Abstracts

PART I: SETTING THE STAGE

CHAPTER 1: PUBLIC ORGANISATIONS AND THE STUDY OF CONTEMPORARY POLITICS

Jarle Trondal and Rómulo Pinheiro

Chapter one introduces the three key ambitions of this volume. It examines three interconnected themes in political science: the nuts and bolts of (local) government, the complex and evolving relationship between politics and administration, and continuity and change in (local) government. This introductory chapter discusses these themes and outlines how this volume theoretically and empirically contributes to the discourse on each of them. The chapter is organised as follows: the first section discusses the nuts and bolts of (local) government and outlines the organisational dimension of politics, the second section examines the complex and co-evolving relationship between politics and administration, and the third section discusses continuity and change in (local) government, the final section outlines the contribution and structure of the volume.

Keywords: Local government, nuts and bolts, organisational dimensions, politics and administration, continuity and change, public organisations, contemporary politics.

PART II: THE NUTS AND BOLTS OF (LOCAL) GOVERNMENT

CHAPTER 2: ORGANISATIONAL DESIGN AND THE QUEST FOR PRACTICAL RELEVANCE

Morten Egeberg

The relevance of political science in terms of practical problem-solving is an enduring topic. Within the sub-discipline "Public Policy and Administration" (PPA), an organisational design focus represents an obvious avenue in this direction. However, many PPA scholars seem more attracted by a policy design focus. This is a bit surprising since the dependent variables (the effects that are to be achieved through policy design/intervention) tend to be located outside the political-administrative sphere; they are typically about societal and environmental effects that are probably better studied by economists, sociologists, biologists etc. A focus on organisational design, on the other hand, may be more to the point in a PPA context since the interesting effects are then found among classical political science dependent variables (such as the governance process and the content of public policy). Although policy-makers certainly need knowledge about how public policies affect the society, economy and environment, they also, arguably need knowledge on how desired policies might actually materialize in a systematic manner. This chapter outlines an organisational design approach within a PPA context, and highlights in particular two topics to which Dag Ingvar Jacobsen has made important contributions.

Keywords: governance, horizontal structures, organisation culture, organisation demography, organisation design, organisation locus, organisation structure, physical structure, policy design.

CHAPTER 3: PUBLIC SECTOR LEADERSHIP: CONDITIONS, CHALLENGES AND AVENUES

Hanne Foss Hansen

The discussion in this chapter addresses the conditions in which public sector leadership is enacted: The political context, the high pace of change and the conflicting goals and values. Complexity, changeability and ambiguity are important challenges for public sector leaders. Upon this background, conventional and alternative generic leadership theories are explored that ask: May these theories help public leaders? Further specific public sector leadership theories are explored by asking: What may these offer public leaders? The conclusion

is that conventional generic leadership theories, for instance transformational leadership, may help public leaders to motivate employees, whereas alternative generic leadership theories such as situational leadership, translation leadership and chaos leadership may help public leaders to handle emerging agendas and new organisational ideas as well as support innovation. Public leaders, however, also need specific public sector leadership theories in order to cope with the hybridity of public organisations. Only through manifold leadership theories can the demand be ensured for good public leadership that includes contextual, situational and relational elements.

Keywords: public sector characteristics, transactional leadership, transformational leadership, situational leadership, translational leadership, chaos leadership, public sector leadership.

CHAPTER 4: PUBLIC SERVICE MOTIVATION AMONG DANISH AND NORWEGIAN LOCAL GOVERNMENT ADMINISTRATIVE MANAGERS

Dag Olaf Torjesen, Tor Ivar Karlsen, Charlotte Kiland and Morten Balle Hansen

Public Service Motivation (PSM) refers to a type of unique motivation to perform behaviour that typically relates to the public sector, such as doing good for others and society and improving the provision of public services. In this chapter, we compare two Scandinavian cases of public service motivation within an administrative local government context: Denmark and Norway. The study is built on survey data collected among municipal administrative managers from three managerial levels in Denmark and Norway. By contrasting and comparing PSM profiles among Danish and Norwegian administrative local government managers, we analyse which factors can explain the similarities and differences in PSM among these administrative elites. We show that Danish managers are more dependent on and woven into the political system, and thereby more attracted to policy making, whereas their Norwegian counterparts score higher on commitment to public interest and compassion. In both countries, managers at lower hierarchical levels closer to the production and provision of public services are inclined towards higher scores on compassion. Our findings add to the scarce knowledge on the behaviour of local administrative elites from a PSM perspective. Furthermore, these provide a basis for further research and time-series data to explore PSM in relation to the more current changes in local government.

