



Making Multi-level Governance Work: Helping to Overcome the Democratic Deficit

EU Centre of Excellence

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What's next...

4 Webinars **related to** case studies & **2-day** hybrid workshop

1. Multilevel Governance in Gippsland and Albury-Wodonga
 2. Multilevel Governance and the Waste Management Crisis in Campania
 3. The Role of Multilevel Governance in the German **Higher** Education System
 4. The Role of Private Actors in Multilevel Governance Structures
- Workshop (27-28 September)



MLG definitions

- Multilevel governance, a system of continuous negotiation among nested governments at several territorial tiers—supranational, national, regional and local—... in which supranational, national, regional and local governments are enmeshed in territorially overarching policy networks (Marks, 1993, p. 404).
- MLG systems and their distinctive modes of policymaking are, in most cases, the result of flexible and incremental institutional adaptation to functional pressures (Hooghe, Lenz and Marks, 2019)
- MLG is not only about government, so better define as governance (Brian Scantlebury)
- MLG is vertical & horizontal, and deliberate design (Karen Cain)



Type 1 MLG

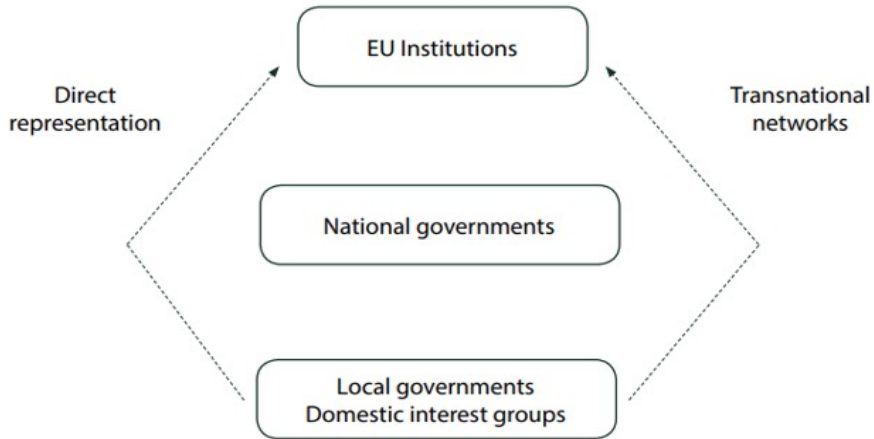


Figure 1. 'Type 1' (nested) multilevel governance (adapted from Fairbrass & Jordan 2001, p. 501).

Bulkeley et al., 2003, p. 238.



Type 2 MLG

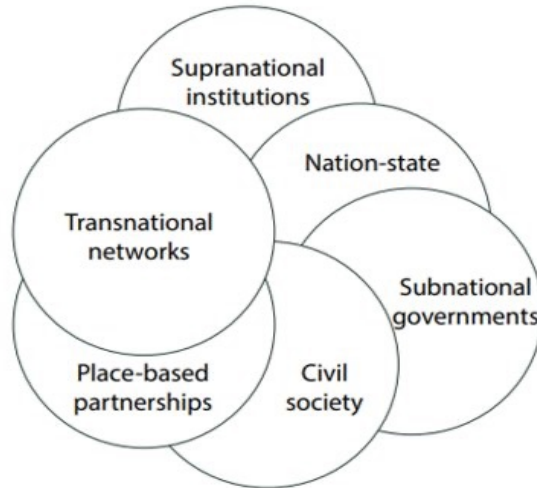


Figure 2. 'Type II' (polycentric) multilevel governance.

Bulkeley et al., 2003, p. 238.



Web 1: MLG – issues faced in regional Australia – Brian Scantlebury, Karen Cain

- Unique contexts (I know context is on the next page but think it is really key)
- Understanding the system
- Strategic intent and thinking
- Leadership and its role
- Transformational vs transactional leadership



Basic pillars for successful effective MLG

1. Understanding & facing complexity
2. Understanding context
3. Understanding emergencies (not sure what that refers to?)
4. Understanding & building reciprocity



Lessons learnt from regional Australia

- Imbalance of state and local governments - financially?, coercive power, interest, engagement? - Not sure what this means
- Federal government's limited involvement with regional issues - what is the lesson here? The limited involvement is a feature of a federal system
- Economic and other legacies to hurt regional governments - and example would be great



Web 2: Waste management in Campania – Mancini, Arena, Piazza

- Political disconnection **from** problems (or is it **Politicians' disconnection**)
- Lack of information and training
- Local citizens are powerless (or is the perception of being powerless? Or both?)
- Lack of trust and confidence
- Organised crime syndicates (as Bruno pointed out – was that really a major talking point?)



