Puzzles of Government Formation

Coalition theory and deviant cases

Edited by

Rudy B. Andeweg, Lieven De Winter and Patrick Dumont

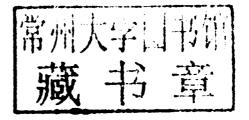




Puzzles of Government Formation

Coalition theory and deviant cases

Edited by Rudy B. Andeweg, Lieven De Winter and Patrick Dumont







First published 2011 by Routledge 2 Park Square, Milton Park, Abingdon, Oxon OX14 4RN

Simultaneously published in the USA and Canada by Routledge 711 Third Avenue, New York, NY 10017

Routledge is an imprint of the Taylor & Francis Group, an informa business

© 2011 Rudy B. Andeweg, Lieven De Winter and Patrick Dumont for selection and editorial matter; individual contributors their contribution.

The right of the editors to be identified as the authors of the editorial material, and of the authors for their individual chapters, has been asserted in accordance with sections 77 and 78 of the Copyright, Designs and Patents Act 1988.

All rights reserved. No part of this book may be reprinted or reproduced or utilized in any form or by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying and recording, or in any information storage or retrieval system, without permission in writing from the publishers.

Trademark notice: Product or corporate names may be trademarks or registered trademarks, and are used only for identification and explanation without intent to infringe.

British Library Cataloguing in Publication Data A catalogue record for this book is available from the British Library

Library of Congress Cataloging in Publication Data Puzzles of government formation: coalition theory and deviant cases / edited by Rudy B. Andeweg, Lieven De Winter, and Patrick Dumont. p. cm. – (Routledge/ECPR studies in European political science; 73) Includes bibliographical references and index.

1. Coalition governments-Europe. I. Andeweg, R. B. II. Winter, Lieven de. III. Dumont, Patrick.

JN94.A979P89 2011

324-dc22

2010042136

ISBN: 978-0-415-35982-5 (hbk) ISBN: 978-0-203-00781-5 (ebk)

Typeset in Times by Wearset Ltd, Boldon, Tyne and Wear

Puzzles of Government Formation

Understanding the formation of governments has always been central to political science. Traditionally this topic has been considered from a rational choice theory perspective and the empirical testing of these theories; however neither approach alone is able to explain a large proportion of actual coalition formations.

This comparative volume brings together a rational choice theory perspective and the empirical testing of these theories to study government formation. It provides in-depth studies of government formations in Europe that cannot be accounted for by existing coalition theory in order to identify potential explanatory factors that have been neglected so far. These "coalition puzzles" are reconstructed by country experts based on secondary sources, newspaper accounts, internal party documents, and interviews in an effort to understand why particular governments were formed. In conclusion, this book assesses whether new factors can be integrated into rational choice theories or whether these analyses point to the need for a different paradigm.

This important volume will be of interest to students and scholars of political science, European politics and comparative politics.

Rudy B. Andeweg is Professor of Political Science at Leiden University, the Netherlands.

Lieven De Winter is Professor of Comparative Politics and co-director of the Belgian National Election Study, Université Catholique de Louvain in Belgium.

Patrick Dumont is a researcher at the University of Luxembourg.

Routledge/ECPR studies in European political science

Edited by Thomas Poguntke

Ruhr University Bochum, Germany on behalf of the European Consortium for Political Research

The Routledge/ECPR Studies in European Political Science series is published in association with the European Consortium for Political Research – the leading organization concerned with the growth and development of political science in Europe. The series presents high-quality edited volumes on topics at the leading edge of current interest in political science and related fields, with contributions from European scholars and others who have presented work at ECPR workshops or research groups.

