

**New Modes of Governance and national
policy capacities in the EU:
An analysis of the coordination mix in the
research and innovation policy
in Finland, France and Italy**

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Overview

- (Policy) coordination: significance, definitions, operationalization
- Coordination in the research and innovation policy sector in Finland, France and Italy - Empirical questions: what coordination tools? what coordination mix?
- Coordination and policy capacity
- Determinants of policy capacity


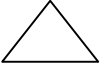
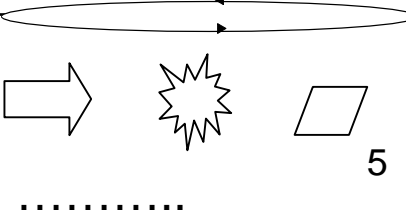
Coordination

- Definitions of coordination in the public sector
 - ‘a state of affairs characterized by the absence of inconsistencies, overlapping (or redundancy), and lacunae in a given policy field’ (Peters, 1998, p. 303);
 - ‘the bringing into relationship of otherwise disparate activities or events and the enhancement of compatibility of tasks and efforts, in order to achieve something which otherwise would not be’ (Verhoest and Bouckaert, 2005)
- A major research agenda:
 - Bouckaert Peters and Verhoest provided an operationalization of coordination tools (and underlying mechanism) and applied it to several countries (central government) for interpretation of reform trajectories
- This paper aims at contributing to such research agenda
 - by bringing fresh (structured) empirical evidence at the public policy level

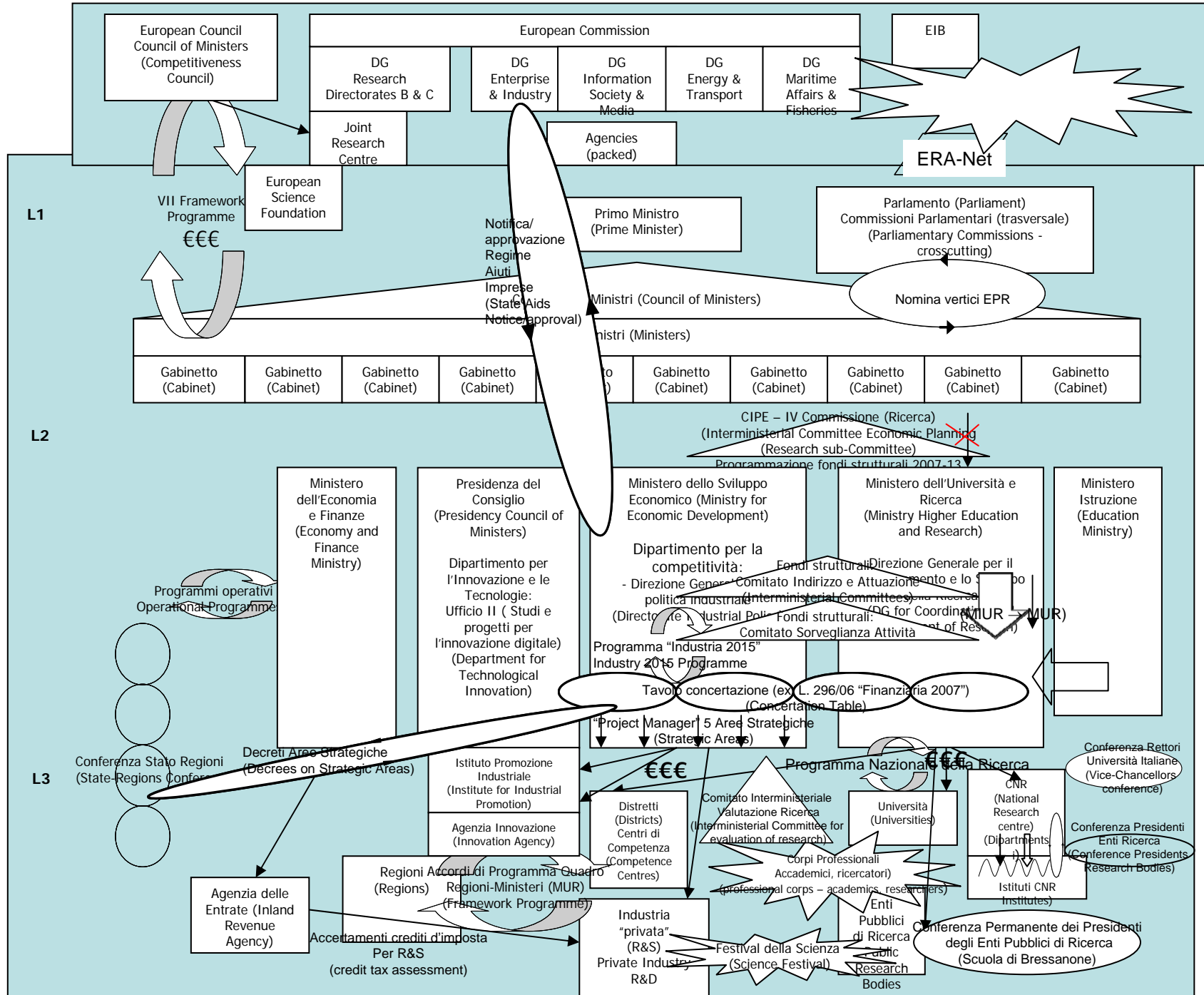
Coordination (cont'd)