CHAPTER 5: LEADERSHIP OF ORGANISATIONS: THEORY AND EVIDENCE FROM THE DEVELOPMENT OF NORWEGIAN SCENIC ROUTES

Charlotte Kiland and Zuzana Murdoch

While a good deal of academic attention has been devoted to leadership inside organisations, less is known about the leadership of organisations. In this chapter, we argue that leaders of organisations have three key functions: i) introduce and develop new mental models of the organisation; ii) cultivate external supporting mechanisms that buttress legitimacy; iii) defend against the demise of the organisation. We assess these ideas empirically by examining the case of Norwegian Scenic Routes (Nasjonale Turistveger) – a new policy programme by the Norwegian Public Roads Administration under development since the mid-1990s. Building on documentary evidence as well as interviews, we found considerable support for our theoretical arguments. Our findings contribute to the understanding of how leaders create and maintain institutions in a new and divergent field, which links our analysis to research on institutional entrepreneurship and institutional work. Furthermore, since our case involves a large number of stakeholders across three levels of government, it also allows drawing new lessons for the literature on multi-level and collaborative governance.

CHAPTER 6: PROSOCIAL MOTIVATION AND LOCAL POLITICAL LEADERSHIP

Lene Holm Pedersen, Lotte Bøgh Andersen and Nanna Thomsen

Investigating the associations between five leadership indicators, public service motivation (PSM), and sense of community responsibility (SOC-R), this chapter integrates insights from Public Administration and Community Psychology into the study of local political leadership. We ask how PSM and SOC-R are associated with (present and potential future) formal positions among local councillors and their behaviours in these positions. We answer this question based on a nationwide survey of Danish local councillors (n = 946). The key

findings are that PSM is associated with having a formal leadership position (mayor or committee chair) in the present election term, while SOC-R is associated with the intention to run for re-election, transformational leadership, and the use of verbal recognition. Neither PSM nor SOC-R is associated with consensus building. Our findings suggest that PSM and SOC-R are both relevant for local political leadership, but that other factors (e.g., membership of the dominant coalition and perceived influence) should also be considered.

Keywords: political leadership, local government, public service motivation, sense of community responsibility.

CHAPTER 7: AMBIGUITY WITH A PURPOSE. THE COUNTY GOVERNOR AS A MULTILEVEL ACTOR, SHAPING THE NORWEGIAN LOCAL GOVERNMENT REFORM

Anne Lise Fimreite and Yngve Flo

This chapter describes how the Norwegian Local Government Reform was coordinated across government levels from the time of its inception (Spring 2014) to when the recommendation on the alterations in the municipal structure was presented (Autumn 2016). Our main focus is the role of the 18 county governors in the process. The Norwegian county governors are civil servants with a strong position as mediators and liaisons between central and local levels. Their role is differentiated according to variations in needs and aspects in their county. During the reform process, the county governors were given a two-fold designated role as: 1) guides for local processes that could lead to mergers between municipalities, and 2) nominators of which specific municipalities the Parliament should decide to merge. They did not receive a concrete mandate on how to handle this double role, and each county governor interpreted the role differently. Based on rich qualitative material, we present empirical evidence of the different interpretations. We conclude that the ambiguity in the mandate was a factor that made this multilevel reform possible – against several historically-based conditions and presumptions. Ambiguity became an important element in the meta-governance of this multilevel reform.

Keywords: amalgamation reform, local government reform, multilevel reform, county governors, ambiguity, liaison position, guides, nominators, meta-governance.

CHAPTER 8: META-GOVERNANCE IN THE SOCIAL INVESTMENT
STATE: LESSONS FROM THE GERMAN CASE

Alexander Berzel and Tanja Klenk

In the last two decades, the emergence of a new social policy paradigm – the social investment state – has been widely discussed. This paradigm shift in social policy is also interesting from a public administration perspective since the new paradigm is characterized by a strong interest in the operational dimension of welfare state policy. In this respect, local networks with cross-sectoral coordination are considered crucial to achieve social cohesion. The "rules of the game" for local networks, however, are often defined by higher state levels. Studying the vertical-horizontal intersection of social investment policies is particularly interesting for administrative systems that are characterised by a strong emphasis on vertical lines. Germany is a case in point. Thus, we have investigated 48 SI projects in 16 German states. Analytically, we draw on the meta-governance approach and examine how higher state levels encourage and facilitate local networks. Empirically, we use data from expert interviews and policy document analysis. We can show that German state ministries use tools of meta-governance intensely and interpret this as a sign of policy learning to overcome typical problems of network governance, such as weak links, structural holes, or lacking legitimacy. Nevertheless, our results also reveal the limitations of the recent policy approach. So far, the tools of meta-governance have not been used in a strategic way. Critically reflecting the role of meta-governance is thus the next step in making the social investment state sustainable.