1 Regionalist Parties in Western Europe

Edited by Lieven De Winter and Huri Türsan

2 Comparing Party System Change

Edited by Jan-Erik Lane and Paul Pennings

3 Political Theory and European Union

Edited by Albert Weale and Michael Nentwich

4 Politics of Sexuality

Edited by Terrell Carver and Véronique Mottier

5 Autonomous Policy Making by International Organizations

Edited by Bob Reinalda and Bertjan Verbeek

6 Social Capital and European Democracy

Edited by Jan van Deth, Marco Maraffi, Ken Newton and Paul Whiteley

7 Party Elites in Divided Societies Edited by Kurt Richard Luther

and Kris Deschouwer

8 Citizenship and Welfare State Reform in Europe Edited by Jet Bussemaker

9 Democratic Governance and New Technology

Technologically mediated innovations in political practice in Western Europe Edited by Ivan Horrocks, Jens Hoff and Pieter Tops

10 Democracy without Borders

Transnationalisation and conditionality in new democracies *Edited by Jean Grugel*

Contributors

- **Rudy B. Andeweg** is Professor of Political Science at Leiden University and a member of the Netherlands Royal Academy of Arts and Sciences. He has published on coalition government, executive—legislative relations, political representation, electoral systems and voting behaviour. He is co-author of *Governance and Politics of The Netherlands* (3rd edn 2009).
- **Nicholas Aylott** is Senior Lecturer in Political Science at Södertörn University, Stockholm, Sweden. His main interest is in comparative European politics, with special focus on Scandinavia and on political parties. Most recently, he has authored and co-authored books and articles on party organization.
- **Torbjörn Bergman** is Professor of Political Science at Södertörn University, Stockholm. One of his recent publications is *Cabinets and Coalition Bargaining* (2008), a book co-edited with Kaare Strøm and Wolfgang C. Müller and published by Oxford University Press.
- **Lieven De Winter** is Professor at the Université Catholique de Louvain. His research interests include (the comparative analysis of) coalition formation, party and cabinet government, parliament, political parties, territorial identities and community conflicts, and electoral behaviour at regional, national and European elections.
- Patrick Dumont is a researcher at the Université du Luxembourg. He has published on coalition formation in several journals and edited books. He is co-coordinator of the SEDEPE (Selection and Deselection of Political Elites) international network for which he co-edited (with Keith Dowding) *The Selection of Ministers in Europe: Hiring and Firing* at Routledge in 2008.
- Ann-Cathrine Jungar is Associate Professor in Political Science at Södertörn University and Director of Studies of the Baltic and East European Graduate School. She has studied parliamentarism, governmental coalition and Europeanization. She is currently leading a multidisciplinary research project "New Voices, Old Roots, Populism in Enlarged Europe".
- Wolfgang C. Müller is Professor in Political Science, University of Vienna. His books include *Policy, Office, or Votes? How Political Parties in Western*

- Europe Make Hard Decisions (with Kaare Strøm, CUP, 1999), Coalition Governments in Western Europe (with Kaare Strøm, OUP, 2000) and Cabinets and Coalition Bargaining (with Kaare Strøm and Torbjörn Bergman, OUP, 2008).
- Hanne Marthe Narud is Professor of Political Science at the University of Oslo, Norway. Her academic works have been in the fields of elections, parties, coalition formation and political representation. Narud is affiliated to the Norwegian Election Studies.
- Josep M^a Reniu is Professor and Head of Studies of Political Science at the University of Barcelona. His recent books are: Los gobiernos de coalición en los sistemas presidenciales de Latinoamérica (Barcelona, CIDOB, 2009) and Els governs de coalició (Barcelona, UOC, 2010).
- Kaare Strøm is "Distinguished University Professor of Political Science" at the University of California, San Diego. His interests include political parties, coalition theory, European politics, and the institutions of parliamentary democracy. He is the author of Minority Government and Majority Rule and co-editor of Challenges to Political Parties, Policy, Office or Votes?, Coalition Governments in Western Europe, Delegation and Accountability in Parliamentary Democracies and Cabinets and Coalition Bargaining.
- Ilja van Beest is Professor of Social Psychology at Tilburg University. Recent publications include Van Dijk, E. and Van Beest, I. (2009). "Coalitions" in J.M. Levine and M.A. Hogg (eds) Encyclopedia of Group Processes and Intergroup Relations (pp. 91–93), Thousand Oaks, CA: Sage Publications.