Lessons learnt

- **The need for** accountability of authorities
- Avoiding political experts (that sounds rather populist – what do you mean?)
- More funds on awareness campaigns (More funds? Or more campaigns? Or more effective campaigns?)
- Close socio-economic gaps (I think that is impossible in the context of waste management – could it be that it is necessary to be aware of socio-economic gaps and their influence on behaviour – maybe it is a question for targeted communication/training for behaviour change?)
- Breaking down communication barriers
- Community participation to build up trust



Web 3: MLG, German HE system & Bologna, Dual Study programs

Leo Goedegebuure, Lukas Graf

- Traditionally, HE in EU a MS competence, however:
- Bologna Declaration, followed by Lisbon Process set in motion VOLUNTARY gradual harmonisation process through
- Convergence of (parts) of national systems via EU instituted measures and incentives (e.g. funding) and a system of periodic milestones & evaluation(OMC) at a rate/in a way determined by individual MS
- HE policy in the German federal system substantively a 'Länder' (federal states) competence, however some funding provided at federal level = MLG structures as HE policy determined at supranational, national, regional level



Web 3: MLG, German HE system & Bologna, Dual Study programs ... cont.

- Other reforms saw governing bodies changed to include substantive amounts of industry representatives
- Since introduction of Bologna, HE in Germany no longer conforming to Humboldtian ideal but a flexible and dynamic system meant to overcome social segmentation and promote international competitiveness (e.g. adoption of Anglo-Saxon 2 cycle qualifications scheme)
- Concept of 'employability' central to new approach to HE
- German 'Duales Studium' (dual study) a pioneer program, launched late 1960s/early 1970s by large & influential companies in Baden Württemberg
- Successful transfer of regional program to whole of country, with doubling of student & course numbers over last decade



Web 3: MLG, German HE system & Bologna, Dual Study programs ... cont.

- Format based on dual apprenticeship training of collective skills formation systems, combining a theory-based educational component in an educational institution with practice-based work in a commercial organisation.
- Key driver: academisation/skills needs
- HEI and commercial organisation partners in learning experience, with commercial organisations gaining significance through student selection and curriculum input
- Representation shifting the balance
- **Gradual institutional change theory emphasises** (not sure what refers to but leaving it in for you to either clarify when speaking or remove)



Web 4: MLG and private actors, MLG and democratic legitimacy

Ann McNaughton, Maren Klein

- "Private actors contribute to effectiveness, transparency and legitimacy of **its regulation** as a public regulator" (McNaughton) (what is 'its'?)
- Top-down vs bottom-up approach
- For effective democratic processes, citizen involvement is required
- Democracy depends on active citizen engagement



Web 4: MLG and private actors, MLG and democratic legitimacy

Ann McNaughton, Maren Klein

- Concerns
 - elevation of increased efficiency and improved policy outcomes leading to erosion of democratic principles such as citizen participation and electoral accountability
 - Complexity obscures accountability, enables blame shifting
 - Decision-making by actors not congruent with constituency decision is made about/for and uncoupled from democratic processes



Web 4: MLG and private actors, MLG and democratic legitimacy - Ann McNaughton, Maren Klein, cont.

Measures of democratic legitimacy

1 Input legitimacy

- refers to citizens' opportunities to participate in political decision-making either directly or indirectly

2 Output legitimacy

- highlights the substantive quality of decisions to 'effectively promote the common welfare of the constituency in question'

3 Throughput legitimacy

- a procedural criterion concerned with the quality of governance processes, as judged by the accountability of the policy-makers and the transparency, inclusiveness and openness of governance processes (Schmidt 2013)



Web 4: MLG and private actors, MLG and democratic legitimacy - Ann McNaughton, Maren Klein, cont.

- Increasing parliamentary oversight
- Incorporating more mechanisms of direct democracy
- Reducing institutional complexity
- Improving the ways in which MLG is communicated

(Hurrelmann, 2021)



Workshop 27-28 September

- Hybrid workshop
- **Participation by** scholars from Spain, Italy, Canberra, regional and other areas of Victoria (Australia).
- Participation of RMIT undergraduate and PhD students
- Exhausting debates about MLG, democratic deficit and ways to increase the effectiveness of MLG
- (Agree, the discussions were pretty exhausting, in particular because they went in circles and half a day would have been enough. But – did you mean exhaustive?)



~~Solutions to~~ Enhancing MLG effectiveness

- Right set up from the beginning
- Understand potential challenges such as lack of trust
- Involvement of locals and public
- Level of authority/accountability (Whose?)
- Establishing willingness, skills & support (Whose?)
- Planning and resource mapping
- Stronger relationships (Stronger than what and with whom?)
- Institutional capability (Whose?)
- Conflict resolution (skills?)



Solutions to MLG effectiveness continued...

(see previous slide for title suggestion)

- **Appropriate** institutional and human resources (how is this different to institutional capability?)
- **Appropriate** information and training (of whom for what? By whom? And are they ones who receive the information and the ones who receive the training the same/)
- **Narrowing the gap between local and national institutions** (what do you mean by gap? And can you do it? How?)
- **Correct** implementation of rules (Who sets the rules? Where are they written? To whom do they apply? Where are they publicized? By whom? What is correct – what is incorrect in that context?)
- **Engendering** confidence between institutions and citizens (Do you mean trust? Or do you mean citizens have confidence in their institutions?)
- **Lack of technical skills and expertise from public authorities** (I do not consider this a solution)



Solutions to MLG effectiveness continued...

(see previous slide for title suggestion)

- ~~Appropriate importance of promotion of project~~
- Ensure availability of appropriate Rights subject matter experts from the central (EU)/interstates (?) to regional areas such as Spain, Italy and Germany (I would class those as MSs which have regional areas)



References

