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Governance by International Public Administrations

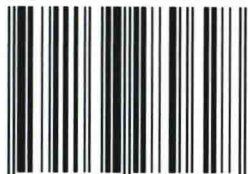
Bureaucratic influence and
global public policies

Edited by
Christoph Knill and
Michael W. Bauer



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Governance by International Public Administrations

As the demand and necessity for greater international and transnational cooperation increase, the bureaucratic bodies of international organizations are receiving ever more scholarly attention. However, the relevance of International Public Administrations (IPAs) for global policy-making remains neither empirically nor theoretically well understood, and yet little systematic knowledge is available about the influence international bureaucracies may have on policy-making. What makes international bureaucracies influential? Are the sources of their influence on policy-making comparable to that of national public administrations? Is there a need to reflect on other factors than known from the analysis of national bureaucracies or for re-assessing the impact of traditional factors of influence in multilevel constellations? Is there a systematic link between intra-organizational structures and the behaviour of the personnel of international bureaucracies and the policy output of their organizations? What are the effects of international bureaucracies' role for particular policies or policy constellations? The different contributions in this volume address these questions from different conceptual perspectives and focus on different tools of administrative governance. This book was originally published as a special issue of *Journal of European Public Policy*.

Christoph Knill holds the Chair of Public Policy and Public Administration at the LMU Munich, Germany, and is the speaker of the International Public Administration research unit.

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Chapter 2

International bureaucracies and their influence on policy-making: a review of empirical evidence

Steffen Eckhard and Jörn Ege

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Chapter 3

Exploring the hidden influence of international treaty secretariats: using social network analysis to analyse the Twitter debate on the 'Lima Work Programme on Gender'

Helge Jörgens, Nina Kolleck and Barbara Saerbeck

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Chapter 4

Unravelling multilevel administration. Patterns and dynamics of administrative co-ordination in European governance

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Bureaucratic autonomy of international organizations' secretariats

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The performance of international organizations: a policy output approach

Jonas Tallberg, Thomas Sommerer, Theresa Squatrito and Magnus Lundgren

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Chapter 9

Advances to the study of international public administration

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Policy-making by international public administrations: concepts, causes and consequences

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ABSTRACT

As the demand and necessity for greater international and transnational co-operation increase, the bureaucratic bodies of international organizations are receiving ever more scholarly attention. Yet, the relevance of international public administrations (IPAs) for global policy-making remains neither empirically nor theoretically well understood. A heuristic that links considerations of policy scope and policy type is provided to differentiate between the various aims and levels of potential IPA influence. Combining such a distinction with a taxonomy of administrative resources – namely, nodality, authority, treasure and organization – facilitates the development of concepts to systematically study patterns, constellations and conditions of IPA influence.

1. Introduction

Issues such as climate change, turmoil in financial markets, threatening infectious diseases, migration and fundamentalist terrorism can be read as ciphers for the challenges posed by the internationalization of our economies and societies. Collective political responses to such problems require ever higher levels of co-ordination and preparation on the part of international governmental organizations (IGOs). Conceptualizations of IGOs as platforms for power struggles or vehicles for projecting national interests at the international level have long dominated the scholarly literature. With the shift towards analysing IGOs as actors in their own right, however, more attention is now being paid to what constitutes and conditions the independent influence of IGOs when providing global public policy (Stone 2008). Moreover, the bureaucratic bodies and apparatuses of IGOs come into focus when the very ‘actorness’ of IGOs is at stake, and questions arise regarding the conditions under which these institutions can operate with at least some degree of

detachment from the preferences of their members. After all, as a prerequisite for doing a delegated job effectively and efficiently, the agent needs to enjoy some degree of organizational independence and some room for manoeuvre. The precise degree of organizational independence and autonomy depends upon the quality and strength of the bureaucracies, usually embodied in a secretariat, on which IGOs rely in their day-to-day operations.

