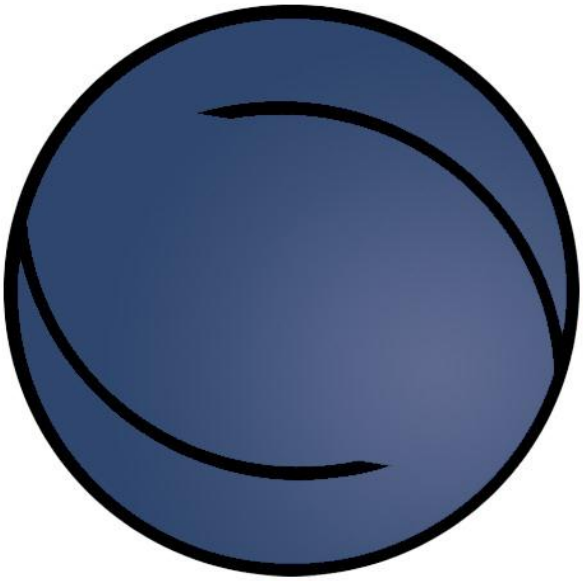

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W-002	Civic Capacity: Building On Transformational Leadership To Achieve Integrative Public Leadership

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It is increasingly recognized that many of the major public problems and challenges plaguing modern society, such as achieving environmental sustainability, reducing poverty, and alleviating global health problems, cannot be solved by any single actor or organization. Instead, effectively addressing such public problems requires the collaboration of organizations from multiple sectors, including governmental organizations, not-for-profit organizations, businesses, and community groups. The type of leadership needed to guide such multi-sector collaborations has been called "integrative public leadership" and this has been the focus of an emerging stream of literature (Crosby & Bryson, 2010; Huxham & Vangen, 2000; Morse, 2010; Ospina & Foldy, 2010; Sylvia & McGuire, 2010), and a special issue of the *Leadership Quarterly* published in 2010.
Scholars writing about integrative pubic leadership have asserted that traditional leadership theories are inadequate to explain the leadership processes and behavior found in collaborative public contexts (Ospina & Foldy, 2010). These authors point to several differences between these contexts and those traditionally investigated by leadership researchers. In particular, unlike traditional leadership theories that assume a leader-follower relationship (e.g., transformational leadership, leader-member exchange theory), integrative pubic leadership involve situations where there is no hierarchical relationship with the collaborating partners (Huxham & Vangen, 2000; Vangen & Huxham, 2003). Although there may be a boundary or lead organization in multi-sector collaborations that is able to dictate timeframes and certain tangible goals due to its structural position and the resources it provides (Huxham & Vangen, 2000; Morse, 2010), the integrative leader in such a boundary organization does not have hierarchical power over other collaborating partners. Furthermore, unlike the contexts addressed by traditional theories of leadership, in which employees at a focal organization typically have shared goals and objectives, the actors in a multi-sector collaboration participate for diverse reasons, and each actor is focused on a variety of individual goals and interests that may or may not intersect (Huxham & Vangen, 2000; Ospina & Saz-Carranza, in press; Page, 2010). Finally, because the context for such leadership is multi-sector collaborations for the public good (Crosby & Bryson, 2010; Huxham & Vangen, 2000; Morse 2010), it excludes predominantly commercial collaborations. These differences have led scholars to claim that a new leadership style – integrative pubic leadership – is needed. In this paper, we argue that the dismissal of the relevance of existing leadership conceptualizations, particularly transformational leadership, is premature and needs to be investigated more thoroughly. In our reading of this literature, we have been struck by the prominent role played by charisma – one of the primary components of transformational leadership (Bono & Anderson, 2005). For example, Redekop (2010) talks about the integrating potential of charisma, where the charismatic leader is able to present the same compelling message in different ways depending on the audience, and therefore cross boundaries and unite diverse individuals. We investigate the role of transformational leadership in multi-sector collaborations, and attempt to more clearly specify the extent to which such leadership applies, and what, if anything, is missing from its ability to explain integrative pubic leadership. We argue that much of transformational leadership theory applies to the multi-sector collaborations, but that to achieve integrative pubic leadership it needs to be augmented by what we call "*civic capacity.*" We define civic capacity as "*the combination of interest and motivation to be engaged in public service and the ability to foster collaborations through the use of one's social connections and through the pragmatic use of processes and structures.*" We elaborate on and develop this construct and suggest that is consists of three components: civic traits, civic connections, and civic pragmatism.

Civic traits refer to the desire and motivation to be involved with social issues and to see new social opportunities, and these largely underpin the social exploration capability of transformational leaders. *Civic pragmatism* refers to the ability to translate social opportunities into practical reality by pragmatically leveraging structures and mechanisms for collaboration. Civic pragmatism therefore underpins the social exploitation capabilities of transformational leaders. However, to convert social exploration into social exploitation, *civic connections* are important. Civic connections refer to external social networks that enable one to understand and assimilate new social opportunities, as well as to mobilize communities to work together in implementation by leveraging the social capital residing in those social connections. Civic connections determine the efficiency of conversion from social exploration to social exploitation. These three sub-constructs interact with one another to produce civic capacity, and each can be possessed in varying degrees by transformational leaders. Our study discusses several important implications for future research on integrative pubic leadership.

How relevant is civic capacity for today's leaders? We contend that it is essential for leaders within public sector organizations. But we also believe it is increasingly important for business leaders. Business organizations today are facing institutional pressures from both industry and society. Societal norms are changing, with businesses expected more and more to function as responsible citizens within their communities. The recent financial crisis and the BP oil disaster have put corporate executives in the spotlight, with many observers attributing these crises to the moral failure of corporate leaders to care for their communities. These new societal pressures require leadership styles that are more motivational rather than autocratic, and more value-based than purely transactional. Transformational leadership has been suggested as the most appropriate style to address such challenges (Angus-Leppan, Metcalf, & Benn, 2010), but we argue it must be augmented with civic capacity. Strategic business leaders today need to embrace both an economic as well as public (or social) agenda. This growing trend that we see demands a new leadership orientation and skills. It requires a new form of ambidexterity which is the ability to balance shareholder value with social/public value. Such ambidexterity goes against the traditional view that public leadership is inherently different from private leadership (Denhardt, 1984; Hooijberg & Choi, 2001), but is needed as the distinction between public and private becomes increasingly blurred.

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W-005	The Prospects for Reconciling Sector-Specific Ethics in a Context of Blurred Boundaries, Ubiquitous Networks and Hypermodernity

Guy B. Adams and Danny L. Balfour

Globalization and hypermodernity have accelerated changes in organizational arrangements, such as networks, contracting, and cross-sector partnerships across all sectors. These, and other boundary-blurring phenomena, have radically changed the context for organizational ethics. Both public service ethics and business ethics evolved largely as sector-specific fields, while non-profit/NGO ethics, developing more slowly, borrowed from both. All three have treated ethics as something focused primarily on the individual actor and as something that needed to be managed largely within the organization, although at least some attention to individuals in aggregates and to the organization's stakeholders has been included at times. Within a radically changed context, the questions for organizational ethics are now more complex and problematic. Both organizational culture and the culture at large seem centrally important in imagining a way forward for organizational ethics. With a myriad of dynamics at work—many apparently hostile to ethical action—and with multiple configurations of cross-sector relations—networks and partnerships in many combinations, the question can become more basic: is there any way forward for organizational ethics in this context?

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W-006	Changing accountability relations– the forgotten side of public sector reforms

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Changing accountability relations– the forgotten side of public sector reforms.

Studies of public reforms are either preocccupied with the features of reforms processes and effects, often focusing on patterns of influence among actors, efficiency, quality of public services, etc. Rather seldom such studies are addressing fundamental accountability questions. Accountability measures may change through reform, either by design or unintentional. Following Bovens (2007:450) one can define accountability as '..a relationship between an actor and a forum, in which the actor has an obligation to explain and to justify his or her conduct, the forum can pose questions and pass judgement, and the actor may face consequences'. One core accountability is the problem of many eyes or '*the accountability to whom*' question. Bovens, bulding on Romzek and Dubnick (1987), makes a distinction between political, legal, administrative/managerial, professional and social accountability. We will especially focus on the relationship between political and managerial accountability and to what extent the reforms have changed the trade-off between these two accountability relations. Another core issue in the accountability literature is the problem of many hands or *who is to account*? Here one can distinguish between hierarchical, collective and individual accountability. A third issue is *what* one is accountable for, such as financial accountability, procedural accountability and product accountability.

Following this categories, our main research question in the paper will be how a large reform in the civil service change accountability relationships and how we can explain these changes, based on a transformative approach combining structural, cultural and environmental perspective taken from organization theory (Christensen et al. 2009). The reform we will focus on is a large welfare administrative reform in Norway, decided on in 2005 and implemented through 2009, merging the national pension administration and employment agency and making a partnership locally with the municipally based social services. We will map the formal accountability relations as well as how they are working in practice. The data used is taken from a large evaluation study of the reform and is primarily based in public documents and elite interviews.

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W-007	Organizing for Productivity: Discursive Isomorphism and Global Governmentality

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Introduction

> *The mystery is why a country that seems close to best practice in most of the policies that are regarded as the key drivers is nevertheless just an average performer. (OCED, 2003)*

Nations all around the world appear to be concerned with the levels of business productivity in their economy and the challenge to their international status as indicated by league tables such as OECD rankings. This is despite the fact that serious issues with approaches to conceptualising, let alone measuring, productivity were identified decades ago (eg. Griliches and Mairesse, 1983; Berndt and

Fuss, 1986 and references therein). In particular, there is apparent confusion over the levels of analysis and nomenclature (eg. Pritchard et al., 1988) with productivity units at: national; sector or industry; enterprise or organisation or firm or workplace; workgroup; or individual levels. This paper will explore other aspects of uncertainty and ambiguity in the way productivity is discussed around the world. Not only are there measurement and unit of analysis uncertainties, there are also semantic instabilities in the productivity discourse. Definitions vary as do the contexts in which productivity is framed and the audiences to which the productivity discourse is addressed. This ambiguity also then affects the types of initiatives that are implemented as efforts directed at increasing productivity.

By analysing a selection of productivity reports from four different countries (New Zealand, Australia, the United Kingdom and Canada) over a ten year period (2000-2009), we map the discursive representations of the concept 'productivity' in order to gain insights into the local meanings of, as well as global similarities in, approaches to generating productive change. On the one hand, there are striking differences in the productivity issues identified, and therefore suggested 'solutions' provided, for each country. To summarise: the UK reports place an emphasis on the role of business and capital, and also regions; for Canada there are strong labour and wages themes; in New Zealand the reports locate productivity squarely in the hands of business with an emphasis on employment; while the Australian reports show very strong growth and change emphases. In contrast to this national level variation, there appear to several universal mantras that permeate virtually all of the nations' documents, including rhetorical strategies we have called: aspirational; fear of failure; national threat; and exhortation to action.
We then employ two theoretical lenses, discursive isomorphism and Foucault's notions of governmentality (Foucault, 1991) to explore why there might be such variation in local understandings of productivity despite the relatively generic discourse strategies. Discourse strategies constitute the means by which actors achieve goals within discourse (van Dijk, 1997). The aims of productivity discourses and the strategies invoked in an attempt to spur, often unspecified, actors to action, indicate, as indicated above, a striking level of rhetorical isomorphism (the tendency to be alike). The paper will explore the similarities which occur despite the different political and cultural contexts and the uncertainty surrounding the very notion of productivity, and posit some potential reasons for the observed discursive isomorphism, including as a device to reduce the uncertainty introduced by the ambiguity inherent in the very notion of productivity. We also propose possible sources of coercive, normative and mimetic isomorphism (Di Maggio and Powell (1983)) that arise from global institutions such as the World Bank and the OCED as well as legitimacy-seeking activities of the 'profession' of economists.

An alternative frame is to view 'productivity' as a governmentality, that is, as a government rationality that 'involves particular representations, knowledges, and expertise regarding that which is to be governed' (Larner & Walters, 2004). Governmentality refers to the way the 'centre, or ensembles of centres, 'problematizes' life'… and 'the methods employed as the state both represents and intervenes in the domains it seeks to govern' (Murdoch and Ward, 1997). In much the same way as the notion of globalization has been framed as a global governmentality (Lerner & Walters, 2004), we would propose that the pervasive productivity notion is also a governmentality, in that it 'places an emphasis on regulatory systems, processes, and methods of thinking about or perceiving a domain, especially those which may be translated into written inscriptions that claim to authentically depict it' (Townley, 1993).

Of particular note as a technique central to this governmentality is this use of statistics (even if their measurement methods are contested) in making 'visible' the productivity domain. Borrowing from Murdoch and Ward (1997, p. 308) and their analysis of governmentality in British agriculture, once productivity parameters have been 'rendered into statistical representations then they become amenable to forms of intervention, forms which themselves both depend upon and 'bring into being' the representations yielded by statistics'.

