



International Public Administrations: Global Public Policy between Technocracy and Democracy

18 and 19 March 2021

Online conference organized by the DFG Research Group on
International Public Administration

Speakers include: Michael W. Bauer (EUI Florence), Arthur Benz (Technical University of Darmstadt), Nils Brunsson (Uppsala University), Hylke Dijkstra (Maastricht University), Steffen Eckhard (University of Konstanz), Klaus H. Goetz (LMU Munich), Erin R. Graham (Drexel University), Karen Gram-Skjoldager (Aarhus University), Helge Jörgens (ISCTE Lisbon), Christoph Knill (LMU Munich), Nina Kolleck (Leipzig University), Andrea Liese (University of Potsdam), Annabelle Littoz-Monnet (Graduate Institute Geneva), Matias Margulis (University of British Columbia), Valentina Mele (Bocconi University), Fritz Sager (University of Bern), Diane Stone (EUI Florence), Jarle Trondal (University of Agder)



Program

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International Public Administrations: Global Public Policy between Technocracy and Democracy

18th and 19th March 2021
Center for Advanced Studies (CAS), LMU Munich

Abstract

The governments of modern democracies are caught in an ambivalent situation. On the one hand, they have to deal with tendencies of growing nationalism and skepticism towards supra- and international institutions. On the other hand, they need these organizations to effectively address rising problems of global scale such as climate change, the movement of refugees, and pandemic disease outbreaks. A central benefit of international organizations is their well-trained, and above all, often highly motivated staff. Thus, while governments have become increasingly reluctant to involve in international agreements, they have continued to delegate substantial competences to the administrative bodies of international organizations. Unfortunately, we still know only little on the actions and performances of these public administrations. This workshop aims at bringing together leading scholars in the study of international organizations to discuss the role of international public administration and their ability to stabilize an otherwise eroding political international order.

Timetable

18 March 2021

13:15 - 13:30	Welcome and Introduction
13:30 - 14:45	Panel 1 Organizational and Historical Perspectives on International Public Administration
15:15 - 16:30	Panel 2 Bureaucratic Autonomy and Influence of International Public Administrations
16:45 - 18:00	Panel 3 Observing Influence in Global Governance – Comparing Social Network Analysis and Other Approaches

19 March 2021

12:30 - 13:45	Panel 4 How International Bureaucracies Affect the Authority, Expertise and Legitimacy of International Organizations
14:00 - 15:15	Panel 5 Multi-level Policy Making and the Resourcing of IO Bureaucracies
15:45 - 17:00	Panel 6 The Politics of Evaluation in the Policy Process
17:15 - 18:00	Final Discussion and Remarks



DAY 1 – 18 March 2021

PANEL 1 – ORGANIZATIONAL AND HISTORICAL PERSPECTIVES ON INTERNATIONAL PUBLIC ADMINISTRATIONS

Literature has converged on considering international organization as pivotal players in policy-making beyond the nation state. What we do not know, however, is how international public administration emerged and how they managed to establish and maintain themselves as relevant actors on the global scene. This panel brings together papers looking at the rise and influence of international public administrations from a both organizational and historical angle. It offers a first historical exploration into the formative years of international public administrations. Moreover, it discusses how administrators can use organizational routines to gather leeway and manage to influence the policy process.

Participants: Nils Brunsson (Uppsala University), Christoph Knill (LMU Munich), Karen Gram-Skjoldager (Aarhus University), Stephan Grohs (German University of Administrative Sciences Speyer), Daniel Rasch (University of Hagen) & Yves Steinebach (LMU Munich)

Paper 1: Administrative Styles and their Influence on IO Policy Outputs and Reform

Stephan Grohs (German University of Administrative Sciences Speyer), Christoph Knill (LMU Munich), Daniel Rasch (University of Hagen) & Yves Steinebach (LMU Munich)

Paper 2: The Foundations of International Civil Service 1920-1960: International Public Administration in Historical Perspective

Karen Gram-Skjoldager (Aarhus University)

Paper 3: International Organizations as Meta-Organizations

Nils Brunsson (Uppsala University)