Preface

This book addresses "puzzles" of coalition formation that the editors encountered during their long collaboration within the seminal research project directed by Kaare Strøm, Wolfgang C. Müller and Torbjörn Bergman. Studying coalition governments in preparation for the various edited volumes that came out of that project, we ran into numerous government formations that in one way or the other did not confirm the hypotheses from the wide range of existing theories in the field of coalition formation. In fact, the up to now most comprehensive statistical model, integrating two dozen variables drawn from various theoretical schools, only explains less than half of real-world government formation outcomes (Martin and Stevenson, 2001: 47).

In order to understand better these frequent deviations, and trying to find the rationale(s) that could add additional explanatory variables overlooked by existing theories, Lieven De Winter and Rudy B. Andeweg organized, with the help of Patrick Dumont, a workshop "Government Formation: a theoretically informed inductive approach" at the ECPR Joint Sessions of Torino (2002) that produced a variety of papers focusing on the in-depth analysis of the formation of one or a few governments that deviate from theoretical expectations. On the basis of this "raw material", we selected the theoretically most relevant puzzles. By careful reconstruction of the formation dynamics in these deviant cases, based on secondary sources, detailed media accounts, internal party documents and interviews with key players, the authors in this book explain why in particular situations a deviant coalition was formed.

In the introductory chapter, we present what are the most common coalition puzzles one encounters in coalition research, which are the theories that they seem to violate most often, and how the selection of theoretically interesting deviant cases analysed in the book was made starting from a large-*n* analysis. In the second chapter, Ilja Van Beest provides a state of the art of social psychological experimental research on coalition formation and compares it with progress made in political science research on the same field. Then we present seven chapters in which the authors trace the formation dynamics of one or two deviant formations in their country: Nicholas Aylott and Torbjörn Bergman analyse why the median-legislator theory failed under Swedish government formations of 1998 and 2002, Hanne Marthe Narud and Kaare Strøm examine the puzzling

portfolio allocation in the Bondevik II minority government in Norway (2001), Wolfgang C. Müller examines the formation of Kreisky's minority government in Austria (1970), Josep M. Reniu explains why parties do not coalesce in minority situations in Spain, Ann-Cathrine Jungar examines the formation of the unconnected surplus majority Rainbow coalition in Finland (1995), Rudy B. Andeweg analyses the unconnected 1994 and the oversized 1998 "Purple" governments in the Netherlands, while Patrick Dumont focuses on the formation of the unconnected surplus Purple—Green coalition in Belgium (1999).

The concluding chapter summarizes the type of puzzles that were addressed in the various country chapters, and scrutinizes the accounts of these case studies in search of explanations that can help us to better understand why numerous formations diverge from theoretical predictions, suggest how these new explananda can be integrated into future large-n research, and lead to an exciting agenda for future coalition studies, by both improving coalition theory within the dominant paradigms and developing alternatives to it.

We would like to thank all the participants in the Torino workshop, with a particular thought for our colleagues in the Strøm, Müller and Bergman project mentioned above, for their inspiration, their criticism, and their good company. Isabelle Hennau provided invaluable editorial work, paid by the Institut de Sciences Politiques, Louvain, Europe. Most of all, we are grateful to the politicians and commentators who helped us make sense of some of the most intriguing coalition puzzles.

Note

1 Strom, K. and Müller, W.C. (eds) (2000) Coalition Government in Western Europe, Oxford University Press; Strom, K., Müller, W.C. and Bergman, T. (eds) (2003) Delegation and Accountability in Western Europe, Oxford University Press; and Strom, K., Müller, W.C. and Bergman, T. (eds) (2008) Cabinets and Coalition Bargaining, Oxford University Press.