Keywords: meta-governance, governance, (horizontal/vertical) coordination, integration, (local) network, problems of network governance/network failure, social policy/social services, social investment state, (social) innovation, Germany.

CHAPTER 9: EXTERNAL DIFFERENTIATED INTEGRATION:
 EU MACRO-REGIONAL GOVERNANCE ARCHITECTURES
AND THE INCLUSION OF PARTNER COUNTRIES

Stefan Gänzle

Over the past three decades, the European Union has become an increasingly differentiated polity with respect to its functional and territorial characteristics. This also applies to the conception of what are designated as "macro-regions": Since 2009, EU Strategies for the Baltic Sea, the Danube, the Adriatic-Ionian

and Alpine "macro-regions" have been developed and cover a territory of 19 EU member and nine partner states. By focusing on common policy challenges and problems in areas susceptible to functional cooperation, e.g., infrastructure development and environmental protection, the EU macro-regional strategies arguably seek to mobilize a range of actors across different jurisdictions and scales, thus boosting transnational contacts and relations between participating countries. This chapter examines the engagement of non-EU partner countries in a complex governance architecture using the analytical lens of experimentalist external governance. Drawing on a set of semi-structured interviews conducted in 2018/19, we first seek to map the scope of involvement of partner countries, and second, we examine the extent to which external differentiation follows a functionalist or, alternatively, foreign policy logic vis-à-vis third countries. The chapter ultimately demonstrates that foreign policy logic has superseded functionalist-driven technocratic networking between the EU and its neighbouring states.

Keywords: European Union; external differentiation; external and experimentalist governance; macro-regional strategies; EU partner countries; European Territorial Cooperation; functional cooperation; regional cooperation.

PART III: THE COMPLEX AND EVOLVING RELATIONSHIP BETWEEN POLITICS AND ADMINISTRATION

CHAPTER 10: QUESTIONING THE ADMINISTRATIVE IMPACT ON DEMOCRATIC INNOVATIONS

Signy Irene Vabo

Politicians depend on administrative capacity in order to plan and implement democratic innovations. Democratic innovations are government-initiated participatory processes involving citizens and local officials in policy-making concerning problems that affect them. Based on the literature on democratic innovations, Public Value and New Public Governance, the paper shows how not only politicians, but also administrators are assumed to want to seek out interaction and dialogue with citizens. However, if administrators' approach to citizen interaction is different to and/or in conflict with that of elected representatives, the influence exercised by the administration on public policy may pose a challenge to representative democracy. The question explored in this essay is: to what extent, and under what circumstances, are elected representatives and administrators presumed to have diverging or converging needs regarding

interaction with citizens? Based on a systematic review of the literature, a framework is presented for analysing the potential for participatory innovations to support the role played by elected representatives. The analytical framework is based on a categorisation of various needs for interaction, combined with considerations about who controls the participatory arenas in question. An empirical example from Danish and Norwegian local governments illustrates the use of the framework for analysing a specific democratic innovation.

Keywords: New Public Governance, Public Value, democratic innovations, citizen interaction, task committees, administrative capacity.

CHAPTER 11: COMMUNICATION ADVISERS IN PUBLIC BUREAUCRACIES: INHABITANTS OF THE ZONE BETWEEN POLITICS AND ADMINISTRATION

Kristoffer Kolltveit

According to the Weberian ideal, civil servants should be employed based on merit and competence. Unlike politicians, civil servants should carry out their duties anonymously and without passion. Increasingly over the last few decades, in response to the constant need to respond to the media and be visible in the press, non-partisan communications professionals have been employed in ministries across Western democracies. Although hired as civil servants, these actors often work to defend the minister and secure favourable press for both the minister and the ministry, raising concerns about politicisation of the civil service. The chapter reviews the work of communication professionals in public bureaucracies. Drawing on electronic surveys of communication advisers, ministerial advisers and civil servants, the chapter argues that communication advisers in Norwegian ministries are not quite civil servants, not quite politicians. Rather, they are a different type of civil servant functioning in the intersection, or zone, between political leadership and line departments.