PANEL 2 – BUREAUCRATIC AUTONOMY AND INFLUENCE OF INTERNATIONAL PUBLIC ADMINISTRATIONS

The degree of autonomy that International Public Administrations (IPAs) possess during IO policymaking varies considerably between organizations – and so does their influence on the development and implementation of public policies. Previous research has identified varying degrees of structural autonomy and several case studies demonstrate how autonomy interacts with political and context factors to explain bureaucratic influence. Despite these advancements, we still lack systematic knowledge of the effects of autonomy – especially regarding how IPAs may capitalize on their autonomy to affect policy-making processes of IOs and global governance more generally. In order to further synthesize recent advancements in IPA research and to conclude the work of the research unit in this area, the panel aims to bring together scholars who study bureaucratic autonomy and/or policy influence of IPAs.

Participants: Michael W. Bauer (School of Transnational Governance, EUI Florence), Jörn Ege (German University of Administrative Sciences Speyer), Valentina Mele (Bocconi University Milano), Diane Stone (School of Transnational Governance, EUI Florence), Jarle Trondal (University of Agder & University of Oslo ARENA Centre for European Studies), Nora Wagner (German University of Administrative Sciences Speyer)

**Paper 1: Explaining IPA Influence: Some Preliminary Results from a Qualitative Comparative Analysis of IO Policymaking**

Jörn Ege (German University of Administrative Sciences Speyer), Nora Wagner (German University of Administrative Sciences Speyer) & Michael W. Bauer (School of Transnational Governance, EUI Florence)

Paper 2: An Organizational Approach to the Study of International Bureaucracy

Jarle Trondal, Stefan Gänzle (University of Agder), Nadja Kühn (University of Agder) & Thomas Tiekü (King's University College at the University of Western Ontario)

Paper 3: Strengthening Collective Identity among Autonomous UN Organizations.

Giulia Cappellaro (Bocconi University), Valentina Mele (Bocconi University) & Shaz Ansari (Cambridge University)

PANEL 3 – OBSERVING INFLUENCE IN GLOBAL GOVERNANCE – COMPARING SOCIAL NETWORK ANALYSIS AND OTHER APPROACHES

Analyzing the influence of international bureaucracies and other types of actors in global policymaking has become an important research focus in the domain of International Public Administration (IPA). Methodological and conceptual approaches to assess the influence of IPAs on global governance processes and their policy outputs are manifold, however. With our panel, we aim to provide an overview of innovative approaches to observe the influence of IPAs. In particular, our focus is on comparing Social Network Analysis (SNA) with other approaches. Whereas more traditional methods to observe influence often rely on attributional data, such as an IPA's formal mandate, its budget, staff numbers or offices, SNA focuses on relational data, such as communication or cooperation patterns and the overall social environments IPAs are embedded in. The use of relational data allows researchers to study IPAs' hidden or indirect influence even in cases where IPAs are not supposed to openly articulate and advocate for their policy preferences. This panel aims to examine different innovative approaches and to outline their advantages and limitations.

Participants: Stefan Aykut (University of Hamburg), Alexandra Goritz (Leipzig University), Helge Jörgens (ISCTE - University Institute of Lisbon), Nina Kolleck (Leipzig University), Matias Margulis (University of British Columbia) & Johannes Schuster (Leipzig University)

Paper 1: Incantatory Governance: Narratives, Performances and Signals as Tools Of Global Climate Governance

Stefan Aykut (University of Hamburg)

Paper 2: Intervention by International Organizations in Regime Complexes

Matias Margulis (University of British Columbia)

Paper 3: The Potential of Social Network Analysis for Measuring Influence of IPAs In Global Governance

Alexandra Goritz (Leipzig University), Johannes Schuster (Leipzig University), Nina Kolleck (Leipzig University) & Helge Jörgens (ISCTE - University Institute of Lisbon)



DAY 2 – 19 March 2021

PANEL 4 – HOW INTERNATIONAL BUREAUCRACIES AFFECT THE AUTHORITY, EXPERTISE AND LEGITIMACY OF INTERNATIONAL ORGANIZATIONS

The panel focuses on the active role international bureaucrats play in shaping the authority, expertise and legitimacy of International Organizations (IOs). Contemporary Global Governance is characterized by considerable struggles over the expertise provided by IOs as well as their policy-making outputs on the global stage.

