MULTI-LEVEL GOVERNANCE AND LOCAL GOVERNMENT

Keynote lecture – Summer School 'Politics and policy-making at the local level'
Kosice, Slovakia, 6 July 2012

Ellen Wayenberg, Assistant Professor
University College Ghent
ellen.wayenberg@hogent.be

Ellen Wayenberg, Assistant Professor
University College Ghent
ellen.wayenberg@hogent.be
MULTI-LEVEL GOVERNANCE: WHAT?, HOW? AND WHY?

MLG defined

“A system of continuous negotiation among governments at several territorial tiers - supranational, national, regional and local”
(Marks 1993, Hooghe 1996)
"A key tenet of multi-level governance is the dispersal of authority and decision-making to a wide range of bodies through a process of negotiation."

(Richards and Smith, 2004).
MLG defined

“Local, regional and national political elites alike seek to forge coalitions with private businesses, voluntary associations and other societal actors to mobilize resources across the public-private border in order to enhance their chances of guiding society towards politically defined goals.”

(Pierre and Stoker, 2000).

Basic elements of MLG

- Mutual dependency between
  – multiple layers of government i.e. vertically
  – state and non-state actors i.e. horizontally
- Governance processes become vertically layered
- Relations can bypass formal structures (diagonal relations amongst other types)
- A blurred distinction between formal and informal modes of decision-making
**Dia 13**

![Diagram showing levels of governance with arrows indicating interactions between local, regional, central, and supranational levels and non/quasi governmental and private actors.]

**Dia 14**

**The study of MLG**

- MLG as a concept originated in EU – research
- Gradually studied beyond the EU – context i.e. sub-nationally
- Hollowing out/unravelling the central state as point of departure

**Dia 15**

**The study of MLG ‘look-alikes’**

<table>
<thead>
<tr>
<th>Hooghe and Marks (2003)</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU-studies</td>
</tr>
<tr>
<td>International relations</td>
</tr>
<tr>
<td>Federation</td>
</tr>
<tr>
<td>Local government</td>
</tr>
<tr>
<td>Public policy</td>
</tr>
</tbody>
</table>
Dia 16

How to study MLG?

- The four ‘C’s of Van der Kolk (2008)
  - Clarify concepts
  - Connect research questions
  - Compare findings
  - Confine your research

Dia 17

Step 1: Clarify MLG

- Alongside its dimensions under study
  - horizontal/vertical/diagonal
- According to type
  - type I or type II

Dia 18

Types of MLG

<table>
<thead>
<tr>
<th>TYPE 1</th>
<th>TYPE 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>General purpose jurisdictions</td>
<td>Task-specific jurisdictions</td>
</tr>
<tr>
<td>Non-intersecting memberships</td>
<td>Intersecting memberships</td>
</tr>
<tr>
<td>Jurisdictions organized in a limited number of levels</td>
<td>No limit to the number of jurisdictional levels</td>
</tr>
<tr>
<td>System-wide architecture</td>
<td>Flexible design</td>
</tr>
</tbody>
</table>

(Hooghe and Marks, 2003)
Step 2: Connect research questions
MLG as an organizing framework answers descriptive questions about
- jurisdictions involved / systemic properties (supra)
- levels, actors, relations, … involved

Values/issues at stake as well as trends point to explanatory research

Values/issues at stake
Virtues and vices of MLG in the EU (Marks, 2010)
- Efficiency, peace, democracy, moral hazard, corruption, protest, survival
Other values/issues at stake:
- Policy effectiveness, subsidiarity, autonomy, transparency, coordination, accountability, sustainability, participation, openness, performance, …
MLG –trends spotted
- The (financial) weakening of the central state
- The opening up of new opportunities to making decisions for cities
- Negotiated arrangements complementing or replacing legalistic-hierarchical relations
- The growing emergence of informal arrangements
- ... 

Step 3: Compare findings
- By linking a single case study to existing case studies
- By studying a case over time (studying change)
- By finding relatively independent subunits within the case (policy areas for example)
- By just adding cases

Step 4: Confine your research
- To a manageable topic and method

MULTI-LEVEL GOVERNANCE: AND WHAT ABOUT LOCAL GOVERNMENT?
An undeniable impact

“There are many goals which we cannot achieve on our own, but only in concert. Tasks are shared between the European Union, the Member States and their regions and local authorities.”

(EU Declaration at the 50th anniversary of the signature of the Treaties of Rome, 2007)

An undeniable impact

“Recent OECD work is focusing on the contractual approach of multi-level governance, the design of grants transferred from central to sub-national levels of government and the variety of agreements between municipalities.”

(OECD, www.oecd.org/gov/regional/multilevel)

What kind of impact?

http://www.youtube.com/watch?v=hXiOfocQfGg
http://www.youtube.com/watch?v=_d5pzc7k4X4
Dia 28

**What kind of impact?**

<table>
<thead>
<tr>
<th>Source and Linkage (2006)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Functional reform</td>
</tr>
<tr>
<td>Financial reform</td>
</tr>
<tr>
<td>Reform of the internal organization, administrative arrangements, and managerial apparatus</td>
</tr>
<tr>
<td>Structural reform</td>
</tr>
<tr>
<td>Jurisdictional reform</td>
</tr>
</tbody>
</table>

Dia 29

**Impact on local leadership**

“Good leaders will be those who can address multi-level governance to ensure effective and democratic results for their localities and broader constituencies of citizens. To achieve that goal, local leaders have used a number of various strategies such as mobilizing resource-controlling organizations, adapting national policies to local needs, involving their citizens and in the end shaping local political culture.”

(Carmichael, 2010)

Dia 30

**MLG – tools**

- To facilitate integrated local actions
  - Policy platforms
  - Local action plans for integrated projects
- To facilitate participation of diverse stakeholders
  - Local strategic partnerships
  - Local action teams
  - Local support groups
MLG – tools

- To facilitate coordination between different levels of government
  - Multi-party contracts
  - State-region plan contracts
- To facilitate and integrate sectoral priorities
  - Local climate investment programme
  - Jobs strategies

(Handbook for Multi-Level Urban Governance in Europe, 2011)