In our analysis of the various nation's productivity reports, we highlight a divergence between the political rationalities ('systemised modes of thought embodied in the political discourses' (Merlingen, 2006)) evident in the seemingly universal supra-national rhetorical (and statistical) strategies that constitute the productivity discourse, and the political technologies ('the means and practices by virtue of which political rationalities are translated into action by authorities') espoused for each nation, as evident in the variation in themes that occur at a national and sub-national levels.

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W-008	Senior And Junior Ministers, And Law Production - The Impact of Team Heterogeneity on National Rule Birth in Dutch Media Law

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In political science and public administration, a large literature seeks to deepen our understanding of red tape (Bozeman, 2000; Olson, 2010). External red tape is produced by national governmental authorities. Recently, the mechanisms that lead to extending, reducing or changing national legislation received increasing attention (van Witteloostuijn and de Jong, 2009). The role of insitutional or political factors such as party coalition bargaining, ideological distance or the prioritization of bills in the pace of national legislation is increasingly acknowledged (König, 2007; Laver & Shepsle, 2000; Maltzman & Shipan, 2008). We add to this literature by focusing on the effect of demographic composition of the rule-producing team in the cabinet. That is, we suggest that the composition of the team of senior and junior ministers in a cabinet can, in part, explain new legislation birth.

Senior ministers are responsible for the policy output of their department. For long, senior ministers more or less had monopoly power over their rule domain (Chabal, 2003). During the past decades, however, junior ministers gained legitimacy (Thies, 2001). Originally, these positions were created to solve the imbalance between the available cabinet seats (deparments) and the "supply" of ministerial candidates. Nowadays, they take responsibility for substantial parts of the senior minister's jurisdiction, supervise sub-departments with delegated responsibilities, and therefore have a role to play in the design of departmental policy. The impact of these rule-making teams on legislation has largely remained unaddressed, to date. We combine insights from organization studies with public administration help to disentangle the underlying causal mechanisms as to national policy-making associated with new rule birth. Specifically, our contribution is two-fold.

Our first contribution is that we take the rule-making team as our unit of analysis. Team heterogeneity is important because the institutional and political processes that select cabinet members typically foster diversity between senior and junior ministers in one department. In fact, diversity is an overarching characteristic of the political leadership of departments because, e.g., persons with substantial field experience in their department are often matched with those who lack this domain-specific knowledge. The precise form of the relationship between team heterogeneity and rule production is, however, an open question. We suggest a curvilinear hill-shaped relationship because, on the one hand, cognitive diversity theory predicts that heterogeneity will have a positive effect on team performance, whilst, on the other hand, similarity-attraction theory states the exact opposite, arguing that homogeneous teams are likely to be more productive than their heterogeneous

counterparts (Boone et al., 2004). As both these beneficial and detrimental effects of diversity (that are not necessarily mutually exclusive) can be expected to play a role at the same time, a curvilinear relationship between team heterogeneity and national rule birth can be expected.

The second contribution concerns the empirical study. Large-scale studies on the effect of legislative institutions and key actors on rule production are still relatively rare. We study rule evolution in post-war Dutch media law (1960-2004), which offers an appropriate research setting for our aim. The Netherlands is a non-majoritarian (or "consensus") democracy with a proportional electoral system and multiple parties that share a number of legislative institutions that strengthen the role of departments and their rule-making teams in policy-making. Hence, the relationship between senior and junior ministers in the Dutch parliamentary government system is strategically important because the department is the source of nearly all new national rules. The media sector is key in democratic societies not only because radio / TV broad-casting and/or newspaper publishing companies typically are associated with political parties, but also because competition between private and public companies emerged. For that reason, the media sector has been at the centre stage of public policy debates and law-making activities in many decades. In our study, we focus on team heterogeneity with respect to age and experience. We consider these to be two of the most salient of all demographic characteristics. Our findings confirm this: each of these dimensions has the expected significant hill-shaped relationship with rule birth, while controling for institutional characteristics.

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W-010	Everyday Life in British Government: Lessons for Civil Service Reform

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This paper asks two questions. What lessons about reforming the British civil service can be learnt from using observation to study British government departments? What are the strengths and weaknesses of such an approach in the study and reform public administration? Both questions are unusual in political science, which rarely if ever uses observation as a research tool (for example, Fine et al 2009 cite no studies by political scientists in their overview of organizational ethnography). Moreover, those bottom-up relatives of observation such as action theory and organizational learning (Arygris and Schon 1996, Morgan 1993) are said to have limited applicability in civil service reform because they are compromised by the political environment (Commons 2004: 36-38). So, this paper blurs genres (Geertz 1983), using political science, ethnography and organizational analysis to explore civil service reform.

The paper has 'four sections. The first section summarises briefly the methods and key findings of the observational fieldwork on British government departments (Rhodes 2011). This book seeks to understand the ways in which the political and administrative elites of British central government departments made sense of their worlds. It provides 'thick descriptions', or my constructions of their constructions of what they are up to (Geertz 1973), through an analysis of their beliefs and everyday practices. I studied three ministries: the Department of Trade and Industry (DTI), the Department for Education and Skills (DfES), and the Department for Environment, Food & Rural Affairs (DEFRA). I used the idea of the 'departmental court' to explore the everyday practices of departments, their protocols, rituals, languages, and their links with the rest of Westminster and Whitehall. The purpose of their protocols and rituals was to routinize, even domesticate, everyday life.

The second section analyses recent proposals to reform the civil service by both think-tanks and the government (see for example: Better Government Institute 2010; Cabinet Office 1999; Institute for Government 2010). It suggests these reports are pervaded by beliefs about instrumental rationality, managerialism, and structural reorganisation that do not blend easily with the everyday beliefs and practices of civil servants and their ministers.

The third section uses five axioms to compare the reform proposals with the lessons drawn from the fieldwork.

- Coping and the appearance of rule, not strategic planning
- Institutional memory, not internal structures
- Storytelling, not evidence based policy
- Contending traditions and stories, not just managerialism
- The politics of implementation, not top down innovation and control

So, the key task in civil service reform is to steer other actors using storytelling.

Finally, I discuss the strengths and weaknesses of this approach both in the study of public administration and for the reform of the civil service.

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W-012	The Impact of Provincial Accountability Measures on Ontario Universities

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This paper presents some preliminary observations from my PhD thesis research currently underway, which studies accountability in public administration from an organizational perspective. More precisely, in 2005, the Ontario government launched *Reaching Higher,* with the intent to transform Ontario's post-secondary education sector into an "accountable system that is relevant and responsive to the needs of students" (MTCU 2009, p.19). One element of this strategy was the creation of annual multi-year accountability agreements (MYAAs) between the government and universities. These agreements outline how each university plans to use its operating budget to accomplish its mission and objectives while contributing to the achievement of the *Reaching Higher* goals regarding access, quality and accountability (MTCU 2005) .

The period for implementing *Reaching Higher* ends in 2010; and conversations between the government and universities about the definition and design of a new generation of accountability instruments have already started. Nonetheless, there is very little information about what consequences current measures have had. Despite the literature analyzing accountability measures in Ontario's post-secondary sector (Shanahan 2009a; Shanahan 2009b; Callahan 2006; Bruneau & Savage 2002; Grosjean et al. 2000; Mighty 2009; Clark et al. 2009), there has been no systematic analysis of the impacts they have produced nor why such impacts are observed. How do universities, as organizations, react to the accountability policies imposed on them? How are these policies implemented at the organizational level? What have been the consequences (both intended and unintended) for both faculty and administrators?

The main focus of the analysis is on policy in action, and the paper posits that the organizational perspective is essential to fully understand this object of study. Contrarily to traditional public policy approaches that concentrate on explaining change and decision-making, an organizational perspective allows to: (i) shed light on the reasons behind a given institutional response to a given policy (Friedman 2008; Amaral et al. 2005); (ii) broaden the question of "what works" to "what works to whom, when and where" (Honig 2009; McLaughin 2006); (iii) explain the variations or lack of uniformity in outcomes and changes observed by analyzing the implementing site's response to policy goals and instruments (McLaughin 2006) and by highlighting the multidimensionality and complexity of organizations (Enders 2004); (iv) identify and measure the influences that governments may have on the organizational features of the implementing sites, including both intended or unintended consequences; and (v) recognize that actors do not exist in a vacuum, rather "they work in organizations and these organizations influence their practice for better or worse" (Spillane et al. 2009, p.409)

The sixteen Ontario universities with unrestricted granting authority have been publishing their individual action plans and annual MYYA reports on their websites since 2006-07. Based on an analysis of such documents, complemented by some structured interviews with a few university and government representatives, this paper will provide an inventory of the intended and unintended consequences of the introduction of the MYAAs observed at the organizational level and their evolution over time. The paper will allow for a discussion of the contribution that organizational theory can make to the understanding of the implementation of accountability measures on public organizations, as it identifies the organizational strategies that are established to deal with policy change. Given the

dependency relationship of universities with the Ontario government, compliance is expected; however, it is also expected that universities have developed strategies to buffer the impact of such policy changes, which is exacerbated by the loosely coupled character of their internal governance arrangements. As such, this analysis also contributes to our understanding of the governance model observed in Ontario universities.

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W-013	The European Employment Strategy and the local public action question

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European integration ended up in 1997 a particular form of public action, the "European Strategy for Employment " (SEE), of which the effects on the States have proved increasingly revealing principles of "centralized government", through indirect mechanisms of monitoring and programs frame and contents of the policies of employment (objective quantified by " Employment Guidelines"). The SEE, like sectoral European public policy since, did not stop to prescribe changes in several fields, social protection, the industrial legislation, the systems of education and training, territorial cohesion, the economic reorganizations. It is related to a global policy of permanent configuration of employment stakes, by promoting as well the cognitive models of public problems formulation and interpretation of labour market rules, as systems of individual mobilization for unemployed. The rate of employment raised by categories (men, women, +50 years old), for example, became the reference indicator of Member States, instead of unemployment rate, and this whatever the national and regional differences in employment standards. This evolution led to employment national policy to reinforce activation measures to unemployed and an increasing "territorialization" of public intervention.

Under the effects of both national and European pressures, local political and administrative public action is stated mainly according to a strategic register and attempt to legitimate a regional *governance* vision fields of the economy and employment, before disconnected, and presented like repertories of action. The methods used are done at the same time prospectively and prescriptively, so as to anticipate the economic changes and to manage the reorganizations considered to be inevitable because of international competition. To this end, a great number of local technologies of governance (pact, local contract, building sites, projects, insertion plans…) are mobilized by the local authority, in particular the Region in a role of coordinator, to organize a desired public intervention more adapted to the territorial employment inequalities. These multiple mechanisms are characterized by a rationalization of the public action, language, standards of governance, organisational executives, actors, techniques and instruments of public policy of employment. Moreover the local, "territorial" level, becomes a legitimation space of representations and beliefs as regards economic policy and alleged effects on employment and people, among which the stakes and the supranational and national procedures of public action, more micro-social, interpenetrate.

Our sociological survey in progress examines these configurations of public action at a regional and comparative level, while choosing to observe the employment situations in Paris and Brussels-Capital. This double approach combines the effects of the SEE with the political and administrative local actors for whom the territory acts as a global determinant, according to principles and values of competitiveness, activation of the labour market, and of promotion of companies in a world competition between large metropolises. Thus, the public operators try to act on job creation by the support of activity poles but are especially brought to manage wealth and unemployment spaces. Two types of rationalities are opposed; one is the local public action about a territorial development of employment and the second, an instrumental rationality specific to the companies whose employment is only one secondary variable. Consequently, transnational public action principles developed and are translated more in terms of organisational policies that the local authority (Areas, cities) implements. Under the influence of European standards (Employment linkages and European Social Fund through the "regional competitiveness and employment" objective), these local policies institutionalize action frames seemingly more participative or shared - partnership, convention, contractualization - whose

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territorialization is supposed to support the proximity with "people's needs". This configuration shows the specific evolutions of local government because of the institutional and political stories, but also convergences in terms of public practices depending on variable categories formed in European space: territorial competitiveness, management of the reorganizations, activation plan.

W-014	Organizational design and tort liability

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This research project asks, in which way organizational design affects the attaining of an efficient level of precautions under a regime of tort liability. Does it make a difference for the prevention of harm, whether a liability rule is applied to a firm, which has a decentralized or a hierarchical organizational architecture?