Keywords: advice, competence, communication advisers, civil servants, ministries, politics-administration dichotomy, politicisation, public bureaucracies, Weber, Wilson.

CHAPTER 12: THE DIFFERENCE THAT MAKES A DIFFERENCE?
EXPLORING THE PURPLE ZONE OF POLITICAL AND
ADMINISTRATIVE LEADERSHIP IN DANISH AND NORWEGIAN
LOCAL GOVERNMENT

Christian Lo and Asbjørn Røiseland

This chapter is based on a study of political and administrative leadership
in Danish and Norwegian local governments. While the two neighbouring
countries share a similar governance tradition, making them suitable for a
most similar comparative design, there is one important difference regarding
the interaction between political and administrative leadership: While Dan-
ish mayors are formal leaders of the municipal administrations, Norwegian
mayors are only leaders of the council. In this chapter, we explore to what
extent such formal differences have an impact upon the perceptions political
and administrative leaders have about the everyday relation between politics
and administration. Empirically, the analysis draws on data from in-depth
qualitative interviews with a set of Danish and Norwegian top political and
administrative leaders in municipalities, all of which have recently implemented
institutional changes to their leadership that actualise the relation between
political and administrative leadership.

Keywords: local government, politics and administration, leadership, mayor,
Nordic countries.

CHAPTER 13: LOCAL GOVERNMENT ACCESS TO CENTRAL-LEVEL DECISIONS:
THE CASE OF NORWAY

Jacob Aars

The purpose of this chapter is to discuss some of the channels available to the
municipal sector for access to central government decision-making fora. What
potential do the municipalities have to influence national policy for local gov-
ernment? The chapter discusses several potential access channels: a) the local
government interest group, Norwegian Association of Local and Regional
Authorities (KS), b) the political parties, c) political career path, i.e., Members of
Parliament with a background from local government, d) sector links between
levels of government and e) local/regional government represented by the role
of County Governor. The chapter demonstrates that the municipalities have
numerous potential access channels. However, the channels vary with respect
to how effectively they link local authorities to central government decision

arenas. The conclusion is that the portrayal of the municipalities as impotent victims of an over-eagerness for local government by the state needs to be coloured by studies that provide detailed analyses on how the municipalities utilise their potential access channels.

Keywords: local government, central/local relations, access, multilevel governance.

CHAPTER 14: THE POLITICS OF PRIVATISATION: A PANEL DATA ANALYSIS OF THE LOCAL POLITICAL SITUATION AND SHARE OF PRIVATE KINDERGARTENS IN NORWEGIAN MUNICIPALITIES (2001–2016)

Nils Arne Lindaas and Pål E. Martinussen

Following the kindergarten reform of 2003 and the later Childcare Law of 2005, access to kindergarten was made universal in Norway. The municipalities had the responsibility for providing an adequate coverage for kindergarten places, and they largely depended on private providers to provide a sufficient coverage. This study investigates whether the share of private kindergartens in Norwegian municipalities is a result of the local political situation or rather a result of "pragmatic considerations". Using longitudinal data from Norwegian municipalities during the period 2001–2016, the findings indicate that the pragmatic aspects outperform the political and ideological aspects both across and within the municipalities. We find that on average over the entire study period, municipalities with higher incomes and larger populations had lower shares of private kindergartens. As this study only found weak effects of the local political situation on the share of private kindergartens, it adds to a growing body of literature finding only limited effects of the local political situation on local privatisation.

Keywords: privatization, local government, local politics, kindergarten, municipal childcare, public services, welfare, public choice, Norway, panel data.

CHAPTER 15: CONTAINED REGIONALISM: TOWARDS
A NORDIC MODEL

Jon P. Knudsen

Geography matters to politics regarding the formation of political institutions. One of the founding fathers of Nordic political science, Stein Rokkan, insisted on labelling geography a main constituent of any political system. In the Nordic scene, geography has come to be identified with issues such as nation-building, electoral behaviour, welfare distribution, demographic sparsity and regional policies. From an institutional perspective, the Nordic type of demographic sparsity has even been accorded a specific objective (Objective 6) for regional policy funding within the EU. The geographical steering system is based on a strong state and strong municipalities, leaving little relative space to the kind of (quasi-)federal regionalism so often found in other corners of Europe, with a possible exception for the Sami population in the northernmost part of the Fenno-Scandic peninsula. Still, regions aspiring to become nation states are found: Greenland, The Åland Islands and the Faroe Islands. While the geographical centre-periphery dimensions are variously articulated within each of the Nordic countries, the political system is considered legitimate to cope with these dimensions in all of them. Attempts at far-reaching reforms strengthening the regional level within the political steering systems at the expense of the state or the municipalities have thus not been very successful. This phenomenon, it is suggested, should be labelled *contained regionalism*.