It has been argued that, as a result of processes of internationalization, the administrative bodies of IGOs – that is, international public administrations (IPAs) – have become an important feature of global governance, with some observers even speaking of a ‘bureaucratization of world politics’ (Barnett and Finnemore 2004: 165). Yet, while international bureaucracies have attracted increasing scholarly attention (Biermann and Siebenhüner 2009; Cerny 2010: 111; Lenz *et al.* 2015; Zürn *et al.* 2012), the empirical and theoretical relevance of studying IPAs still needs further clarification. First, although there seems to be an emerging consensus in the relevant literature that IPAs matter when it comes to policy-making beyond the nation-state (see Eckhard and Ege 2016), we still lack systematic concepts for mapping this influence. For instance, to what extent is this influence related to policies, administrative patterns or decisions within the IGO and when do intra-organizational interactions and arrangements reach beyond the organization in question? And to what extent is influence restricted to distinctive areas or policy types – i.e., are some policy areas more or less prone to bureaucratization? Second, we are interested in the sources of bureaucratic influence on the initiation, formulation and implementation of public policies. Under which conditions and in which contexts are IPAs more or less influential? Finally, we still lack a clear understanding of the consequences of policy-making by IPAs. What are the effects of IPA involvement on the performance of IGOs, in terms of their legitimacy and effectiveness? In the following, each of these issues will be addressed in more detail, with the basic purpose of highlighting issues of particular theoretical interest and stimulating further research.

2. The influence of IPAs on policy-making: conceptualizing the ‘dependent variable’

While the policy influence of IPAs without doubt constitutes the most urgent and important question driving studies of international bureaucracies, we lack systematic concepts that allow us to properly map this influence with regard to different dimensions. In this regard, we suggest a differentiation along two dimensions, namely, policy scope and policy type.

The dimension of policy scope is linked to the question whether our analytical interest is on policy decisions at the level of the IGO in question (internal influence) or on IPA influences on policy decisions in their

organizational environment, i.e., other IPAs and IGOs in their domain, as well as member state governments and administrations (external influence). While most studies so far have concentrated on the internal dimension, there is still very limited knowledge regarding the extent to which the policy-making influence of IPAs reaches beyond their organizational boundaries. It is, for instance, conceivable that IPAs try to spread information of their policy approaches in transnational administrative networks, thus attempting to surpass internal blockage or alternatives. As such, seeking to extend support for their concepts in their institutional environment might similarly be IPAs' means of choice in relation to international bureaucratic politics. Such activities, in turn, might have internal benefits: the more support particular bureaucratic ideas receive from other administrations, the greater the chances that policy proposals will be accepted 'at home'.

The second dimension of policy type refers to the question of whether IPA influence is related to substantive policies, like environmental, security or economic policies (substantive influence), or whether IPAs might also affect the institutional conditions and constellations in which they operate. The latter question pertains to whether and to what extent IPAs are able to strategically change their institutional opportunities and constraints when interacting with their environment and their principals. Any change in these opportunity structures, in turn, can strongly increase or decrease the chances of IPAs of exerting substantive influence on policy-making. Internally, changes in bureaucratic opportunity structures are related to organizational change. For instance, to what extent do reforms and changes in institutional arrangements within the IGO alter the autonomy, resources or competences of their administration? And to what extent are IPAs actually able to shape internal reforms in line with their interests? With regard to the external dimension, institutional influence is linked to the capacities of IPAs to set up transnational administrative network structures and establish exchange relationships with other IPAs and national administrative units operating in their domain.

Thus far, scholarly interest has focused primarily on the *internal* dimension of IPA influence. There is a growing body of studies investigating the role of

Table 1. Mapping policy influence of IPAs.

		Policy type	
		Substantive	Institutional
Policy scope	Internal	Substantive policies developed by an IGO	Institutional policies adopted at IGO level (change of organizational structures and procedures)
	External	Substantive policies adopted by other administrations and/or organizations in a policy domain	Institutional structures of a policy domain and its population

Source: Authors' compilation.