Besides the challenging theoretical questions which arise of the interplay of liability rules and a firm's organizational structure, there is a recent development in tort law, especially in Europe, which pays more and more attention to organizations as the carriers of potential harmful activities (van Boom 2009; Koch 2007). In a growing number of European drafts and proposals on tort law 'organizational design' has been introduced as a new category, in order to embrace the fact that often harmful damages are not due to wrongdoings of a single individual, but the consequence of organizational failure (Cebul, Rebitzer, Taylor, Votruba 2008). Although the diverse drafts and proposals for reforming European tort laws acknowledge organizational design issues as a new category, these drafts and proposals show a lack of understanding in which way organizational design can be conceptualized as a valid category of tort liability.

From an economic point of view one may ask, whether organizational design matters at all. A strong economic argument against the thesis that organizational design matters is that market forces will press firms automatically to adopt efficient organizational designs. One may argue that in the end market selection will determine which sort of organizational architecture can most effectively cope with tort liability. Firms that cannot manage for a sufficient degree of organizational efficiency will face bankruptcy (Alchian 1950; Friedman 1953; Vromen 1995).

Even if one agrees to the general idea that market forces will press firms to adapt their organizational design towards efficiency, this argument is only valid in its strong form, if a market structure of perfect competition exists (Boland 2003; Singh 2003). Then, and only then, market forces will ensure an immediate adaptation of the organizational design towards efficiency. In case that the model of perfect competition does not apply it becomes a matter of degree, whether there is an adaptation of organizational design towards efficiency and how long this process takes.

Since market failures are ubiquitous and the prerequisites of perfect competition are never fulfilled in reality, it turns out that firms can choose from a range of organizational designs without being instantly punished by market forces. In that case the question arises, in which way organizational design has an impact on a firm's ability to implement the efficient level of precautionary measures against harmful wrongdoings.

In economic as well as in management science a multitude of theories, concepts and approaches exist

which are concerned with organizational design.[2] The question is which of those theories apply to the research question on liability and organizational architecture.

An organizational theory which explicitly deals with human fallibility and the question in which way organizational design can cope with the fact of human bounded rationality is that of hierarchies and polyarchies (Sah/Stiglitz 1985; 1986; Sah 1991; Koh 1992; Christensen/Knudsen 2010). This organizational theory deals with the question whether it is possible to minimize false human decisions by the help of organizational architectures, which filter information and allocate decision-making authority.

In theory it is possible to design organizations with a perfect hierarchy and a perfect filtering of information (Sah/Stiglitz 1985; 1986). In that case firms could make optimal decisions in regard to liability regimes. However, in reality a perfect organizational design and filtering of information is not meaningful, because a multiplicity of organizational layers will slow down the decision-making process and will lead to high transaction costs. Therefore, in reality organizations adopt a design, which is more or less efficient.

Since in reality a perfect filtering of information is not feasible, the question arises in which cases a better filtering of information leads to a better adjustment of social cost and benefits. Is it reasonable to install a more elaborated (and more costly) organizational architecture with a stronger filtering of information in case of risky activities or products? However, since decentralized and hierarchical organizational designs have non-trivial features, it is open to this research to find out, which organizational design matches with a specific activity and liability rule.

In the end three specific objectives of the research project can be identified:

- A better understanding of the category of 'organizational design' in drafts and proposals of European tort laws. The coincidence of the legal development of the new category 'organizational design' in different European countries will be shown.
- The development of a taxonomy of risk related organizational designs. For example, in a torts case it must be clarified whether a firm has adopted an appropriate organizational design. This is important, in order to decide whether a wrongful doing traces back to organizational insufficiencies or to individual failure. Such a taxonomy will be of high value for judicial decision making in tort cases.
- Clarifying which kind of activities should be regulated by jurisdictions by prescribing a particular organizational design. For example the Dutch Law on Quality in Health Care Organizations (endorsed in 1996) formulates the requirement that the structure of health care organizations should be such that it allows the delivery of responsible care (van Gennip, Sillevis Smitt 2000). But it is left open, which organizational design exactly will support responsible care.

By elaborating on the three specific research objectives it can be expected that insights will be gained into the more general research question of the interplay between liability rules and the organizational architecture of firms. For example, in general it can be assumed that more complex organizational designs have a better capacity to assess the risk of potentially harmful activities. However, since a better filtering of information is not costless, more information is not always the welfare maximizing solution. Therefore, this research will contribute to finding out which organizational design will generate the optimal amount of information for coping with a specific risk under a particular liability rule.

[2] See, e.g., Williamson (1995); Clegg/Hardy/Lawrence/Nord (2006); McAuley/Duberley/Johnson (2007); Bøllingtoft/Håkonsson/Nielsen/Snow/Ulhøi (2009).

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W-015	Do Public Authorities Learn from Business? New Public Management, Risk Allocation and Knowledge Networks in French Public-Private Partnerships

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Abstract
The crux of New Public Management (NPM) is to use both externalization and private management criteria to evaluate the efficiency of public action and investments (Rouillard, 2003; Hood and Peters, 2004). Thus the efficiency of NPM is presented as depending on the willingness and capacity of public authorities to both delegate to the private sector and to learn management competencies and techniques that are transferred from private business to public administration. In this paper, we argue that there is a contradiction between the two goals of NPM. In effect, if the private sector is so much more efficient and innovative than the public sector and if public authorities are convinced that it is better to contract out, why would the latter bother to learn from the former? And indeed, why would the private sector be willing to properly share its knowledge and experience with public authorities if that helps these authorities use this knowledge to evaluate the activity of the private sector and even help them in becoming future and efficient competitors? Based on empirical research, we rely on a combined neo-structural and neo-institutional framework to show, at least in the case of PPPs, that public authorities do not learn much from private business and that, when they learn, the knowledge transferred is more ideological than technical. We first review the literature on inter-organizational collective learning and on risk identification and allocation in PPPs. We then provide a description of our empirical setting, in particular the system of actors involved in the promotion of PPPs in France between 2008 and 2010, as well as a qualitative analysis, based on in depth interviews, of their respective role in the main steps of the contract negotiation process, including their definitions of risks associated with very long term contracting. These actors include mainly representatives of the Ministry of the Economy, the banking sector, the building industry and its lobbyists, corporate lawyers, and consultants. Third, we present a network study of advice relationships among the 88 key actors in this system of actors. Fourth, we use network analytical tools to test our hypothesis about 'non learning' by public authorities. By looking at who learns from whom in this system, we show that there is a two-step flow in this learning process and that public authorities learn mainly from lobbyists working for the building industry but heavily dependent on banks. The existence of this two step flow confirms our hypothesis about the abovementioned contradiction and about non learning by the public sector, or at least of learning highly ideologically charged knowledge diffused by lobbyists. Finally, we come back to the issue of the consequences of this pattern of learning relationships for actors who do not share the same frame of reference when defining risks, calculating costs and managing debt in contracting between the public and the private sectors. We conclude by questioning the theories that generalize the virtues of NPM based on communication between private sector and public authorities.

W-018	Public organizations without accounting system: the case of Italian courts of justice

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New Public Management is a wave of reforms concerning the organization of governmental activities, that took place in England, Australia and New Zeland in the 80's and has later developed all over the world, involving the application of private sector management techniques to public institutions. The NPM refers to institutional and organizational change, using tools such as expenditure planning and financial management, methods of organization, audit and evaluation (Berzelay 2003). The aim of public management reform is to obtain efficiency and effectiveness of the administrative action, and to reduce costs of public services.
In the last decade, the new wave of changing has involved courts and prosecutor offices too. Later than the other public institutions, the courts have felt the need to measure their performance and improve efficiency and effectiveness, in response to growing complaints about delays in justice, and to reduction of public resources. In some countries, justice is the last public sector body to be subjected to public sector discipline (Loveday 2000). This process, known as "Court Management" or "New Court Management", developed in the mid 90s starting from United States, also stimulated by the law level of public trust and confidence in the courts (Shauffler 2007). Performance measurement has been driving the modernization process in American, Australian and English courts, where court managers are applying modern management techniques to courts operations, in order to ensure access to justice, timely disposition, and public trust. Great attention is paid to timings, productivity, customer and employee satisfaction, accessibility; but economic measures are still quite limited.

The Italian justice system is increasingly characterized by strong economic and organizational inefficiencies, resulting in excessively long procedural times and high costs for national budget. Data from the European Commission for the Efficiency of Justice (CEPEJ) shows that Italy is the European country where proceedings for dismissal last for the longest period: nine times more than in Spain and thirty-five times more than in the Netherlands (CEPEJ 2008). The cost of each judicial process is very high: for the burden of procedures, Italy ranks third among the countries of Organization for Economic Cooperation and Development (OECD) (Doing Business 2010).
However, in Italy there are some excellent examples of efficiency obtained using Court Management techniques: it is the case of Bolzano Prosecutor office, which participated in a pilot project aimed at improving work organization and optimization of material resources. Key elements were the identification of stakeholders, communication with citizens, accounting and cost containment, description of organizational processes, development of performance indicators. On the basis of this experience, European Social Fund has funded a project called "Best Practices" to extend the experience of Bolzano to other Italian courts.

This paper aims to describe the first results reached by two courts participating at "Best Practices" project, with particular attention to organizational analysis, social balance and accounting.
In the second part of the work, basing on data I will collect in the two courts, I will try to outline a first management control and accounting model, useful to the top office to control court performance and resources.

In the courts today there is no balance or reporting system that helps to allocate costs to different activities. There is no systematized mechanisms of detection and monitoring of expenditure and revenue.
This lack is preventing a total optimization of resources, is making it difficult to control the sums allocated by the State, and is hindering proper allocation of funds among the various courts of the country. Courts of justices are one of the few public organizations without an appropriate accounting system. For this reason it is important to introduce accounting techniques in courts, as they are public institutions essential for the functioning of the country and for the protection of citizens' rights.
The path of study will be based on careful analysis of costs and integrated organizational dynamics that characterize the functioning of any court. The analysis consists of these steps:
- collecting economic data and developing a balance sheet;
- describing the organization functioning and determining all the activities in case processing;
- obtaining information on timings and resources (human and material) necessary for each activity;
- applying an Activity Based Costing model (ABC), assigning a cost to each activity;
- creating a set of indicators of economy, efficiency and effectiveness.
This study wants to go into a level of detail not previously attempted, with the future goal of obtaining not only a balance sheet, but a proper management control system.

In conclusion, this paper aims to explore a multidisciplinary field of study that involves economic, managerial and organizational issues. It wants to be the occasion for discuss about what courts can learn from private and public management, and what are the difficulties and the opportunities in applying accounting and quantitative measurement techniques to complex public organizations, such as courts.

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W-019	The nature of public organizations: in search for the "net effect" (the case of Popular Insurance Commission in Mexico)

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Abstract

How can we manage organizations that should pursue multiple missions, proposed by different principals who might change over time due to political changes produced by elections? How these organizations can act more or less rationally if they survive within political competitive contexts, where different interest groups are allowed to influence, supervise, and evaluate them? Moreover, how these organizations can become rationally oriented if they are supervised by different organizations (congress, internal comptrollers, NGOs) and are accountable to several others, are required to follow strict rules, and are obliged to be transparent (even if sometimes doing all these implies reducing economy or efficiency achievements)?

These are basic questions to understand the nature of public organizations in any democracy. However, dominant organization and public administration theories prefer to avoid these issues and assume that there should be always a rational way to avoid the political and dynamic nature of these organizations. If any rationality should appear in the action of this type of organizations it is because its political nature and not despite of it.

When analyzing public organizations, either for their reform or their improvement, there is usually a long list of bold assumptions, like for example that:

- there exist a rational way to define collective objectives through public organizations
- collective objectives can be aligned with internal and external actors' objectives
- in order to change an organization what is required is to change public officials' behaviors, which can be made because they are basically congruent in term of their preferences in an orderly and transitive fashion
- there are organizational direct instruments to affect such behaviors and leading them to achieve certain and specific objectives
- actors understand their intentions and their possible effects when they are implemented, so there it is possible to create causal chains from objectives to actions to results
- the combination of the actions of rational actors (as those outside and inside the organization) often reaches an equilibrium where actors might defend their positions but where there is always a (instrumental) way to affect such an equilibrium in order to create a new (better) one

These (and others) assumptions are critical for several organizational and public administration theories in order to understand how to intervene and improve the action of public organizations. It is not surprising that these assumptions are closely related with the avoidance of the kind of questions like those we posted at the beginning of this paper.

Our idea in this paper is to discuss the possibility that these assumptions are basically wrong and that in order to design and supervise public organizations we should first, incorporate its political nature from the beginning of the analysis. Second, perhaps we need to dismiss these assumptions in order to understand how the "real" dynamic of actors in such a complex context as in public organizations,

actually achieve to build organized actions and probably reach also some political and administrative objectives. In other words, to retrieve both organizational studies and public administration theory in order to build stronger approaches regarding the dynamic of public organizations, both as organizations themselves and as part of a political system which imposes them complex objectives. In other words, it is important to realize and accept that there are two basic elements which define the public organizations nature: they are organizations by themselves, with their own dynamic and logic, built from within. And they are also political creatures, surviving within a political system which imposes them contradictory and multiple ends and uncertainties.

