links remote communities so that local events are shaped by events occurring many miles away and vice versa.

In practical terms, today the study of cities anywhere in the world supposed to admit that what happens in a neighborhood can be in-

fluenced by factors that operate indefinitely at a distance away from the neighborhood itself. In this regard, can bring up the link between phenomena such as African poverty and climate change on the planet, although at first glance may seem distant or separate cases are related. Jeffrey Sachs, Director of the Earth Institute at Columbia University in the United States, maintains that the shortage of liquid in many places is associated with climate change caused by the emission of greenhouse gases:

> *"The Ethiopian villages depend long two crops: a period during the short rainy March and April, and the main crop during the long rainy season, during the summer months. In recent years there has been short and the long season has been uneven. Hunger is omnipresent. Possibly half the children have a weight far below normal."*[7]

Thus, much of the arid sub-Saharan Africa has experienced a sharp decrease in rainfall over the past twenty-five years. The specialist says that the shortage of rain not only helps to cause famine and chronic hunger, but also to the emergence of violence when the population is confronted by water and food scarce. This complex situation must be considered in terms of a dialectical process in so far as they can enter local events in a direction contrary to the relationships that influence the distance, namely that the changes will not necessarily act so unidirectional, are also the action of trends that oppose each other.

When local administrators are aware of the influence of global changes in their functions and actions can have a better chance of making decisions in the areas of economic development and cultural exchange without the constant supervision of the national government.[8] Thus, local processing as part of globalization is a side effect of the extension of social connections through space and time.

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[5] Axford, Barrie (1995). *The global System. Economics, politics and culture*, St. Martins Press, Great Britain, p. 27.
[6] Giddens, Anthony (1990). *The consequences of modernity*, Stanford University Press, Stanford, p. 64

[7] Véase Sachs, Jeffrey D. (2005). "África, el cambio climático y la cumbre del G-8", *Diario El País*, Madrid, 1 de abril.
[8] Jun S. Jong y Wright Deil S. (Eds.) (1996). *Globalization & decentralization*, Georgetown University Press, Washington, D. C., pp. 1-4.

It is appropriate to refer here to what was said by Habermas about the need for global governance. He said that the overflow national boundaries and the existence of serious human problems that can no longer find solution within the framework require a state governance and powers more effective and, above all more legitimate. He also noted that the complex multiplication of trade has resulted in increased economic welfare and cultural wealth in large segments of the world's population, but we are also witnessing that, at his side, an awesome reality of suffering, ignorance and marginalization gripped millions of human beings.[9] Thus, Habermas spoke of global injustices and social imbalances, such as lack of food, lack of access to drinking water, endemic diseases, illiteracy and superstition shape the horizon life of entire communities.

The overall economic relations between countries, large corporations and operators of all types are often escorted by uncontrolled financial speculation, unfair exploitation of workers, persistent and increasing the engagement of children in strenuous work, discrimination women and dispossession of entire peoples part of its natural wealth through corruption and kickbacks to political authorities illegitimate. Beside this, he noted growing threats to the environment, irrational exploitation of natural resources and uncontrolled consumption of irreplaceable heritage of the natural environment. The global society is, therefore, a society poorly structured, with perverse effects on hundreds of millions of human beings; demand that therefore, an effective global governance.

In short, we can say that as a result of globalization processes under way, the internal policies of stained internationality. The inexorable influence of supranational systems makes important decisions for the life of States are determined beyond its borders.

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[9] Habermas, Jürgen (2005). "Declaración de Granada sobre la Globalización", *Diario El País*, Madrid, 6 de junio.

III. International assistance and supranational articulation of Public Administration

From being a concept used for more than a decade in specialized academic circles to refer to the international dimension of the economy today, the concept of "globalization" covers countless processes whose consequences reach virtually every dimension of social life. As part of this process takes place a sort of functional shift of borders between the various spheres of social action. In the domestic certain high-capacity economic actors, NGOs and local government bodies are increasingly in charge of managing public affairs. On the outside, a constellation of actors - governments and foreign companies, multinational conglomerates, multilateral agencies-appears to restrict or condition increasingly spaces decision autonomous nation states in a globally interconnected world.

While the Nation State is affected by a major phenomenon of fragmentation endogenous, in the external articulates increasingly to the dynamics of supranational institutions and systems; institutions that although formally aim to promote cooperation, very often their resources and capacity to produce policies conflict with the immediate interests of individual members. It thereby transcends the mere cooperation and enters the field of "supranationalism" whose implications, collide with the claim for sovereignty of the Nation State.