In extreme cases, powerful states such as the US threaten the existence of IOs, whose authority they dislike. Rather than being passive participants, international bureaucrats play an active role in producing knowledge, communicating advice and developing strategic responses to various challenges. The panel explores this role by analyzing how international bureaucrats use their expertise and knowledge to affect public policy and defend the authority of their organizations. In addition, the panel examines normative implications of international bureaucracies' role as producers of expertise.

Participants: Hylke Dijkstra (Maastricht University), Mirko Heinzel (University of Potsdam), Andrea Liese (University of Potsdam) & Annabelle Littoz-Monnet (Graduate Institute Geneva)

Paper 1: The Production of Expertise in the Case of 'Global Mental Health'

Annabelle Littoz-Monnet (Graduate Institute Geneva)

Paper 2: The Expert Authority of International Organizations in Times of Crises. The Case of the WHO during the COVID-19 pandemic

Mirko Heinzel & Andrea Liese (University of Potsdam)

Paper 3: Donald Trump, America First, and the Survival Strategies of International Organizations

Hylke Dijkstra, Laura von Allwoerden, Leonard Schuette & Giuseppe Zaccaria (Maastricht University)

PANEL 5 – MULTI-LEVEL POLICY MAKING AND THE RESOURCING OF IO BUREAUCRACIES

Research on the financing of international organizations (IOs) and on the administration of international policy making under conditions of challenging resources has grown significantly in recent years (see for example the Special Issue "Resourcing International Organizations" in *Global Policy* (2017)). One of the central observation is the

increasing diversification and fragmentation of IOs and their finances. The proliferation of differentiated institutional designs and the emergence of flexible administrative structures that rather resemble tents than elaborate palaces are among the consequences of that fragmentation. In this panel, the contributors therefore reflect on the differentiated designs of funding rules in international institutions in the domain of global climate policy and they develop novel perspectives that integrate traditional public administration concepts with the reality of the flexible organization of international administration(s).

Participants: Arthur Benz (Technical University of Darmstadt), Klaus H. Goetz (LMU Munich), Erin R. Graham (Drexel University), Ronny Patz (Hertie School) & Svanhildur Thorvaldsdottir (LMU Munich)



Paper 1: Power, Control, and the Logic of Substitution in Institutional Design: The Case of International Climate Finance.

Erin R. Graham (Drexel University)

Paper 2: Tents, not Palaces: International Politics and Administrative Organization

Arthur Benz (Technical University of Darmstadt) & Klaus H. Goetz (LMU Munich)

PANEL 6 – THE POLITICS OF EVALUATION IN THE POLICY PROCESS

Over the past decades, evaluation has evolved as an integral part of organizational policy processes both at the domestic and international level. It is thought to be a functional tool that fosters learning, drives institutional change, and ensures accountability. This panel scrutinizes this conventional understanding of evaluation as a value-free activity and explores how a seemingly neutral technocratic tool can serve as an instrument for power in (inter)national governance. The panel focuses on these 'politics of evaluation' and how they play out in different environments both between member states and international administrations at the international level and among a wide range of stakeholders at the domestic level.

Participants: Steffen Eckhard (University of Konstanz), Nihit Goyal (TU Delft), Vytas Jankauskas (LMU Munich), Estelle Raimondo (Independent Evaluation Group, World Bank) & Fritz Sager (University of Bern)

Paper 1: Combining Internal and External Evaluations within a Multilevel Evaluation Framework: Computational Text Analysis of Lessons from The Asian Development Bank

Nihit Goyal (TU Delft) & Michael Howlett (Simon Fraser University)

Paper 2: Learning or Contestation: Analyzing Political Biases in International Organization Evaluation Reports

Elena Leuschner (University of Gothenburg), Vytas Jankauskas (LMU Munich) & Steffen Eckhard (University of Konstanz)

Paper 3: The Politics of Being Evaluation Prone: Insights from Switzerland

Fritz Sager (University of Bern)