

Composite Political Systems and Governance

10 credits PhD course

University of Agder
Campus Kristiansand - Gimlemoen
22 – 25 November 2010

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Course description

ST-600 Composite Political Systems and Governance

10 ECTS – 1 semester – Autumn - Kristiansand

Study programme

Public Administration, PhD

Learning outcomes

Students should attain a comprehensive overview of composite governance, both with respect to the concept's definitions, historical roots, and conceptual development through time, and with respect to its current appearances in public sector organisations. Students should also be able to use different concepts of governance to analyze empirical cases and to outline research strategies in studies of composite governance.

Objectives

The goal of this course is twofold. The first ambition is to identify key institutional components of composite governance. The second ambition is to empirically unpack what composite governance looks like in public sector governance.

Public sector reforms since the 1970s have paved the way for new forms of governance that partly transform and partly sustain pre-existing forms of public sector governance. One heavy trend in the twenty-first century is networked forms of governance. A second form of governance is multilevel governance. Both forms of governance represent a dispersion of power and a challenge to established power structures. In this course, our task is to explore how new power structures are established that *may* challenge existing governance orders. Emphasis is also put on understanding how new forms of governance are orchestrated in local government, domestic central administrations, and within the EU system.

The aim of this course is to offer a systematic introduction to the development of the various forms and contents of composite governance, and to provide a critical discussion of important concepts and perspectives on the transformation of public sector organisations. The centre of attention is governance capacity, power, and accountability. The course traces the history of concepts and perspectives of governance – from the development of corporatist systems of interest representation during the twenty century, to networked forms of governance, and multilevel governance in the twenty-first century.

The course is organized in three inter-linked parts and will contain a mix of conceptual and theoretical lessons, and empirical illustrations. After an introduction, Section I is organised in two sub-sections. Sub-section A offers an overview of how the concept of 'governance' has been used in public administration and public policy, and clarifies current debates in the literature on governance. Sub-section B traces the historical lines through an assessment of debates around the development of state theory and perspectives on corporatism. Section II focuses on contemporary network governance at the local level of governance with an emphasis on the formation of networks in the formation of policies and provision of services

at the local and regional level. Section III explores multilevel governance in Europe. The aim of this section is to explore an emergent multilevel European executive order and the role of the European Commission, EU-level agencies, and domestic agencies. Finally, section IV explores external governance of the EU. This section assesses under which conditions the EU is able to integrate its external environment into common systems of rules.

Lecturers

Associate Professor Stefan Gänzle, Professor Dag I. Jacobsen, Professor Jan Thorsvik, and Professor Jarle Trondal

Contents

- Conceptual and theoretical development of governance in public administration and public policy
- State theory and perspectives on corporatism
- Networked governance
- Multilevel governance

Teaching methods

Instruction will comprise:

- Workshop given by lecturers
- Student presentations of their research papers
- Feedback on each student's paper

Assessment

Students will be assessed based on a term paper (~6-7000 words).

Language of instruction

English

Responsible faculty

Economics and Social Sciences

Course outline and reading list

Introduction

The course includes four separate but tightly integrated sections that illuminate three aspects of composite governance. First, section I provides an introduction to the theme by discussing conceptual and theoretical developments in the study of governance in public administration and public policy. This section also addresses state theory and perspectives on corporatism. Second, section II discusses networked organizational forms of governance. Third, section III addresses multilevel governance. Finally, section IV explores EU's external governance.

Section I Conceptual and theoretical developments in the study of governance in public administration and public policy

The aim of section one is twofold. We start by discussing how the concept “governance” has been used both to understand the nature and role of public administration and to identify the contextual elements and constraints that shape public policy. We will explore how theories explaining politics and governmental activities consider the state. Our major concern will be to clarify how state theories provide concepts that can be used to understand how states structurally relates to civil society, and how they can help us to explain state autonomy and the states capacity to affect societies through their interventions that we observe. We will trace the historical lines through an assessment of debates around the development of state theory and perspectives on corporatism.

Reading list

Governance in public administration and public policy

Kjær, Anne Mette (2004) *Governance*. Cambridge: Polity Press.

Rhodes, Rod A.W. (1996) ‘The New Governance: Governing without Government’, *Political Studies*, Vol 44: 652-667.

Rhodes, Richard (1997) *Understanding Governance. Policy Networks, Governance, Reflexivity and Accountability*. Buckingham: Open University Press.

Kickert, Walter J.M., Erik-Hans Klijn and Joop F.M. Koppenjan (eds.) (1997) *Managing Complex Networks. Strategies for the Public Sector*. London: SAGE.