Reference

Martin, L.W. and Stevenson, R.T. (2001) "Government formation in parliamentary democracies", *American Journal of Political Science* 45: 33–50.

11 Cultural Theory as Political Science

Edited by Michael Thompson, Gunnar Grendstad and Per Selle

12 The Transformation of Governance in the European Union

Edited by Beate Kohler-Koch and Rainer Eising

13 Parliamentary Party Groups in European Democracies

Political parties behind closed doors Edited by Knut Heidar and Ruud Koole

14 Survival of the European Welfare State

Edited by Stein Kuhnle

15 Private Organisations in Global Politics

Edited by Karsten Ronit and Volker Schneider

16 Federalism and Political Performance

Edited by Ute Wachendorfer-Schmidt

17 Democratic Innovation

Deliberation, representation and association Edited by Michael Saward

18 Public Opinion and the International Use of Force

Edited by Philip Everts and Pierangelo Isernia

19 Religion and Mass Electoral Behaviour in Europe

Edited by David Broughton and Hans-Martien ten Napel

20 Estimating the Policy Position of Political Actors

Edited by Michael Laver

21 Democracy and Political Change in the 'Third World'

Edited by Jeff Haynes

22 Politicians, Bureaucrats and Administrative Reform

Edited by B. Guy Peters and Jon Pierre

23 Social Capital and Participation in Everyday Life

Edited by Paul Dekker and Eric M. Uslaner

24 Development and Democracy

What do we know and how? Edited by Ole Elgström and Goran Hyden

25 Do Political Campaigns Matter?

Campaign effects in elections and referendums

Edited by David M. Farrell and Rüdiger Schmitt-Beck

26 Political Journalism

New challenges, new practices Edited by Raymond Kuhn and Erik Neveu

27 Economic Voting

Edited by Han Dorussen and Michaell Taylor

28 Organized Crime and the Challenge to Democracy

Edited by Felia Allum and Renate Siebert

29 Understanding the European Union's External Relations

Edited by Michèle Knodt and Sebastiaan Princen

30 Social Democratic Party Policies in Contemporary Europe

Edited by Giuliano Bonoli and Martin Powell

31 Decision Making Within International Organisations

Edited by Bob Reinalda and Bertjan Verbeek

32 Comparative Biomedical Policy Governing assisted reproductive technologies Edited by Ivar Bleiklie,

Malcolm L. Goggin and Christine Rothmayr

33 Electronic Democracy

Mobilisation, organisation and participation via new ICTs Edited by Rachel K. Gibson, Andrea Römmele and Stephen J. Ward

34 Liberal Democracy and Environmentalism

The end of environmentalism?

Edited by Marcel Wissenburg and Yoram Levy

35 Political Theory and the European Constitution

Edited by Lynn Dobson and Andreas Follesdal

36 Politics and the European Commission

Actors, interdependence, legitimacy Edited by Andy Smith

37 Metropolitan Governance

Capacity, democracy and the dynamics of place

Edited by Hubert Heinelt and Daniel Kühler

38 Democracy and the Role of Associations

Political, organizational and social contexts

Edited by Sigrid Roßteutscher

39 The Territorial Politics of Welfare

Edited by Nicola McEwen and Luis Moreno

40 Health Governance in Europe

Issues, challenges and theories Edited by Monika Steffen

41 Republicanism in Theory and Practice

Edited by Iseult Honohan and Jeremy Jennings

42 Mass Media and Political Communication in New Democracies

Edited by Katrin Voltmer

43 Delegation in Contemporary Democracies

Edited by Dietmar Braun and Fabrizio Gilardi

44 Governance and Democracy

Comparing national, European and international experiences

Edited by Yannis Papadopoulos
and Arthur Benz

45 The European Union's Roles in International Politics

Concepts and analysis

Edited by Ole Elgström and

Michael Smith

46 Policy-making Processes and the European Constitution

A comparative study of member states and accession countries *Edited by Thomas König and Simon Hug*

47 Democratic Politics and Party Competition

Edited by Judith Bara and Albert Weale

48 Participatory Democracy and Political Participation

Can participatory engineering bring citizens back in?