It is possible to say that, so far, to build such an approach requires the development of many case studies which abandon the instrumental assumptions we posted above. The objective would be to understand how in practice public organizations are capable of dealing with this "dual" nature. Administrative reform studies (Brunsson, Olsen, Peters, Pollit, Thoenig, Christensen, Laegrid, Arellano, Cabrero among several others) are showing that rational projects of reform are basically grasped by organizational and political actors in their quest to accommodate these new ideas and rules in understandable (making-sense out of them) ways for the actors (both internal and external) involved in the action of the organization. No surprise, the results of an administrative reform usually are quite different from those planned officially.

We prefer then not to talk of results, but of "effects". Results seem to lead to the idea that reformers and organizations have somewhat control over what is actually happening after the intervention. The reality is that the actual results are the product of several interactions and relationships, changes and transformations, interpretations and captures, accidents and causalities. This is why we prefer then to talk about effects, "net effects". The idea is that we have to learn actually how to understand net effects. As an assumption, a reformer should understand that the net effect would be quite different from the wanted results. Therefore, a reformer knows that it should intervene within the process, in order to adjust, to change, to adapt. And affected actors within and outside the organization affected, should also adapt, interpret, boycott or support such processes. The "result" is the net effect. Who is responsible for the actual effect? Critical question.
In order to advance on the agenda of understanding the "net effects" o organizational design and reform, taking in consideration the dual nature of public organizations, we study, as an example, the case of a Mexican public organization called the Commission for the Popular Insurance. This organization proposes to create a parallel system of health insurance for all the persons that cannot be considered formal employees . Formal employees are attended by the public social security system composed by several ministries and their hospitals (both federal and local).

The commission is a classical public organization: its results depend on the effects produced actually by a network of public and private organizations, well beyond their own formal authority. The commission has defined itself as a node of a network with a clear organizational nature: financial supporter, not operator of health services. Nevertheless, within its objectives, the health and improvement of the quality of life of population is well in placed, so their end are ambitious and well beyond their sole control. After 6 years of existence this commission has affiliated 37 million persons. This organization deals with a complex network of organizations: federal health system, social security in each of the 32 Mexican states, private hospitals, among others.

We develop a longitudinal study in order to follow the history of the organization, the political nature of its relationships and linking them with the technical and instrumental response the organization is creating in order to answer to their principals. We will see that the relationship between its political nature and the technical arguments and instruments used by the organizations are very congruent and technically formulated. We will also see that the instrumental rationality expressed by the organization nevertheless has an important political project: to become the base for the whole new model of social security in Mexico. The "net effect" is an interesting one: an organization with huge budget with strong limitations to make

state and federal agencies follow and support the "model" of social security proposed by the organization. This I why the organization is proposing now to change its "nature", becoming an operative and supervisory organization with stronger instruments to "force" other actors to comply with the "rules" (and therefore, the political model they are proposing to achieve). Within a federal country the possibilities to achieve this is low. The current "results" of the organizations are actually "effects" produced by the inter-relationships between its political an organizational nature. We finish the paper with some lessons for the importance of (re) linking public administration theory and organizational studies.

W-020	Performance Evaluation and Pay for Performance: Does it Really Motivate Public Officials?

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Pay for Performance in the Public Sector

New Public Management aims to raise accountability, productivity, and efficiency within public service institutions by enforcing market mechanisms (e.g., Emery, 2004; Emery & Giauque, 2005; Mascarenhas, 1993). Characteristics of New Public Management are performance measurement by output indicators and pay for performance according to these indicators (Varone & Giauque, 2001; Cardona, 2006; Sherwood & Wechsler, 1986; Siegel, 1987). It is assumed that these characteristics raise public servants' motivation and enhance service quality. Indeed, praise for pay for performance as a symbol of modern quality management is common.

According to an OECD analysis (OECD, 2003), performance-related pay in the public sector is not a new idea: In France, the possibility of rewarding civil servants for outstanding performance was codified in 1946; Japanese law offered this possibility in 1950; Canada has had provisions for monetary rewards since 1964. However, these early performance-related rewards where given on an ad hoc basis, whereas today they have become commonplace in many countries (see OECD, 2003; Lah & Perry, 2008; Perry, Engbers, & Jun, 2009). In the U.S., performance pay for public officials was introduced in 1978 for senior servants and managers at grades 13–15 (i.e., Civil Service Reform Act of 1978) and in 1981 for mid-level servants (Perry, 2008). Many European countries followed in the 1980s (e.g., Denmark, UK, Sweden, and the Netherlands) and in the beginning of the 1990s (e.g., Italy, Finland, and Ireland). Many non-European countries also use performance-related pay schemes, for example, Australia and New Zealand (Mascarenhas, 1993). Ketelaar, Manning, and Turkisch (2007) provide a detailed description of various pay schemes within OECD member countries, such as France, Belgium, Canada, and others. "[T]here has been a trend across the OECD to focus special HRM policies on managers, which was traditionally not the case before the 1990s." (OECD 2005, p. 31).

This paper contains a review of the relevant literature covering economics, management, and public-administration research in addition to arguments that these different research areas inspire each other. Under certain conditions, pay for performance produces negative outcomes; a fact well documented in the private sector in the past. The crowding-out effects of intrinsic motivation (Frey 1997; Frey & Jegen, 2001) as well as the so-called goal displacement or multiple-tasking effect are the reasons for the negative effects. Moreover, the negative effects in public service are stronger than in the private sector; therefore, implementation of pay for performance in the public sector requires the utmost care.

Crowding Out Effect in Public Services

Public servants normally have a higher degree of intrinsic motivation that can be crowded out when compared with employees in the private sector.[3] Several qualitative and quantitative studies (e.g., Guyot, 1962; Houston, 2000; Kilpatrick, Cummings, & Jennings, 1964; Rainey, 1982; Warner, Van Riper, Martin, & Collins, 1963) found that public officials when compared to private sector employees tended to put more weight in their belief of the importance of work. In addition, they were higher on the achievement motive scale, less attracted by financial rewards, and had a greater interest in altruistic activities and socially desirable outcomes. They also rated intrinsic incentives higher than extrinsic ones, whereas private sector employees rated extrinsic incentives higher (Crewson, 1997). The notion that public employees are motivated less by monetary rewards than their private counterparts is one of the most consistent findings in survey research on public servants and private employees (Brewer & Selden, 1998).

Displacement Effect in Public Services

Public servants normally provide complex services, which are difficult to define accurately, such as good health, good education, or knowledge (Plant, 2003; Perry, 1986). In these cases, it is difficult to identify clear objectives and performance measures (Rainey, Backoff, & Levine, 1976). In an early study on pay for performance, Pearce and Perry (1983) concluded, "Where the merit pay program fails as a motivational program is in the methods of measuring performance" (p. 321). Although tools for performance measurement have become more sophisticated in recent years, the inherent complexity of public tasks has delayed any significant progress. In order to have a well-working pay-for-performance scheme, it would be necessary to specify every aspect of a task preferably via output indicators. But if partial indicators are applied, individuals subject to a pay-for-performance system have a strong incentive to fulfil solely the criteria that are easy to measure, that is, the quantifiable performance-related aspect of a task. This phenomenon is well-known in economics as "multiple tasking effect" (Fehr & Schmidt, 2004; Holmstrom & Milgrom, 1991; Kerr, 1975). It can be overcome only when intrinsic motivation exists.

Management Control Theory

Management Control Theory has discussed the issue of different kinds of control in great detail (Eisenhardt, 1985; Kirsch, 1996; Ouchi, 1977; Simons, 1995; Turner & Makhija, 2006). Because New Public Management is based on the assumption that managerial practices should be considered in public administration, it is useful to take into account the results of managerial control theory. This discussion reveals that output control, the favourite form of control in New Public Management, is adequate only for some tasks, in particular, simple tasks. Complex tasks require different forms of assessment. This is also true for the public sector.

Conclusion

In public service for a lot of tasks – notably the most important tasks for the functioning of public administration - pay for performance is not applicable, since the tasks very often are not easy to measure and monetary rewards crowd out intrinsic motivation. An effective way to meet the essential characteristics of public service and to contain the negative effects of pay for performance schemes is a return to fixed compensation schemes and to concentrate on measures that foster intrinsic motivation instead of damaging it. One important measure to do so are awards. They have many features that are different from monetary incentives and provide distinct benefits (Frey, 2007; Frey & Neckermann, 2008).We discuss the advantages of an incentive system that combines fixed pay and awards in the full paper for the public service.

(992 words)

[3] According to Perry and Wise (1990), the motivation of public servants can be clustered into rational, norm-based, and affective motives to which the cluster of self-sacrifice is added in a later study (Perry, 1997).

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W-021	"Micro Foundations of Public Private Partnerships in Health Care: Meaning and Individual Cognition of the Public Private Hybrid Coexistence"

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Recent trends in public sector reform have challenged the normative assumptions of traditional public sector organizing and promoted mechanisms for bridging and blending different, often competing, private or not-for-profit beliefs at the organizational level. The rationale behind the pursuit of these strategies is often claimed to include knowledge generation, access to resources and interdependencies, and improved performance. However, comparatively less attention has been devoted to how these basic contradictory systems of belief are interpreted and how their interaction is perceived by individual members within organizational boundaries.

In this paper, we seek to explore the process by which the public private co-existence is "inhabited" (Hallett & Ventresca, 2006) in the organizational realm. In particular, we are interested in advancing the understanding of the normative and cognitive constituents of the public and private spheres, as embedded in theoretical perspective of institutional logics (Friedland & Alford, 1991). Institutional theorists have introduced the notion of *logic* to account for the socially constructed, historical patterns of material practices, values, and rules that provide meaning to social reality (Thornton & Ocasio, 1999). While traditional perspectives have typically focused on processes of institutional logics' stability and replacement, recent theoretical developments have emphasized the notion of logics' co-existence. Yet, the majority of the studies theorize logics as a given set of assumptions operating at the field level (Purdy & Gray, 2009; Reay & Hinings, 2009; Suddaby & Greenwood, 2005), thus overlooking the dynamics of competing logics' co-existence within organizational boundaries (Kraatz & Block, 2008) . The paper aims at filling this gap, by unveiling the micro cognitive foundations of public private partnerships, conceived as pluralistic organizational forms which are the structural embodiment of fusing the public bureaucratic (i.e. State) and the private for profit (i.e. Market) logics.

Specifically, our study is motivated by two research questions: How are different meanings of the public and private logics derived from members' cognitive and structural frames in a public private partnership? How is the interaction between the public and the private perceived and how does it relate with the individual self-identification?

From an empirical viewpoint the analysis focuses on the health care sector. Interestingly, much of organization research on healthcare has focused on Anglo-Saxon "New Public Management-inspired countries", while less attention has been devoted to the European "Neo-Weberian States" (Pollitt & Bouckaert, 2004). Specifically, one geographical area where organizational research remains almost relatively silent is Italy, a country defined as in transition even by public administration scholars. Indeed, the Italian public sector has traditionally given expression to the Old European administrative tradition rooted in civil law. Yet, recently the shift in State health functions from monopolistic provision to regulation of public services has been accompanied not only by the adoption of principles

of Managerialism (Meyer & Hammerschmid, 2006) but also by the emergence of a new type of pluralistic professional organizational form (so called *Managerial Experiment)* where public and private constituents collaborate permanently for the delivery of a core health service.

The paper reports on a section of the findings of a broader realist single site ethnography (Neyland, 2008) conducted in a medium-sized rehabilitation hospital established as Managerial Experiment. Consistently with the constructivist approach of the research, the choice of the ethnographic method was made to reveal both the perspective of action and the perspective in action (Fine, Morrill & Surianarain, 2009) of the public private hybrid co-existence. As part of a one-year participant observation of organizational activities, extensive ethnographic interviews (N=100) with employees belonging to all occupational classes were carried out. The interview protocol was partially developed from visual anthropology and aimed at unveiling members' interpretation of the hybrid nature of the organization and of its constituent logics, combined with a phenomenological interest on the personal values associated with logics self-identification. Content data analysis of verbatim transcripts was carried out through the support of qualitative data analysis software (Atlas.Ti).