Thorsvik, Jan (2010) ‘How simultaneity in time, contextual influences and constraints affect planning situations, and shape the capacity of participants to plan’, *Futures*:
<http://dx.doi.org/10.1016/j.futures.2010.09.001>

State theory and corporatism

Schmitter, Phillippe C. (1974) ‘Still the Century of Corporatism?’, in B. P. Fredrick and T. Stritch (eds.) *The New Corporatism*. London, University of Notre Dame Press (pages 85-131).

Wilson, Graham K. (1990) *Interest Groups*. Cambridge: Basil Blackwell.

Skocpol, Theda (1985) 'Bringing the State Back In: Strategies of Analysis in Current Research', in P. B. Evans, D. Rueschmeyer and T. Skocpol (eds.) *Bringing the State Back In*. New York. Cambridge University Press (pages 3-37).

Section II Networked organizational forms of governance

The course will further focus on the formation of networks in the formation of policies and provision of services at the local and regional level. First, a general introduction to different types of networks is given, combining concepts from both political science (policy networks, governance networks, service provision networks) and organization theory (joint ventures, strategic cooperation, etc.). Theories on why networks are formed will be elaborated. Next, the course will elaborate on the multitude of networks between municipalities, between municipalities and other public institutions, and between municipalities and private actors at the local level, and how these may influence both efficiency and democracy. This part will focus in detail on different forms of network organisation in Norwegian municipalities. An empirical project on the emergence of a "fourth level of government" in Norway – the regional councils ("regionrådene") – will be discussed.

Reading list

Grandori, Anna & Guiseppe Soda (1995): Inter-Firm networks: Antecedents, Mechanisms and Forms. *Organization Studies*, vol 16:183-214.

Hulst, Rudie & Andre van Montfort (2007) (eds): *Inter-Municipal Cooperation in Europe*. Dordrecht, Springer (Chapter 1 & 10).

Jacobsen, Dag Ingvar (2009): A Tragedy of the Councils? Exploring the Hollowing-Out Hypothesis - The Case of Norwegian Authorities. *Lex Localis*, vol 7:221-242.

Klijn, Erik-Hans (2008): Governance and Governance Networks in Europe. *Public Management Review*, vol 10:505-525.

May, Peter J. & Søren C. Winter (2007): Collaborative Service Arrangements. *Public Management Review*, vol 9:479-502.

Oliver, Christine (1990): Determinants of Interorganizational relationships: Integration and Future Directions. *Academy of Management Review*, vol 15:241-265.

Zaheer, Akbahr, Remzi Gözübüyük & Hana Milanov (2010): It's the Connections: The Network Perspective in Interorganizational Research. *Academy of Management Perspectives*. February:62-77.

Section III: Multilevel governance and European order transformation

Domestic public administration is established to prepare and implement public policy. Historically, the study of public administration has been limited to the study of domestic administrative systems, notably reforms and politics within domestic ministries and agencies. A recent strand of research, however, explores how domestic and international executive

orders are increasingly integrated into one emergent European executive order. Whereas the Europeanisation literature by and large treats EU-level institutions, policies and politics as *independent* variables and domestic institutions, and policies and politics as *dependent* variables, recent scholarship has identified the emergent European Executive Order as being only partly-integrated. This section will contribute to the literature by identifying component parts of the emergent European executive order in the following ways: First, the section introduces the concept of executive centre formation and the role played by the European Commission. The guiding research question is: does executive centre formation inside the Commission administration – centralising executive power at the Presidential office and the General Secretariat - profoundly transform and penetrate the Commission administration? Second, this section illustrates the role of EU-level agencies in an emergent European Executive Order. Do EU-level agencies bring the existing European executive order further away from the inherent intergovernmental order, or do they, on the contrary, actually contribute to sustaining patterns of this order by being vehicles of nation-state control? Finally, this section illustrates what roles domestic agencies play in an emergent multilevel order. The guiding research question asks: who is in control of domestic agencies when they are handling domestic 'EU affairs' broadly speaking? Are agencies mainly autonomous, considerably steered by ministerial departments, or increasingly guide by a 'steer from above' from the European Commission?

Reading list

Egeberg, M. and J. Trondal (2009) 'National Agencies in the European Administrative Space: Government driven, Commission driven, or networked?', *Public Administration*, Vol. 87, No. 4: 779-790.

Egeberg, M. and J. Trondal (2011/12) 'EU agencies: New centre formation or vehicles of national control?', (Unpublished)

Piattoni, S. (2009) 'Multi-level Governance: a Historical and Conceptual Analysis', *Journal of European Integration*, Vol. 31, No. 2: 163-180.

Trondal, J. (2010) *An Emergent European Executive Order*. Oxford and New York: Oxford University Press (Chapters 1 and 13).

Trondal, J. (2010) 'Domestic agencies in an emergent European Executive Order', *Journal of European Integration* (forthcoming).