Keywords: contained regionalism, Nordic models, nation-building, geography, regional steering systems, Europe of regions.

PART IV: CONTINUITY AND CHANGE IN (LOCAL) GOVERNMENT

CHAPTER 16: PARTNERSHIPS FOR CHANGE IN LOCAL
GOVERNMENTS

Carsten Greve

This chapter examines the various ways that local governments enter into partnerships in order to advance an organisational change agenda and to create new public value. Local governments have become more inclined to participate in partnerships in recent years. These partnerships could be with other local governments, with partners from regional or central government, and they can also be with organisations from the private sector (companies, associations and

NGOs). The drive towards a local government characterized by partnerships makes new demands on how to manage and govern a local government. Local governments need to give up some of their decision-making power in order to enter into partnership arrangements. The chapter provides empirical illustrations of partnerships from a Danish perspective. Finally, the chapter ends by discussing a number of strategies available to local government managers as they contemplate even more partnerships in the future because of the climate crisis and the corona virus crisis.

Keywords: local government, partnerships, organisational change, public value, Denmark.

CHAPTER 17: STRATEGIES FOR CHANGE IN MUNICIPAL STRUCTURAL REFORMS

Åge Johnsen

This chapter explores how two change management strategies, which utilize either the economic results of the change (Strategy E) or the organisational process for change (Strategy O), affect three dimensions of commitment to change in municipal reforms, utilizing survey data of top and middle managers in six Norwegian municipalities. Common theories for change management have predominantly been developed from studies of private corporations in North America. These theories, therefore, may not fit directly into a Nordic, public sector context. The analysis indicates that the change management strategies were related to some dimensions of commitment to change, but sometimes in unexpected relationships. In particular, Strategy O seems to have a positive relationship to affective commitment to change but a negative relationship with continuance commitment to change. For Strategy E the relationships were reversed. Strategy O, with its emphasis on stakeholder participation, may fit pragmatism and Nordic work life and public management traditions better than Strategy E. The findings are also congruent with a practice that when the leadership perceives that there is much resistance to change, the leadership uses a process-oriented more than a results-oriented change management strategy. The chapter contributes to the change management literature by providing empirical analyses of a common theory for change management as well as how strategies for change are used in politically contested reforms.

Keywords: amalgamation, change management, commitment to change, local government structure, merger, partial least squares structural equation

modelling (PLS-SEM), path model Reform, stakeholder participation, strategies for change.

CHAPTER 18: REPRESENTATIVE AND RESPONSIBLE BUREAUCRACY: A LONGITUDINAL STUDY OVER 40 YEARS OF NORWEGIAN CENTRAL GOVERNMENT

Tom Christensen and Per Lægreid

This is a study of the demographic profile of civil servants in the Norwegian central government from 1976 to 2016. The relationship between structural features and demographic features is examined, based on theories of representative bureaucracy and responsible bureaucracy. The main result is that the civil service is not representative of the citizens and this pattern is stable over time. However, there has been a gender revolution and a large increase in the share of social scientists. Social background has a weak effect on how bureaucrats work in practice. This contrasts with the importance of organisational factors.

Keywords: governance, horizontal structures, organisation culture, organisation demography, organisation design, organisation locus, organisation structure, physical structure, policy design.

CHAPTER 19: SEARCHING FOR PATTERNS OF INNOVATIVE PUBLIC SERVICE DELIVERY: INSTITUTIONAL DESIGN IN FINNISH PUBLIC

Sanna Tuurnas, Tuula Jäppinen, and Elias Pekkola

The aim of this chapter is to study institutional design in collaborative innovation processes in Finnish public administration. Using a multiple case study approach, we examine five collaborative innovation processes based on co-design method. We formulate our understanding of institutional prerequisites by examining the goal of collaborative innovation programmes, collaborative innovation stakeholders (who), the scope of co-production (how and when) and the systemic adaptability of institutional design as a way to identify patterns across cases. The results emphasize the importance of systemic adaptability. Despite this, public organisations seem to be guided by systemic limitations, thus hindering the potential for collaborative innovation.

Keywords: collaborative innovation, co-creation, institutional design, systemic adaptability, Finnish public administration.