In developing the arguments, the paper makes two contributions. First, we advance the study of the micro foundations of the fused space at the public-private boundary. By combining the metatheoretical construct of institutional logic and the interactionist perspective of meaning and interaction, we show the mechanisms through which the very notions of "Public" and "Private" are socially constructed and subject to individual members' interpretation, reconfiguration and self-identification. Secondly, we highlight the interplay between public policy making studies and micro sociological theories by unveiling how new hybrid organizational forms established at the field level are experienced by individual members and how coexistence between apparently conflicting spheres is given substance. In so doing we ultimately aim to demonstrate synergy between the fields of public administration and organizational institutional theories (Greenwood, Oliver, Sahlin & Suddaby, 2008), thus responding to Kelman's (2007) call to overcome the disciplinary silos emerged in the two social science research traditions.

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W-023	Public versus private middle management under pressure: which capabilities for balanced local arrangements

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Abstract

Since the 1990's, the notion of competitiveness has become essential in the life of organizations of all areas. Concepts like effectiveness, quality and efficiency were then integrated to make up an operational system that marked the outburst of management and performance era. In this context, it is as from now on expected from intermediate and local managers that they set their traditional role (being good technicians who coordinate the action of a team within a ruling frame that has to be respected) aside and move on to a new role of animators, transformational leaders or coaches to help their teams responding to the « top management » competitiveness requirements. The intermediate and local managers must actually face a two-fold pressure (Courpasson and Thoenig, 2010): the top-down pressure coming from top management and which makes them the cornerstones of basis teams revitalization, and the bottom-up pressure coming from the basis teams for which the new rules are rather misleading and which would prefer to maintain the routines and organizational balance acquired during the previous (bureaucratic-fordist) era. We can easily imagine that the intermediate and local managers condition is paradoxical and therefore rather uncomfortable or even almost unbearable. This is even more significant when we look, on the one hand, to the essential role of management tools in controlling performance of the various entities which make up the organization (statistics, dashboards, activities reports, and so on…) and which is highly demanding at local level. On the other hand, we must also emphasize how the new management system seems to be bringing a rather pathogenic element to work conditions. Evidence of this can be seen in the quantity and diversity of psychopathologies at work (stress, depression, muscles and skeleton illnesses, moral harassment, and so on…).

The aim of this contribution is to explore the various appropriation methods of this new management process (Balogun and Johnson, 2004) by intermediate and local managers. Some of them do not really (or not even at all) stick to the new role that was assigned to them by top management. It rather seems that these intermediate and local managers go for a management style refereeing to the "negotiator" image whose activity focuses on finding local agreements in order to dispel tensions and lack of well-being at work while attempting to justify a minimum goodwill regarding the requests of performance improvement (Rouleau, 2005, free translation). Others, on the contrary, seem to be accepting the « hard » management rules by optimizing their KPI's or implementing cost killing policies for instance. But when the pathogenic effects of these policies on work conditions become overwhelming and managers are requested to get back to a « softer » management system, some identity tensions can appear which in turn have also pathogenic consequences (Hales, 2005, free translation).

In order to do so, we will rely on three case studies conducted from 2009 to 2010. All three studies involve organizations which are all committed to providing services to users for general interest. From

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this common aim, we selected cases with various institutional conditions. The first case is totally related to the « purely » public sector as we will analyze the courts management operations and activities. Courts, like all the legal order components, must respect new requirements (brought by politics and civil society) which aim at improving performances quality and efficiency. The second case is a private ("parastatal") organization which has a public service mission. It is a health insurance body whose main role is assigned by social security and consists in reimbursing healthcare to citizens. This body, which is acting in a more and more competitive world, performed a profound transformation in the middle of the years 2000 and started a large implementation management tools (staff evaluation, performances tracking, and so on…). The third case is a former public company in telecommunications which was privatized a couple of years ago. Thanks to the support of a management board that wished to position it on the global market, it has recently been through a management policy focused on costs control and structural transformation which led to a severe social crisis that was reported by the media. After a recent change in executive position, it was decided to « rebuild » the social link by requesting local managers to accompany their teams and play a prevention role regarding psychosocial risks.

Practically, this contribution will be based on three elements. The first one will enable us to highlight how sociology and management papers are reporting the tension –between performance requirements and maintenance of balance and routines- in which intermediate and local managers have been working for some years. In the second point, the three case studies will be presented, analyzed and compared to each other. We will attempt to emphasize some transversal diagnosis elements which are common to the different organizations which ensure general interest, but also some differentiation elements based on the public, semi-public or private aspect of the organization. Finally, the third element will enable us to discuss the results provided by the case studies. The intermediate position owned by managers between the opposite performance and work teams protection requirements, make it almost impossible for them to satisfy all stakeholders. They must either respond to the top management requests and face reluctances or resist managerial pressure and give priority to the support of their team. In both cases, they suffer from an identity discomfort (Gubrium and Holstein, 2001, free translation) and run the risk of being pointed out or fired due to lack of performance. We will try to identify the organizational, social or individual reasons for the various strategies they use to face the new management system which is common to all organizations seeking general interest.

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W-024	Avoiding a "good kicking": Public strategy-work in practice

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This paper presents an empirical study of public sector administrators undertaking informal organizing as they decide what approach to use in their strategy formulation work. Wagenaar's (2004) outline of a 'theory of practice' is utilized to analyse and explain how these actors construct an understanding of strategy that saw a particular discourse emerge. The importance of differing interpretations of: historical experiences and issue framing; legitimacy, authority, issue selling and enrolment; and, identity and discourse are stressed as influential in how informal strategy-work is accomplished. Wagenaar's theory is developed and its utility for practice-based studies in the public and private sectors enhanced.

Keywords: public administration, theory of practice, strategy, strategists

W-025	Distributed leadership and expert legitimacy of Organisational Representatives: Formulating Public Policy with a different cast of characters

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Public policy is an increasingly important arena for organisational analysis. The increased interdependency between diverse stakeholders throughout the policy process has significant affect on how organisations are structured, resourced and managed. The majority of extant research on public policy – its formulation and implementation – focuses on the role of elected politicians (Kingdon 1995, Oliver and Paul-Shaheen 1997), legislation (Haislmaier and Owcharenko 2006) finances (Ruger and Kress 2007) and what is seen as the separate activities of 'implementation'(ref). There is however a dearth of empirical studies on how organisational representatives become involved in policy designs and formulation.

Over the past few decades, there has been a wave of health reforms across the western nations accompanied by radical shifts in policy including centralization of acute services, decentralization and networking of community services and moves towards integrated health and social care delivery (Bouchart and Pollitt 2004). Policy development and its realisation in changed working practices is bedevilled in health by the complexity of stakeholder groups (Currie and Suhomlinova 2006, Oborn and Dawson 2010), inherited patterns of service delivery (Scott et al 2001) and distribution of jurisdictional power (Abbott 1988, Ferlie et al 2005). These conditions are exaggerated by the frequency of new policy initiatives (McMurray 2007, Klein 2006).

This paper addresses the gap in understanding the role of those typically seen in the realm of 'practice' play in the realm of 'policy formulation and design' with an examination of how a clinician, Professor Ara Darzi[6] as an organisational representative sought to build cohesion and vision across a diverse group of stakeholders in preparation for far reaching change in policy and practice. Drawing on his unique social and cultural capital as a medical doctor, professor Darzi used his detailed knowledge of health service provision and international best practice to lead the formulation of regional policy. Our study complements earlier work on reform driven by individuals centrally associated with the formal polity (Kingdon 1995) and also sheds light on how organisational representatives influence the policy process.

Numerous scholars and think tanks have argued that public trust in politicians and the policy process is eroding (Strathern 2000). Perhaps in response, governments have become increasingly audit and outcomes focused (Power 1997). In addition, health services have become increasingly costly, complex and fragmented making them difficult to lead and plan. In this context, clinicians continue to hold high levels of public credibility (Calnan and Rowe 2008), continue to work in strong collegial networks (Currie xx) that can support policy coalitions and have considerable expertise in using evidence and data legitimately to clarify practice standards.

Clinical leaders, as long term salaried employees in UK health organisations are in positions where they can contribute to broader policy processes. In addition to their long tenure, clinicians are embedded in complex collegial networks and are thus able to influence one another in ways outsiders can not.

[6] Sir Darzi was the distinguished Hamlyn Professor of Surgery at Imperial College London Medical School at the time. In 2002 he had received knighthood from Her Majesty the Queen for his services to medicine and surgery; he was especially noted for pioneering development of robotic surgery techniques.

These networks are further reinforced by regional administrative arrangements, such as regional cancer networks, as well as by national level bodies, such as the Royal Colleges, which integrate clinicians, providing visibility and voice. This professional structure in our view supports the development of clinician coalitions, which can play a critical role in reform.

This paper contributes an examination of the leadership displayed by one eminent practising surgeon and those whom he included in his team, in the health policy reform in the National Health Service of London UK (date). We focus on the processes by which a clinical leader as an organisational representative engaged with other health professionals, senior management, members of the public and, to some extent, politicians in policy formulation. Our findings suggest that organisational representatives are able to engage a wide range of stakeholder groups in formulating policy by drawing on their expert legitimacy and developing relations of trust. This enables a form of distributed leadership across the complex arrangement of policy interest groups that supports optimism and collaboration.

Data for this study was collected through a policy ethnography (Flynn *et al.* 1996; Griffiths and Hughes 2000). The first author was working with Darzi at the time the London policy review began. This enabled close access to examine the process and regular contact between and within the policy team and stakeholder groups. As an observer, she attended meetings, presentations, conferences, and various stakeholder engagement events over the policy formulation period. This provided the opportunity to discuss informally the views and experiences of a broad range of people, including ministers in the House of Lords, London based MPs, chief executives from a range of health organisations, medical directors, hospital front line staff and members of the public. Data was also collected at public engagement events which were run as a series of focus groups by a contracted company on behalf of the review team. Two hundred and fifty members of the public participated in 8 one-hour workshops to get feedback and opinions on ideas for reforming the health services. In addition, a total of fifty-one formal interviews were conducted.

Our study illuminates how Darzi was able to attain legitimacy (Suchman 1995) as a scientist, clinician and organisational representative, enabling characteristics of scientific rationality and professional expertise to infuse the policy process; rather than it being seen as an entirely an political contest, Darzi's leadership, rooted in legitimate expertise, enabled a debate in language resembling scientific discourse and grounded in medical and practical priorities which had more resonance with members of the public and clinical professions. These dynamics we argue, encouraged more genuine involvement of a wide group of stakeholders and reduced levels of cynicism that have frequently accompanied health reform in the UK (Oborn 2008, Taylor Gooby 2006). Casting the policy process as a debate which includes careful consideration of scientific evidence as well as, professional and lay experiences also supports democratization in the policy process and leads towards a more pluralist transparent debate that can be arbitrated (Kwon and Reich 2005).

W-027	International agreements, national compliance and sub-national discretion Marine fisheries in the People's Republic of China and the Guangdong Province

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According to the Food and Agriculture Organization of the United Nations (FAO), 80% of world's fish stocks are fully exploited, over-exploited, depleted, or recovering from depletion. Although several international agreements have promoted more responsible fisheries, coastal states have usually maintained national policies that enable higher harvest levels rather than greater conservation of fish stocks. The unsuccessful domestic implementation of international fisheries agreements has been generally acknowledged as the main cause of unsustainable national fishing practices. Among the major coastal fishing nations, the People's Republic of China constitutes the largest fish producer and main exporter in the world. Although the country has signed several international environmental agreements, the level of compliance with those agreements and the reasons affecting compliance in the country have not been investigated systematically by the literature. More broadly, the process of domestic implementation of international regimes has generally been little investigated by scholars of international relations.

The paper wants to analyze the implementation of international fisheries agreements in China in order to demonstrate the relevance of the knowledge developed by public administration and policy studies beyond their disciplinary frontiers. The paper applies such knowledge to an uncommon object of research in public administration (i.e. fisheries policy) for a better understanding of states' compliance with international agreements and the effectiveness of international environmental regimes. In order to contribute to regime theories through the use of public administration and policy, the analysis embraces multiple levels of policy-making (i.e. international, national and subnational). It does so, by focusing on a peculiar geographical context, the People's Republic of China, thus contributing to open the secrecy of its peculiar political regime, as well as opening the box of domestic implementation.

Our analytical framework assumes that a state of equilibrium surrounds an established policy set. Under the tension towards compliance exerted by international obligations, the introduction of changes in the policy design through reform initiatives will elicit reactions from the stakes affected by the change. These stakes are located in three arenas (i.e. political elites, bureaucracy and target groups) and can intervene to obstruct the process of domestic implementation at several moments. We have, indeed, distinguished three phases in the implementation of international agreements: 1) from the international provision to the enacting national law (i.e. enactment); 2) from this law to its executing acts (or administrative rules) (i.e. execution); 3) and from such rules to the induced behavioural change through the application of those acts (i.e. enforcement). Conflicts at any of these phases need to be overcome through the deployment of an adequate amount of resources which are both bureaucratic and political. Constraints in resources will ultimately have a negative impact on the implementation of international provisions), country's compliance with international regimes, and international regimes' effectiveness for the solution of specific policy problems.