Trondal, J. (2010/11) 'On Bureaucratic Centre formation and Bureaucratic sub-units. Lessons from the European Commission', (Unpublished)

Section IV: EU External Governance

In the context of the European Union (EU), 'external governance' has been forged as an analytical tool to grasp the expanding scope of EU-based rules, practises and norms beyond the territorial confines of the EU. The concept has emerged against the backdrop of several rounds of enlargement to embrace countries of Central and Eastern Europe and the Mediterranean basin (2004/2007), and, more recently, the establishment of the so-called European Neighbourhood Policy (ENP). While research on Europeanization has identified socialisation and conditionality as core mechanisms for EU impact, EU external governance seeks to discern actor constellations, involving the European Union and third

countries/regions, which are conducive towards an 'effective' EU impact on various external policy fields (e.g. energy, economic, education policy etc.).

EU external governance varies across countries, regions and policy fields. It is enshrined in regulatory regimes and agreements, such as the European Economic Area or the ENP; it also unfolds in less-constraining cooperative frameworks, such as the ones fleshed out in relationships with other strategic partners (e.g. the US, China or Canada) or with Africa (Africa-EU strategic partnership). Theoretically, the notion of external governance has been informed by various contemporary debates in International Relations and Comparative Politics and combines these with newer (network-based) approaches to EU external relations. Similar to the multi-level governance approach in European Studies, EU external governance posits that power is highly dispersed across several layers of governance and relies on the inclusion of actors 'from the world outside'. In contrast to traditional foreign policy analysis, the concept adopts an institutionalist perspective to the study of the EU's actorness on the global stage.

In this section, we will first explore the concept of external governance and ask whether it can be applied to other schemes of regional integration? Second, we seek to compare the modes (e.g. policy transfer or emulation) and effects of external governance in various policy fields of EU external relations. Drawing from several policy examples, we will assess under which conditions the EU is able to integrate its external environment into common systems of rules.

Reading list

Bauer, Michael W., Christoph Knill & Diana Pitschel (2007), Differential Europeanization in Eastern Europe: The Impact of Diverse EU Regulatory Governance Patterns. *Journal of European Integration* 29(4): 405-424.

Stefan Gänzle (2009), EU Governance and the European Neighbourhood Policy: A Framework for Analysis. *Europe-Asia Studies*, 61(10): 1715-1734.

Stefan Gänzle & Guido Müntel (2011), Europeanization 'beyond' Europe? EU Impact on Domestic Policies in the Russian Exclave of Kaliningrad'. *Journal of Baltic Studies*, Special Issue on 'Transnational Governance and Policy-making in the Baltic Sea Region', 42(1) (forthcoming).

Sandra Lavenex & Frank Schimmelfennig (2009), EU Rules beyond EU borders: Theorizing External Governance in European Politics. *Journal of European Public Policy*, 16(6): 791-812.

Frank Schimmelfennig, Europeanization beyond Europe available at <http://europeangovernance.livingreviews.org/Articles/lreg-2007-1/>.

Frank Schimmelfennig & Ulrich Sedelmeier (2004), Governance by Conditionality: EU Rule Transfer to the Candidate Countries of Central and Eastern Europe. *Journal of European Public Policy*, 11(4): 661-679.

Day-to-day academic programme

Place: University of Agder, Gimlemoen, room B2-003

Monday 22 November

9.00-12.00: Section I: Introduction. Professor Jan Thorsvik

12.00-13.00: Lunch

13.00-: Paper presentations

19.00: Dinner downtown

Tuesday 23 November

9.00-12.00: Section II: Networked organizational forms of governance. Professor Dag Ingvar Jacobsen

12.00-13.00: Lunch

13.00-: Paper presentations

Wednesday 24 November

9.00-12.00: Section III: Multilevel governance and European order transformation. Professor Jarle Trondal

12.00-13.00: Lunch

13.00-: Paper presentations

Thursday 25 November

9.00-12.00: Section IV: EU's external governance. Associate Professor Stefan Gänzle

12.00-13.00: Lunch

13.00-: Concluding session/paper presentations

Social programme

Monday 22: Dinner downtown (tba)

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Hotels, addresses and contact information

Hotels Kristiansand

Rica Hotels <http://www.hotel-norge.no/en/>

Choice Hotels Scandinavia <http://www.clarionernst.com/>

Thon Hotels <http://www.thonhotels.com/>

Location

University of Agder
Gimlemoen 25a
4604 Kristiansand
Norway

Contact for correspondence/registration

Jarle Trondal: jarle.trondal@uia.no / +47 38 14 15 61

Malfred Tangedal: malfred.tangedal@uia.no / +47 38 14 15 49

Final date for registration: 17 November, 2010

How to get to University of Agder

http://www.uia.no/en/portals/study/exchange_students/before_arrival/getting_there