The thesis of "emptying of sovereignty" by Habermas, is based on the argument that the existence of problems can no longer be solved within the framework of nation-state, making it vital to continue with the expansion of powers political action at supranational level: economic output and its financing, transfer of technology, trafficking in arms, trade in drugs, crime, as well as strategic and environmental hazards.[10] While acknowledging that a social order more just and peaceful world can not be conceived without the capacity of international institutions, especially without coordination processes-at the same time stressed that globalization poses a threat to the already, fragile cohesion of national societies.

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[10] Habermas, Jürgen (1993). *Más allá del Estado Nacional*, Fondo de Cultura Económica, México, pp. 183-186.

The impressive increase in the scale on which decisions are taken, a marked reduction involves the ability of Nation States to control decisions related to the relevant issues. Just as the emergence of nation state reduced the ability of residents of an area to exercise control over the issues relevant to them through their local governments, and also the expansion of activities and decisions in order transnational restricts the ability of citizens of a country to exercise control over the issues relevant to them through its national government: in the same measure, governments of countries are converted into local governments.

Membership of supranational entities or systems, tends to eliminate the boundaries between external and internal policies. More and more, important actions of national governments seem to be influenced by external factors that will by itself. This phenomenon reaches the same thing to governments that society, and introduces in the respective agendas, policies and programs that are the subject of a supranational coordination.

The establishment of forms of articulation of supranational government can be largely explained by the Official Assistance Development (ODA), where the provision of important goods and services generally, relies on international cooperation. Thus, national public goods are becoming increasingly international public goods -regional and global- and vice versa; so, that its management and the problems associated with it, moves from the area of national interest to the international level.

Moreover, most of the external financing of the countries "least developed and other low-income countries" comes from official sources and, for many of them, the so-called official development assistance (ODA) as their primary, and virtually the only source of external funding. Reason for that ODA has a crucial role in helping a large number of these countries. They are considered under the heading ODA resource flows to the so-called developing countries, from public funds, channelled through a direct bilateral aid, or multilateral aid, through agencies that are intended to contribute to developing countries and that recipients are awarded as grants or loans on preferential terms.

Recent estimates indicate that 15% of total ODA funds are used for purposes related to global public goods. Therefore, for many countries, such resources prevails as a funding source and variable factor in the formulation and development of important social policies. During the decade of 1990 the average annual official development assistance was 55000 million dollars. Beside the aid of a humanitarian nature and health, education, especially basic education is among the major destinations of the ODA.

This process of globalization creates for aid recipient countries, important commitments, the external agenda creates an internal agenda, and presupposes more developed management skills to fulfil within each nation, the agreements signed. Although usually the nation state is responsible for implementing programmes of this nature, its development involves a network of private and state institutions, thus subject to new frameworks and operational relationship.

Responsibility for implementation of programmes sponsored by supranational institutions demand strong central government. Similarly, problems of political instability, weak institutional capacity and technical competence of low levels of public administration particularly at the local level, could be favoring by international agencies, centralized coordination schemes. Central governments should take a strong coordination mechanism through which they can negotiate and integrate various aid programmes in the context of national development priorities.

In short, a number of fundamental decisions will shape beyond the limits of the State through national systems of transnational influence and power. At the present time, the economic, environmental, safety and survival of their countries depend on phenomena and actors located beyond national boundaries. Predictably the multinational forces will continue eroding the autonomy of the countries in relevant topics, thus, decisions related to matters that matter to the State will be increasingly remote from their control.

Conclusion

If any thesis emerges from the preceding paragraphs, which is the subject of joint supranational government's going to occupy a progressively greater centrality, if one takes into account an irreversible fact: the incessant interdependence in the contemporary world. Countries need to deal with phenomena that are expanding their geographic scope and virulence as international terrorism, proliferation of weapons of mass destruction, criminal networks, environmental degradation, pandemics and poverty, where the answers can not be more than multinational or overall. In such conditions, it is inappropriate to think the solution of current problems within the narrow framework of Nation States, it becomes necessary to bring political thought to the context of a globally interconnected world. In circumstances of an accelerated globalization, the Nation State has become paradoxically too small for big problems of life and too big for small problems of life.

In a complex world incessantly, who demand political solutions increasingly interrelated and more based on the performance of autonomous units, must take precedence reflection on international coordination. This necessarily leads to putting on the table for discussion, one of the most contentious complicated, as is the issue of power-sharing authority and resources-in the sense that the creation of or participation in international policies, involving sharing sovereignty. It means assessing if available power with relevant institutions and mechanisms of coordination needed to address the challenges internal and external, that make possible and agile decision-making processes that almost always arrive late, contrasting with the dynamics and evolution of public life .

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