- Management instruments and structural features may be interpreted *also* in the terms of their capacity of satisfying a coordination need
 - Coordination tool: planning systems, or budgetary instruments, or information systems, etc. [see next slide]
- Coordination mix: instruments can be classified also according to the mechanism on which they mainly rely for their functioning:
 - Hierarchy-Type Mechanisms (HTM): mechanisms which focus on allocation of tasks and responsibilities, and lines of control (authority as the main resource)
 - Market-Type Mechanisms (MTM): mechanisms which focus on the creation of incentives to enhance the performance of public actors (incentive as the main resource).
 - Network-Type Mechanisms (NTM): mechanisms which focus on the establishment of common knowledge, common values, and common strategies between partners (trust as the main resource).

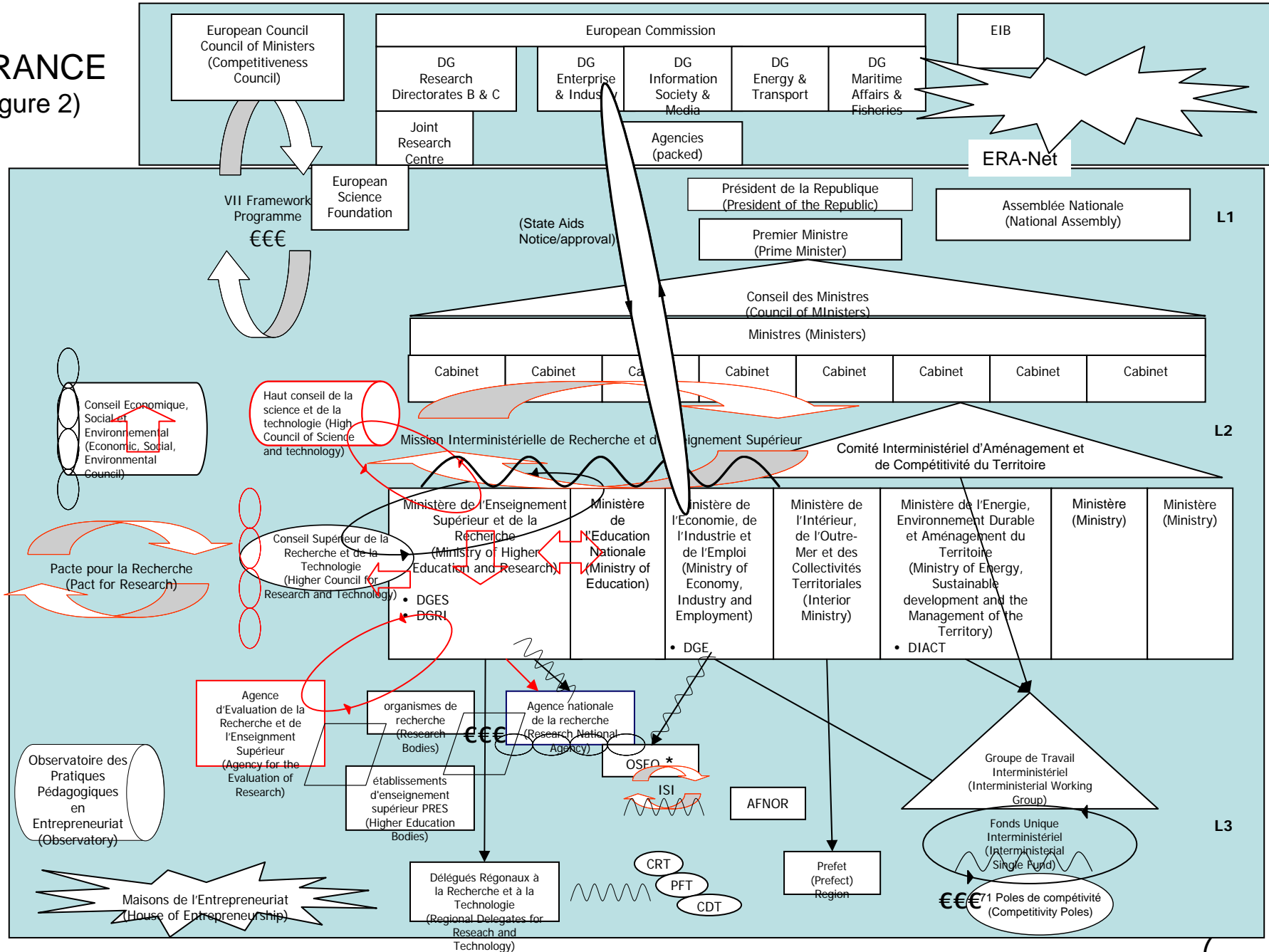
Operationalization

Instrument	Underlying mechanism	Extra information	Legend
1. Planning, control and evaluation systems (bottom-up, or top-down)	NTM, or HTM	Aligning activities of public organisations by a system of different and interconnected levels of plans	
.....	
10. Entities for collective decision making	Predominantly NTM	Bodies representatives of different organisations that can take binding decisions	
..... [13 categories altogether]	HTM, NTM, MTM	

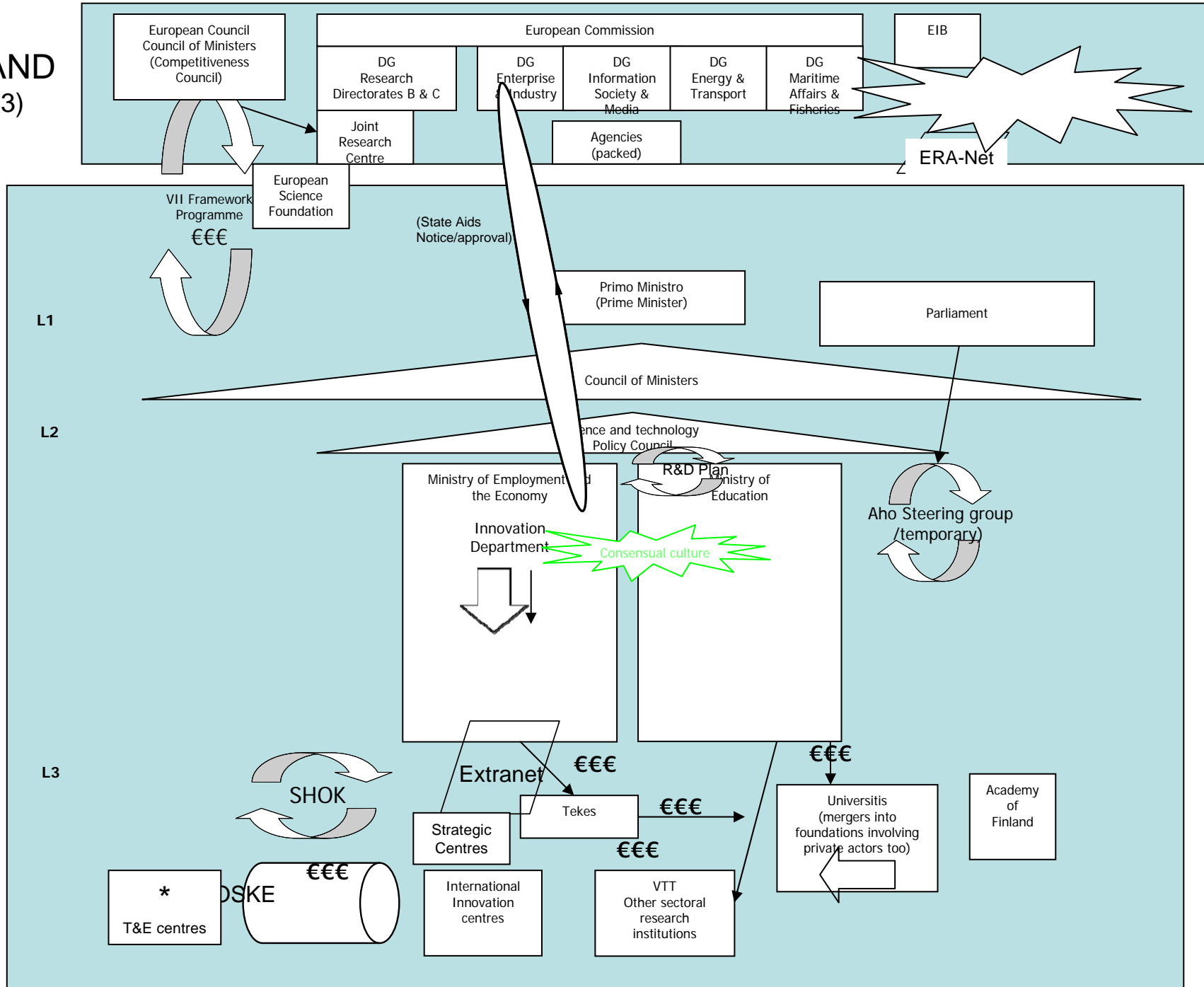
ITALY
(Figure 1)