The paper analyzes four international agreements which address all types of fisheries in the Exclusive Economic Zone (EEZ), which is the sea area under the national jurisdiction of coastal states: a) the United Nations Convention on the Law of the Sea (UNCLOS 1982, 1994); b) Agenda 21 (1992); c) the Code of Conduct for Responsible Fisheries (CCRF 1995); d) and the Johannesburg Plan of Implementation (JPOI 2002). Specific rules have been selected from these international agreements;

they refer to the major policy tools adopted in fisheries management: input controls, such as fishing licenses; output controls, like quotas; and technical measures, particularly marine protected areas. The major sources of data have been documentation, both primary and secondary, and interviews. A total amount of 36 interviews were conducted at several levels of governance and in multiple geographical locations: international organizations (Rome and Paris); regional organizations (Bangkok); China's central government (Beijing); provincial and sub-provincial administration (Guangdong Province).

Several findings emerge from the analysis of these data. The major analytical (from 1 to 4) and substantial (5 and 6) findings are summarized here.

1. 'Internal events'. International regimes (or institutions) can determine national decisions and the consequent modification of individual and collective behaviours, only in the presence of a critical mass of specific events taking place in the country (i.e. national reforms, socio-economic changes, crisis perception).
2. 'Escalating opposition'. Conflicts become more intense when the change becomes more visible to the affected stakeholders in the political, bureaucratic and public arena. Changes to existing policies are usually opposed during execution and enforcement, rather than during the enactment of new rules.
3. 'Voluntary obstruction'. A higher order of change pursued by international regimes implies a higher adaptational pressure and, thus, stronger opposition from the affected stakeholders. When conflicts (either actual or potential) are (or are expected to be) particularly strong, decision-makers resort to strategies of non-decision.
4. 'Centralization of policies'. Easier implementation is explained by the involvement of fewer bureaucratic agencies. When policy issues are centralized in one specific function, the leadership and commitment of the political elite is more easily imposed on the bureaucratic arena.
5. 'Shared informal agendas'. Obstruction to Beijing's decisions can occur only in the absence of a champion, understood as the support of one or more top leaders at the highest level of the system. Local governments' formal veto power may in fact meet the informal consensus of central actors.
6. 'Late policy alteration'. In China, policy objectives are often watered down at the very end of the process of domestic implementation, i.e. enforcement. Here, the administrative tolerance of street-level bureaucracies is motivated by administrative workload and client-patron relationships.

In conclusion, the paper emphasizes the relevance of public administration and policy studies for a better understanding of international policy-making. The paper also delineates an interdisciplinary research agenda which enhances the role of public administration in the study of international regimes and their effectiveness.

W-028	Social movements and organization. The case of "The peoples movement for the protection of local hospitals".

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Background and research question

On October 12, 2010 thousands of people marched through the streets of the Norwegian town Arendal. They were carrying flaming torches and posters. The posters said things like "Closeness is care" and " Together for the hospital". Politicians, ordinary citizens and staff from the local hospital made speeches appealing to the top manager and the board of the local health enterprise to stop a plan to move the treatment of patients with brain stroke to another hospital in the region.

This was not the first time the people of Arendal and the surrounding district had marched for the hospital. Also in other towns and cities, end even in the Norwegian capital, people have been marching, rallying and petitioning for the local hospital. At the national level the "Peoples movement for the protection of local hospitals" was formed in 2003 as a network of local movements.

Such events, as described above, are concrete protests against concrete decisions or plans made by the managerial levels of the hospital administration, - the regional and local health enterprises (HE)- to move, merge or reduce services. In general it could also be interpreted as a critique of the way the health sector is organized and of the organizational strategies favored by management. At the same time it is a way of paying tribute to, to protect and to promote certain ideas and values that the local hospitals are believed to stand for and a conception of what a hospital i supposed to be, what it is supposed to do and how it is supposed to do it.
The goal of this paper is to take a closer look at the local hospital movement and to try and understand and explain what it *means*. What interests, values and ideas is it in favor of? What is the opposition directed at? What impact does it have on the management and organizing of hospitals?
At a more general level we wish to explore the relation between social movements and public organizations.

In the following we will briefly describe our main theoretical framework and main methodological approach.

Theoretical approach

Our main theoretical framework is neo-institutional organization theory and a symbolic perspective. This means that organizations are seen as open systems seeking legitimacy and the autonomy of organizations and managers is bounded. We are greatly inspired by John W. Meyer and co-writers works on the significance of "institutional environments" (see e.g. Meyer and Rowan 1977, Meyer, Scott and Colleagues 1994). Some of the central ideas in their works is that organizations, managers and leaders are embedded in environments consisting of cultural ideas or rationalized myths, and of the entities who are voicing these ideas; the "others". According to Meyer they "… discuss, interpret, advise, suggest, codify some ideas as proper reforms and ignore or stigmatize other ideas."(1996:244). One of the elements of the institutional environments mentioned by Meyer (1996) is social movements. Even if ad-hoc movements and interest groups are considered a factor in policy processes (see e.g. Olsen and Sætren 1980), the role of social movements and social movement theory, seem to have been largely ignored in studies of organizational change and management. Besides stating that social movements are the internal and external critics in relation to organizational actors, and that *"In the modern world, anti-organizational social movements take the role of rationalized Other proposing ideas for elaboration, reform and improvement, rather than elimination"* (Meyer 1996:246), Meyer does not elaborate further on this phenomenon and these processes in relation to empirical cases.

In general there are two theoretical approaches to social movements. One is the rational-instrumental resource mobilization perspective. The other is the more expressive, identity-oriented perspective (Berg and Barry 2004). In the resource mobilization perspective, movements are "organization-like" or organized themselves, in the sense that they are goal-oriented and growth-oriented (Walgenbach and Beck 2002). The ultimate goal is to gain influence over political or other outcomes, and this is also evidence of the movement's success. The identity-oriented approach is more occupied with expressive, emotional and symbolic aspects of cultural opposition (Touraine 1985). Movements are defined by their occupation with the protection, promotion and even construction of certain values, rather than the traditional political issues concerning who-gets-what. In other words; movements are constructors of meaning.

In our discussion of social movements posing and acting as "others" in relation to organizations, we will draw on both these understandings of the concept of social movements, but our main focus is on the identity-oriented approach and on cultural, symbolic and rhetorical sense making and construction of meaning.

Methods and data

Our methodological approach is qualitative. The empirical material is both documents from open sources and interviews. Regarding the "Popular movement for the protection of local hospitals", our sources are interview with the coordinator of the national movement, the movement's internet homepage, news coverage; both editorials and articles in national and local newspapers and magazines, and observation of the torchlight procession in defense of the local hospital in Arendal on October 12., 2010. Regarding the HEs, our sources are strategic plans, action plans and other policy documents, documents and decisions from board meetings, and interviews with HE and hospital managers.

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W-030	Leading Healthcare Networks in the Context of Governmentality

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How are leadership dynamics in the healthcare sector changing and do they need to be theorised in novel ways? Organisational forms in the contemporary health care sector are changing (e.g. shift from hierarchies to networks) and also the emergence of new forms of knowledge (e.g. Evidence based Medicine and associated clinical guidelines), which have the capacity to steer the field. Within the advanced neoliberal UK, a novel set of indirect mechanisms and technologies (Miller and Rose, 2008) emerges with less reliance on general management or other forms of direct control as an implementation structure.

We discuss three case studies of UK healthcare networks in which we characterise their leadership as an interrelationship between evidence-based policy frameworks and a collective clinical-managerial leadership team, which interprets and constructs local context in order to change clinical practice. We use theory on 'governmentality' (Foucault, 1979, Miller and Rose, 2008)) to explain our cases.
Here we focus on 'collective' (Denis et al., 2001) or 'team' (Pettigrew et al., 1992) leadership, where different leaders collectively contribute to organisational change in different ways and sensemaking was beyond the capability of a single leader. Denis and colleagues also argue that public sector leadership can be seen as a process involving interaction between leaders and context. Similarly Pettigrew et al. found 'team leadership', containing members able to understand and related to different organisational and professional constituencies, was often required to understand context and make changes happen, although change also required a 'receptive context' (Pettigrew et al., 1992). We are particularly interested here in clinical managerial 'hybrids' (Fitzgerald and Ferlie, 2000, Kurunmaki, 2004) - doctors and nurses who take on managerial roles, who have been increasingly drawn into leadership roles in these network and evidence based policy arenas.
Organisational context affects leadership styles and processes but little research has examined the way that such leaders enact contexts in practice (Bryman, 1992). Grint (2005) argues that while leadership is constrained by context, leaders also socially construct context to elicit responses from followers by framing problems in particular ways. Currie et al. (2009) describe school leaders creatively playing with contradictory policy pressures to enact leadership based upon their own visions, values and ethics and call for more cases examining the interrelationship between leadership and context.
For Nye (2008) effective leadership involves 'contextual intelligence' - knowing when to use 'soft power' (persuasion) or 'hard power' (threat). Soft power may involve leaders' strategically using discourse to shape context (Grint, 2005). 'Hard power', in the context of public healthcare, may be associated with sanctions for failing to meet evidence-based/managerial policy standards and targets. Medical professionals have historically dominated healthcare but recently been challenged by new public management, aiming to construct healthcare and clinical practice in more standardised, measurable and hence controllable ways (Ferlie et al., 1996). Evidence based medicine is a major recent development in health policy that has challenged the traditional view of healthcare (Timmermans and Berg, 2003) and which is providing new knowledges and techniques which govern health care in a legitimated way.
Like Hasselbladh and Bejerot (2007) and Kurunmaki (2004), we use the theory of 'governmentality' (Foucault, 1979) to examine health professionals leading change processes and their context. First, we focus on the 'evidence based' governmental rationalities framing healthcare, which render aspects of

existence amendable to inscription and calculation. Then we examine how collective network leadership teams enact governmental frames of reference and construct contexts through persuasion, intrigue, calculation or rhetoric (Miller and Rose, 2008).
Clinical-managerial 'hybrid' professionals, found in many healthcare systems around the world (Fitzgerald and Ferlie, 2000, Kurunmaki, 2004) appear to play key roles as 'critical bridges' (Denis et al., 2001, 1996) or 'two-way windows' (Llewellyn, 2001), appropriating and using managerial and clinical discourses and concepts to mediate between medicine and management (Iedema et al., 2004, Doolin, 2002). We examine how 'hybrids' enact network leadership within the wider governmental context. We found neither a pattern of clinical resistance to a governmentality project nor immediate enrolment, but rather an evolution of clinical opinion towards enrolment over time, influenced by interaction with the hybrids and the novel decision making arenas they construct (Ferlie et al., 2009).
We draw on qualitative studies of two UK NHS managed cancer networks and a sexual health network (Ferlie et al., 2009), where leaders had no formal authority but instead drew upon wider governmental rationalities to influence changes to practice, to illustrate our theoretical argument.

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W-033	Institutional renewal and innovation process: the role and practices of institutional entrepreneurs

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Abstract

Recent economic downturns and shifting views about the role of the state have significantly altered the context in which public organizations operate. To deal with emerging challenges, public organizations and public delivery systems come under increasing pressures to renew their functions and the type of services they provide. Recognition of these challenges has stimulated a vast array of scholarly works dealing with the renewal of public action. In particular, the transformation of public organizations may be assimilated through a process of institutional change marked by attempts to transform simultaneously the dominant logic that guides the public production of services and the design of these organizations, through new rules, cognitive scripts, and resources (Beckert, 1999). Following several authors (Beckert 1999, Giddens, 1984, Maguire & al., 2004; Fligstein, 1997), this research questions the role and practices of key actors (i.e., institutional entrepreneurs) in institutional change.

Research context

This study investigates empirically a public health experiment in the French health care system. The experiment, EPSP (*Espace Partagé de Santé Publique* – Shared Space for Public Health), aims to transcend current institutional logics to conceive of and implement innovative programs that will improve the health and well-being of elderly people, as well as their social integration in their neighbourhoods. The EPSP is a voluntary alliance of a broad set of agencies, including both public and political institutions, concerned with the well-being of elderly people. The main goal of this experiment is an inter-institutional space that incorporates new design principles and recombines current institutional resources and practices to renew activities and achieve outcomes that could not be achieved or even anticipated in previous arrangements. This inter-organizational space moves well beyond informal linkages and exchanges; it is highly structured, and the institutional renewal also implies the generation of new and formalized rules for decision making, program design, implementation, and definitions of new responsibilities for participating agencies.