Edited by Thomas Zittel and

Dieter Fuchs

49 Civil Societies and Social Movements

Potentials and problems Edited by Derrick Purdue

50 Resources, Governance and Civil Conflict

Edited by Magnus Öberg and Kaare Strøm

51 Transnational Private Governance and its Limits

Edited by Jean-Christophe Graz and Andreas Nölke

52 International Organizations and Implementation

Enforcers, managers, authorities? Edited by Jutta Joachim, Bob Reinalda and Bertjan Verbeek

53 New Parties in Government *Edited by Kris Deschouwer*

54 In Pursuit of Sustainable Development

New governance practices at the sub-national level in Europe Edited by Susan Baker and Katarina Eckerberg

55 Governments, NGOs and Anti-Corruption

The new integrity warriors

Edited by Luís de Sousa,

Barry Hindess and Peter Larmour

56 Intra-Party Politics and Coalition Governments

Edited by Daniela Giannetti and Kenneth Benoit

57 Political Parties and Partisanship

Social identity and individual attitudes

Edited by John Bartle and
Paolo Belucci

58 The Future of Political Community

Edited by Gideon Baker and Jens Bartelson

59 The Discursive Politics of Gender Equality

Stretching, bending and policy making

Edited by Emanuela Lombardo,
Petra Meier and Mieke Verloo

60 Another Europe

Conceptions and practices of democracy in the European social forums Edited by Donatella Della Porta

61 European and North American Policy Change

Drivers and dynamics

Edited by Giliberto Capano and

Michael Howlett

62 Referendums and Representative Democracy

Responsiveness, accountability and deliberation

Fdited by Maija Setälä and

Edited by Maija Setälä and Theo Schiller

63 Education in Political Science

Discovering a neglected field Edited by Anja P. Jakobi, Kerstin Martens and Klaus Dieter Wolf

64 Religion and Politics in Europe, the Middle East and North Africa Edited by Jeffrey Haynes

65 New Directions in Federalism Studies

Edited by Jan Erk and Wilfried Swenden

66 Public Policy and the Media

The interplay of mass communication and political decision making Edited by Sigrid Koch-Baumgarten and Katrin Voltmer

67 Changing Government Relations in Europe

From localism to intergovernmentalism Edited by Michael J. Goldsmith and Edward C. Page

68 Political Discussion in Modern Democracies

A comparative perspective Edited by Michael R. Wolf, Laura Morales and Ken'ichi Ikeda

69 Dominant Political Parties and Democracy

Concepts, measures, cases and comparisons

Edited by Matthjis Bogaards and Françoise Boucek

70 The Political Representation of Immigrants and Minorities

Voters, parties and parliaments in liberal democracies Edited by Karen Bird, Thomas Saalfeld and Andreas M. Wiist

71 The Role of Governments in Legislative Agenda Setting

Edited by Bjørn Erik Rasch and George Tsebelis

72 Administrative Reforms and Democratic Governance

Edited by Jean-Michel Eymeri-Douzans and Jon Pierre

73 Puzzles of Government Formation

Coalition theory and deviant cases Edited by Rudy B. Andeweg, Lieven De Winter and Patrick Dumont

Also available from Routledge in association with the ECPR:

Sex Equality Policy in Western Europe, Edited by Frances Gardiner; Democracy and Green Political Thought, Edited by Brian Doherty & Marius de Geus; The New Politics of Unemployment, Edited by Hugh Compston; Citizenship, Democracy and Justice in the New Europe, Edited by Percy B. Lehning & Albert Weale; Private Groups and Public Life, Edited by Jan W. van Deth; The Political Context of Collective Action, Edited by Ricca Edmondson; Theories of Secession, Edited by Percy Lehning; Regionalism Across the North/South Divide, Edited by Jean Grugel & Wil Hout.