FRANCE (Figure 2)



FINLAND
(Figure 3)



Comparative analysis

- What coordination tools?
 - Finland displays a set of instruments located at Level 1 (government-wide in scope) that has no parallel in the two other countries (an institutional design consistent with the high status on the governmental agenda acquired by the research and innovation policy since the first half of the 1990s)
 - In France and Italy, the institutional design seems to reflect a more 'sectoral' position of the research and innovation policy
- What coordination mix?
 - In Finland the coordination mix is mainly based on network-type mechanisms at Level 1, whilst the mix is more varied at Levels 2 and 3
 - in France, hierarchy-based mechanisms are preponderant at Level 1, whilst the situation is more mixed at the other levels (significant presence of network mechanisms at Level 3)
 - In Italy, we can find both hierarchy-based and network-based mechanisms at Level 1, whilst hierarchy is the main mechanism at the other levels

Policy effects, policy capacity and European Public Policy

Policy capacity

- Policy capacity: ‘the ability to marshal the necessary resources to make intelligent collective choices about and set strategic directions for the allocation of scarce resources (Painter and Pierre, 2005, p. 2)
- Policy capacity has to do with ‘intelligent choice’: an illustrative list of procedural values that may be employed in evaluating policy capacity includes: coherence, public-regardness, credibility, decisiveness, and resoluteness
- Policy capacity is conducive, *ceteris paribus*, to ‘improved’ policy effects

Relational and Attribute models of policy capacity (Jayasuriya, 2005)

In searching for DETERMINANTS of policy capacity, we may consider:

- Relational models of policy capacity: has to do with organising a set of relations, also cross-cutting state boundaries, that delimit a particular field of governance and build up the relational capacity that is central to the effectiveness of public action
- Attribute models of policy capacity: 'seek to identify the key endowments that a state or public agency possesses and that give it a set of transformative powers over policy and structure'

Relational models of policy capacity

- Open Method of Coordination (more broadly: Lisbon conceived as a Governance Architecture – see Borrás and Radaelli, 2009) may provide pressures and opportunities for the development of relational models of policy capacity
- We may interpret ‘strategic moves’ by the governments of certain EU member states as attempts to build up policy capacity in the field of research and innovation
 - e.g.: the exploitation of the six-month presidency of the EU by the Finnish government as an opportunity for attempting to re-draw the boundaries between state aids and support to research
 - e.g.: the intense participation of the Finnish government and agencies in European-level research networks (from the loose ‘ERA-net’ programme to highly focused networks linking agencies specialised in the funding of research like Tekes) as means to gain access to capacities that would otherwise be in part or totally out of reach

Attribute models of policy capacity

- Coordination instruments and the coordination mix as an attribute 'enabling' nation-states (EU member states) to perform potentially at higher level of policy capacity
- Scope of coordination instruments (e.g.: Finland government-wide vs. France and Italy sectoral)
- Quality of the design of coordination instruments (even slightly difference may determine profoundly different effects)
- Balance in the resources (authority, incentive, trust) utilized by coordination mechanisms underlying coordination instruments