Theoretical background

According to contemporary work on governance (Chevallier 2003; Hatchuel, 2005; Pasquero 1991), EPSP represents a process innovation in which organizational, social, and political resources are used and assembled in a novel way to address new problems or challenges. A process innovation appears to be a prerequisite for designing innovative strategies (i.e., content innovation) that can integrate elderly people into their neighbourhoods. However, the involvement of various agencies in this consortium cannot be assumed, and the agencies must commit to participating before they can gain a clear view of the innovation they will develop to respond to the social needs of the elderly. They therefore must be persuaded that investments are reasonable and feasible. Our analysis considers the role and practices of key actors that have driven the creation of EPSP and attempt to persuade agencies to join the consortium and participate in its development. These key actors represent

institutional entrepreneurs who, in this case, manage the emergence of an inter-organizational space that transcends jurisdictional and institutional boundaries.
Dougherty (2008) focuses her analysis of innovation on the interplay between social constraints and strategic actions and thus proposes different "construction principles," that is, different types of managerial work to design an organization (i.e., fluidity, integrity and energy). However, she places less emphasis on the relation between these principles and the type of innovation that emerges. With a different perspective, researchers in the tradition of the sociology of innovation (Callon, 1986) provide rich accounts of how innovation is shaped by social interactions and networks. These works tend to take for granted the emergence of networks for the translation process, without noting the deliberate strategies institutional entrepreneurs use to develop organized spaces to enable the design of innovation.
Therefore, these works suffer three main limitations: a) they are relatively idealistic in their approach to the renewal of public action, particularly with regard to the challenges of working beyond institutional constraints and boundaries; b) they do not deal explicitly with the parameters needed to generate genuine innovations.; c) they are not sufficiently explicit regarding the articulation of the process of institutional renewal and the design of innovation.
We analyse the structuring of the EPSP using a local negotiated order perspective, which uses "approaches that involve processes of interactions through which stakeholders gradually come to shared definitions of the situation they collectively face" (Pasquero, 1991). The rulemaking process (Gray, 1989), through which rules come into existence and become institutionalized, is critical for understanding cooperative endeavours, rather than the reaction of participants to existing rules, which would be the focus of mechanistic and other traditional social control approaches (Gray, 1989, p. 51). Change in institutional rules occurs within specific loci, such as "roundtables" (Pasquero, 1991), where all bodies interact, negotiate, and agree on new action principles. However, bodies or stakeholders are not differentiated. Therefore, we consider the role and practices of key actors who drive the creation and structuring of such spaces.
We also turn to literature on innovation and institutions, especially institutional entrepreneurship, to deepen understanding of how institutionalization of "organized space" occurs, with the beginning of the process strongly embedded in the vision (or political choices) of some actors. In this sense, we concur that "The concept of institutional entrepreneurship has emerged to help answer the question of how new institutions arise: institutional entrepreneurship represents the activities of actors who have an interest in particular institutional arrangements and who leverage resources to create new institutions or to transform existing ones" (Maguire et al., 2004, quoting DiMaggio, 1988; see also Fligstein 1997).

Methodology

The analysis is based on both observation (the authors attended meetings of the EPSP) and interviews with key actors. Secondary data come from reports, meetings, and minutes of the EPSP. The data coding follows the approach used by Miles and Huberman (1994).

Contributions

Our paper documents the role and practices of institutional entrepreneurs in institutional renewal and innovations, in the context of public delivery system. Moreover, we show that the study of public organizations is a fertile context for understanding the interplay between institutional context and logics and the design and implementation of innovations. The dynamic of institutional renewal and innovation appears similarly central for organizations that evolve in the private sector, where the need to change the fundamental assumptions that have been guiding actions apparently is becoming more and more critical (as exemplified by recent environmental and financial crises). Thus, there is a need for more disruptive and promising innovations.
This article summarizes a study of public organizations that applies theories of product innovations mainly developed for private firms; inversely, it employs scholarly works about institutional transformation to inform an analysis of innovation within the private sector.

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W-035	It's none of our business - or is it? Multi-stakeholder networks as bridges between public and private benefits

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The society is facing a dramatic increase of complex issues, which often do not remain local, but have regional, transnational or even global implications. Proliferation of urgent (e.g. financial and environmental) issues sets increasing demands for current theorizing on the complex nature of common issues and their solutions. We believe that such striking issues open avenues to build good theory, which come from engagement with real problems of the world that we as researchers are interested in, rather than through gaps in the literature (Kilduff 2006; Van Maanen et al. 2007). Our study addresses new type of actors, private foundations who act as "modern environmental networkers" (Ritvala and Salmi, 2010), to bridge between public, private and third sector actors to save the Baltic Sea.

The Baltic Sea is the most studied and protected, and yet among the most polluted seas in the world (Helsinki Commission 2010). It is an ecologically unique ecosystem with shallow bays, which makes it highly sensitive to the environmental impacts of human activities. Many actors, including governments and environmental non-governmental organizations (NGOs) such as WWF have for decades worked with the protection of the Baltic Sea. Alongside these traditional players, the new private foundations, with political and business connections, try to tackle the issue with new ways by mobilizing actors on broad fronts to join the efforts.

In this paper, we analyze the mobilization attempts of three new private foundations (based in Finland and Sweden). These NGOs are John Nurminen Foundation, Baltic Sea Action Group (BSAG), and the Swedish foundation Baltic Sea 2020. While each of these actors shares the same goal (to save the Baltic Sea), they take very different approaches to do so. John Nurminen foundation operates through concrete projects within waste water treatment (in Russia, Poland, Belarus, Estonia, and Latvia) and collaborates closely with industry. BSAG focuses on influencing the highest level political and business decision-makers, while Baltic Sea 2020 targets particularly political actors at the European Union level. All of the target groups are stakeholders of the issue. Yet, we can gain little understanding of the phenomenon through stakeholder literature, which is firm-centered and asks "Who is a stakeholder of the firm" rather than "who is a stakeholder of an issue?" (Frooman 2010:161). Stakeholder literature typically adopts a focal firm perspective where a single firm is placed at the center of analysis in its own little universe. This gives a rather simplistic image of stakeholder management in the world of increased dependencies, and is of limited value in trying to understand the complex web of actors and relationships that are needed to solve complex social problems.

We argue that solving of severe issues necessitates the mobilization of multi-stakeholder networks, i.e. "networks in which actors from civil society, business and governmental institutions come together in order to find a common approach to an issue that affects them all" (Roloff 2008:238). Multi-stakeholder networks are needed when the issue is too complex and costly to be addressed without

cooperation across sectors and countries. The World Economic Forum Water Initiative, which gathers governments, bilateral and multilateral institutions and multinational companies to promote public-private partnerships in water, is an example of a multi-stakeholder network. A common issue, rather than any one actor is at the center of a multi-stakeholder network. The toolbox of stakeholder theory alone is unable to tackle the complexities of multi-stakeholder networks. Therefore, we adopt theoretically relevant insights from the literatures of framing and institutional entrepreneurship: our aim is to understand *how* the private foundations bridge between previously unconnected fields, institutional logics and ideologies (Rao et al., 2000; Greenwood and Suddaby 2006; Tracey et al. forthoming), and what type of framing strategies they use (Snow and Benford 1988; Benford and Snow 2000; Lounsbury et al. 2003) to mobilize other actors.

Our investigation is based on a rich longitudinal empirical study. We have collected unique qualitative data from Finland, Estonia, Sweden, and Latvia (25 interviews with 33 people) between February 2009 and September 2010. The interviewees represented private foundations and other NGOs (7 organizations/10 people), cities and public bodies (4 organizations/six people), as well as companies (14 companies/17 people). The companies operated in the fields of shipping, water chemistry, energy, waste management, metal processing, communications, consulting, and technology provision. Interview data is supplemented with a varied range of material relating to the activities of the three private foundations.

Our initial analyses show that each of the three foundations are blurring the boundaries between public and private spheres in different ways, and there through also contributing to both public and private benefits (Wake Carroll 2008; Mahoney et al. 2009). They also follow different motivational framing strategies (Benford and Snow 2000) to mobilize different stakeholder to understand that health of the sea may be one of their businesses too.

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W-036	A campus conspiracy? Discourse wars and the entrepreneurial university

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A B S T R A C T

This paper seeks to explore the development of the concept of entrepreneurship in universities, by considering the concept of the 'entrepreneurial university' (Gibb, 2002) as it has been defined and implemented in modern higher education institutions. Initially it considers alternative perspectives on what entrepreneurship is in the literature, then considers how the concept has been translated by different interest groups. Through acknowledging that entrepreneurship can be seen as either an enabling or restraining phenomenon (Fletcher, 2006) and that in itself it is a process of continuous 'becoming' (Spicer & Jones, 2005) the potential alternative interpretations of what being entrepreneurial means for interest groups in universities is explored through a case study of two alternative interpretations exhibited at a UK university, before before, during and after the arrest of a group of student protesters at a university business conference intended to stimulate and support entrepreneurial activity on campus. The alternative interpretations presented within this case is explored through critical discourse analysis (Fairclough & Wodak, 1997) in order to gain an understanding both of the forms of reference used, and the differing institutional pressures acting upon the parties within the case study. The results of this analysis are then used to understand how understandings of the entrepreneurial university are formed and reinforced, and how these relate to existing concepts of entrepreneurship and entrepreneurial universities in the literature. Conclusions are then drawn on the role of discourse in constructing our views of what entrepreneurship is, and what it encourages us to become.

W-037	Decoupling Interests While Co-Aligning: A Historiography of U.S. Chambers of Commerce

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INTRODUCTION

U.S. chambers of commerce became institutionalized in the early 1900s as membership driven organizations (Brown, 1997), serving as cooperative liaisons between regional businesses and residents. Indeed, chambers of commerce represented diverse lines of industry (Brown, 1922; McCullough, 1928) as "associations of business men (or women) for the purpose of furthering their interests (Friedman, 1947)…" (Costain & Costain, 1981; Johnston & Mahra, 2002; Ray & Mickelson, 1990; Ridings, 2001). Historically, these interests included the economic and legislative interests of each chamber's membership.

Over the past century, however, the institution of U.S. chambers of commerce has changed significantly, both relative to their interests and organizational structure. Subsequent a concrete development process spanning from the early 1900s to today, recent decades have witnessed a structural movement embracing a decoupling of chamber interests, the formation of chamber coalitions, and the enactment of inter-chamber collaborations. Today, the U.S. Chamber of Commerce, representing both member businesses and accredited chambers of commerce is the world's largest business federation representing over three millions businesses from all sectors and sizes.

Yet, in recent decades, chambers of commerce have received little pedagogical attention – ignoring both their significance within the public/private dichotomy and the influence of public policy and societal pressures on the institution. Consequently, today's chambers of commerce, which are poorly understood, organize and function very differently than they did during the early 1900s.

This research, therefore, explores the institutional changes of U.S. chambers of commerce. Specifically, by exploring the mechanism of interests, I sought to address the following research questions:

(1) How have the interests of chambers of commerce changed over the past 100 years?
(2) How have recent public policy and societal pressures influenced the institution of U.S. chambers of commerce?
(3) How have changing interests influenced how U.S. chambers of commerce organize, both structurally and as part of a public/private network?

RESEARCH DESIGN AND FINDINGS

The research design followed a two-stage process representing chambers of commerce from three U.S. states, including accredited (171) and unaccredited (441) chambers of commerce and collaborative organizations including: chamber coalitions, chamber partnerships, and chamber professionals associations. During the first stage, I explored the network development trends of chambers of commerce and chamber coalitions. The second stage included an analysis exploring the changing interests of chambers of commerce, leveraging document reviews of each organization.

My analysis suggests the institution of U.S. chambers of commerce has changed significantly, specifically their structural development, primary interests, and institutionalized norms. Table 1 briefly illustrates their historiography.

Insert Table 1 about here

The structural development process originally began with the formation of chambers of commerce in cities and larger suburban communities. The interests of these first chambers of commerce consistently focused on the interests of the collaborating business owners. By the very process of organizing together, the chambers of commerce empowered the business owners to pursue their individual interests more effectively.

Beginning in the late 1920s and early 1930s, however, the formation of chambers of commerce became prevalent in suburban communities, with chambers now functioning as a cohesive organization. Chambers during this phase focused on the economic vitality and legislative pursuits of both public and private member organizations. During the 1950s, state level chambers of commerce were formed, along with chamber professionals associations geared at the development and maintenance of the professionalization of chamber management.

Most recently, beginning in the 1990s, established chambers of commerce systematically followed a process of decoupling organizational interests, while leveraging inter-chamber collaborations. Strongly influenced by a declining support of public policy and societal pressures, chambers of commerce re-institutionalized to focus on community development, regional growth, residential quality of life, and sustainable commerce. Consequently, the interests of today's chambers of commerce strongly reflect the communities; while they externally formed chamber coalitions pursue their now decoupled legislative interests.