Contents

	List of figures	X
	List of tables	xii
	List of contributors	xiv
	Preface	XVi
1	From coalition theory to coalition puzzles	1
	PATRICK DUMONT, LIEVEN DE WINTER AND RUDY B. ANDEWEG	
2	A neglected alternative? Psychological approaches to	
	coalition formation	24
	ILJA VAN BEEST	
3	When median-legislator theory fails: the Swedish Greens in	
	1998 and 2002	44
	NICHOLAS AYLOTT AND TORBJÖRN BERGMAN	
4	Coalition bargaining in an unforgiving environment:	
	the case of Bondevik II in Norway	65
	HANNE MARTHE NARUD AND KAARE STROM	
5	Successful failure: ill-conceived pre-commitments and	
	welcome bargaining failure paving the way to minority	
	government in Austria	88
	WOLFGANG C. MÜLLER	
6	"Spain is different": explaining minority governments by	
	diverging party goals	112
	JOSEP MA RENIU	
7	The Rainbow coalition: a surplus majority coalition in Finland	129
	ANN-CATHRINE JUNGAR	

X	Contents	
8	Purple puzzles: the 1994 and 1998 government formations in the Netherlands and coalition theory RUDY B. ANDEWEG	147
9	The Belgian 'Rainbow coalition': optical illusion or mechanical phenomenon? PATRICK DUMONT	165
10	From puzzles to prospects for coalition theory RUDY B. ANDEWEG	190
	Index	204

Figures

1.1	Deviations between predicted and actual party composition,	
	office and policy model 1970–2005	14
3.1	Distribution of parliamentary seats (and number of seats) on	
	the left-right dimension	48
4.1	Voters' placement on the EU and the public-private dimensions	
	(2001 voter survey)	79
4.2	Voters' placement on the immigration and the moral-religious	
	dimensions (2001 voter survey)	80
4.3	The changing bargaining environment. Norwegian voters	
	1965–2001	81

Tables

1.1	Conditional logit analysis, effects of office and policy variables	
	on cabinet composition, 1970–2005	12
3.1	Left-right placement, party strength (in seats) and government	
	composition in Sweden, 1945–2006	46
3.2	Two-party minimal winning coalitions after the 1994 election	48
3.3	Two- and three-party minimal winning coalitions after the 1998	
	election	49
3.4	Two- and three-party minimal winning coalitions after the 2002	
	election	51
4.1	Storting election 2001. Percentage of votes and distribution of	
	seats	67
4.2	Norwegian MPs' perceptions of distances from other parties,	
	based on an aggregate of individual responses, 2000-1	77
4.3	Voters' identification of candidate best qualified for prime	
	ministership	82
4.4	Voters' evaluation of government alternatives before the 2001	
	general election	82
5.1	Left-right placement of parties, party strength (in seats) and	
	party composition of governments in Austria, 1945–70	89
5.2	Key actors in the 1970 inter- and intra-party negotiations	93
5.3	The distribution of cabinet positions 1963–6 and in the 1966	
	and 1970 coalition negotiations	97
6.1	Left-right placement of parties, party strength (in seats) and	
	party composition of Spanish governments (1977–2008)	113
6.2	Investiture vote and parliamentary supports in Spain, 1979–2008	115
6.3	Approaches identifying political parties' goals	117
6.4	Evaluation of the goals of Spanish political parties	119
6.5	Expected utilities by PSOE and CiU, 1993	122
6.6	Expected utilities by PP and CiU, 1996	124
7.1	Left-right placement of political parties, party strength (in seats)	
	and party composition of the Rainbow government, 1995	130
8.1	The 1994 election results in number of parliamentary seats	148
8.2	Potential three-party minimal winning coalitions in 1994	148