Simultaneous to this re-institutionalization process, new chambers of commerce, financially supported by downtown development authorities, aggressively formed in rural areas. The interests of these smaller chambers of commerce echoed the re-institutionalized interests – that is to create a growing community with sustainable commerce.

DISCUSSION AND THEORETICAL IMPLICATIONS

By exploring the changing institution of U.S. chambers of commerce, an otherwise grossly ignored public/private dichotomy, we can learn significant lessons regarding public organizations and organizing.

First, the implications of recent public policy and societal pressures influencing the re-structuring of chambers of commerce suggests further insights into why the interests of public organizations change and how these organizations participate in a continual process of organizing and re-organizing.

Second, this research sheds light on how institutional change led to chambers of commerce simultaneously leveraging independence and collaborations – both with the backdrop of the pursuit of organizational interests. This re-strategized format of organizing considers the importance of interests in the structuring of public organizations.

Finally, by explicitly exploring the mechanism of interests, we can better understand how and why organizations change. This research, therefore, goes beyond a historical analysis to discuss how and why the re-institutionalization of chambers of commerce occurred, suggesting insights into the transformation of public organizations.

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TABLE 1

U.S. Chamber of Commerce Historiography

Timeline	Structural Development	Primary Interests	Institutionalized Norms
1860 - 1920	Formation of Chambers in Cities/Larger Suburban Communities	Chamber Interests Focus on Business Owners	Chamber Directors' Pursuit of Self-Interests
	Formation of Chambers in Remaining Suburban Communities	Chamber Interests Focus on *Economic Vitality* and Legislative Pursuits	Founding of Chamber Professionals Associations
Today	Formation of Chambers/DDAs in Rural Communities and Chamber Coallitions	Chamber Interests Focus on Community Development and Economic Sustainability while Coallitions Focus on Legislative Pursuits	Decoupling of Interests and Inter-Chamber Collaborations

W-039	Organizing in the complex global environment: The example of anti-doping work in world sport

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This paper examines the evolution of organised efforts to address a globally recognised social problem using the example of doping in sport. As a universal and beneficial pastime, everyday citizens all over the world regularly participate in sports-related activities. Sport is the subject of public policy and organized by a multitude of public and private bodies at local, national and international levels. At the elite level, international competitive sport is a highly commercial and political endeavour. Whilst many sports-loving citizens live in cultures where legal and illegal pharmaceutical solutions are commonplace for perceived personal wellbeing, drug taking for performance enhancement is generally perceived as a major problem for competitive sport. The enormous challenge of eradicating doping in sport acknowledges that doping is bad for athletes' health, against the spirit of sport, a form of cheating and detrimental for spectators. Efforts to address this problem provide an example of a complex, public and private, multidisciplinary, geographically dispersed, global endeavour.

Our research into anti-doping work has allowed us to investigate emerging ways of organizing complex public workspaces where multiple global stakeholders address a shared problem over time. Our longitudinal study began after the emergence of the World Anti-Doping Agency (WADA) in 1999.

Our research design allowed for the evolving nature of a multi-stakeholder context and involved:

- semi structured interviews with international representatives of the stakeholder groups,
- analysis of documented and interview data,
- 'mirroring' the results of the analysis through interactive reflective focus groups at stakeholder conferences to confirm our interpretations,
- acknowledging the validation process in responsive articles/reports to participants in stakeholder forums.

Historically anti-doping work has comprised systems of evolving activities. Early regulatory approaches against the use of performance enhancing drugs in sport the 1920s aimed to protect athletes' health. These were followed by the development and use of scientific techniques to detect drugs through urinary analysis (beginning in 1960's) and later by programs for testing and educating athletes in 1980s and 1990s. Drawing on a globally shared desire to eradicate doping from sport, WADA's formation aimed to harmonise and support anti-doping efforts by setting internationally unified standards for anti-doping work and coordinating the efforts of sports organizations and public authorities.

To make sense of the complexity of this evolving global context, we underpinned our research with an integration of Activity Theory (Leontiev 1981) into the *Cynefin* sense-making framework, developed for the field of Knowledge Management (Snowden 2002).

Activity Theory has been used by many organizational researchers, including Engeström (2005), Nardi (2005) and Crawford and Hasan (2006) to examine dynamic, multifaceted, socio-technical contexts. In doing so Activity Theory has expanded from the original concepts of Vygotsky (1978) and Leontiev (1981), incorporating Engeström's (2005) interconnected activity systems, knotworking and co-configuration work, three levels of tools (Hasan, Kazlauskas and Crawford, 2010) and more. Recently, Nardi (2007) proposed the 'placeless organization' (eg *Medicins Sans Frontier*, World Trade Organization) as an organizational form that enables response to globally recognised problems. We focus on WADA as another example of a placeless organization in this paper.

The *Cynefin* framework describes an evolving activity during different stages of complex problem solving. It allows us to associate the different elements of the complex problem in various domains of the activity and to explain the parallel work of different stakeholder groups and how these interact over time (Hasan and Kazlauskas, 2009). Together Activity Theory and the *Cynefin* framework clarify,

or make evident, the mechanisms whereby additional approaches to address the challenges such as those facing WADA and its stakeholders are generated and developed.

The results of the research show that:

- The cultural historical evolution of diverse anti-doping activities together with the perceived need for harmony and additional strategies to address the global problem of doping in sport, continue to shape the evolution of WADA and its stakeholder organizations.
- The subjective beliefs and differing interpretations of events of people from different cultures, in different socio-political contexts and different disciplines need active reconciliation in a complex problem solving activity.
- Each of the different activities that are part of the whole effort varies in their maturity. In the *Cynefin* sense they generally progress from complex to simple/routine over time but address contexts with various degrees of complexity and complication as they arise.
- At any one time different activities and stakeholder groups vary in their stages of maturity.

The organizing principles arising from this research have implications for addressing other critical evolving complex global efforts such as the review of financial systems and development of an effective response to climate change and other globally shared social problems. Situated in diverse geographies and disciplinary traditions, this study of public global anti-doping efforts expands the horizons of organizational studies through its exploration of new complex organizational spaces. This has general implications for organizing principles of global, multi-stakeholder endeavours.

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W-040	Public Policy, Professional Power and Institutional Change: Challenging Class and Distintion in British Cultural Organizations

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Over the last decade, professional power has become of an increasing interest to both Public Administration and Organisation Studies scholars. For Public Administration scholars, the question of professional power has been documented almost exclusively in relation to traumatic experiences of public management reforms in public sector professional organisations. Public management reforms challenged the professional power in organisational processes (McNulty et. al., 1994; McNulty & Ferlie, 2004), in the professional's place and space in their public service organisations (Dent, 1993; Doolin, 2001), in the normative foundations of professional practice (Kirkpatrick, 1999), and by suggesting a different relationship between professionals to the user in service delivery (Ferlie, et. al., 1996; Exworthy & Halford, 1999; Kirkpatrick & Ackroyd, 2003; Ferlie & Geraghty, 2005). In other words, professional power has become an important theme of the public management reforms literature. However, beyond public management reforms, professional power only rarely figures in the forefront of research programs in Public Administration.

On the other hand, in Organisation Studies, current interest in professional power is deeply rooted in the institutionalist tradition and theoretical framework. In particular, professional are seen and understood by recent work as embodying a form of agency (Scott, 2008) that has a structuring effect or influence on institutional dynamics and organisations (Lawrence et. al., 2009). Building on the new-institutionalist works of Di Maggio & Powell (1991), as well as on the works of Hinnings et. al. (1991), professional power in Organisation Studies focuses almost exclusively on field dynamics and the structuring of institutional fields through isomorphic pressures. Concerns of public policy are relegated to the status of mere environmental characteristics or influences.

The purpose of this paper is to further our understanding of professional power in public organisations by going beyond the well-acknowledged issues of public management reforms, and building on the importance of public policy as a tool that shapes agency and
professional power. In particular, we focus on the occupational creativity of public policy by building on a case study in the field of cultural policy in Britain.

While cultural institutions (museums, libraries, archives, theatres, operas, etc.) have been defined as working for cultural ideals, for the greater good, or for the public, sociologists have raised important questions about the nature and reach of cultural institutions as a form of public service. As demonstrated by Bourdieu (1979), through their activities and programming, cultural institutions build their public; however, these institutions are far from being open and inclusive. In France, during the 1980s answers came from the political left, and cultural policy was formulated to challenge the elitism of cultural institutions. For cultural policy scholars, this type of policy is defined and referred to as cultural democracy (Ahearne, 2010). A similar policy was put in place in Britain, in the late 1990s, under the initiatives of the new labour government of Tony Blair. As a public policy, cultural democracy aims specifically at challenging professional power in cultural institutions, and tries to challenge the strong ties between class, culture, and distinction (Bennett, 1995; 2002). As a policy, cultural democracy challenges the cognitive and normative (Muller, 2000; Surel, 2000) foundations of cultural policy and cultural institutions. The implementation of such policy was based on occupational creativity, and on the imagination and conception of a new professional group that would challenge the dominant vision of an institution. In France (animation and mediation) and in Britain (accessibility managers, diversity managers, educators), the implementation of cultural democracy was, in fact, rendered possible through the creation of new types and categories of cultural workers whose mission was to disturb the organizational power balance of the most established professional groups in cultural institutions. Those professional groups carried the ideals of the Ministère des affaires culturelles and of the Department for Culture, Media and Sports respectively.

W-043	A Nudge and a Push and this Land is Ours: Public Policy, Psycho-Economics and Behavioural Governance

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Introduction

The advance of neo-liberal governmentality is one of the defining features of contemporary developments in public policy and administration. In particular, public policies that seek to promote socially desirable behaviour have become the stock in trade of democratic governments across the globe. Nonetheless, in recent years, these developments have taken a more pervasive "behavioural" turn, especially in the Anglophone world. As governments of all ideological hues have come to recognise the intractability of social "problems", so they have moved away from conventional institutional and organizational solutions to "what works" in favour of cognitive approaches that seek to shape people's lifestyle choices rather than the social environment in which they live. Evolving out of the use of social marketing techniques associated with New Public Management, and drawing upon the theories of behavioural economics the cognitive tools of the new "persuasive state" have grown apace.

Governing Behaviour in a Persuasive State

In George Orwell's futuristic dystopia, *Nineteen Eighty-Four*, O'Brien, the sadistic torturer and apparatchik within the Ministry of Love famously boasts to his hapless victim Winston Smith, that '...we create human nature. Men are infinitely malleable' (Orwell, 1974, p. 216). The growing influence of the "persuasive state" suggests that life in liberal democracies is now beginning to imitate art, as similar sentiments are freely touted by actual figures of authority and influence. They are being echoed not in some Room 101 torture suite overseen by a cruel and tyrannical totalitarian state. Rather such sentiments are being bandied about in trendy open plan offices of policy think-tanks and in the plush meeting rooms of government departments.

The emergence of behavioural governance has been especially evident in the UK. The Prime Minster, David Cameron, recently established a Behavioural Insight Team, which in partnership with the policy think-tank, the Institute for Government, has been examining ways in which behavioural economics can be applied to social problems. Thus, the role of public policy, now is not just about taking control of the levers of state – financial instruments, institutional reform and alternative service delivery models. It is also explicitly about micro-policy mechanisms which are used to elicit changes in the psychological aspirations of the public. Since appeals to the rationality of "deviant" citizens are deemed to have failed (or be too costly), policy-makers are thus increasingly turning to policy fixes that can mould the subconscious desires of individuals. This includes the use, *inter alia*, of market style incentives and sanctions as well as Pavlovian triggers, rather than light-touch information bulletins or heavy-handed regulation, to encourage socially desirable behaviours like saving for retirement, giving-up smoking, eating healthily, being carbon sensitive or parents reading to their children.

A Planned Overview

The first part of this presentation will introduce the political, organisational and intellectual context of the behavioural turn in governance, examining how it represents a new stage in the project of neo-liberal governmentality. In particular, we will focus on the emergence of the persuasive state – a by-product of New Public Management, with its reliance on social marketing techniques – as an emerging political technology of individuals. While the persuasive state was embraced and developed further under the auspices of the Blair-led New Labour administrations, it has now emerged as a distinctive *animus* at the centre of David Cameron's government, and that of Barack Obama. In this respect, the use of such techniques might be thought to represent the culmination of the project of neo-liberal governmentality, which seeks to construct a self-governing citizenry that comports itself in a socially desirable (and productive) manner. The most valuable and insightful intellectual response would be to

view deep behavioural governance through the lens of Michel Foucault's work on the political technology of individuals. Consideration of behavioural governance is an ideal opportunity to further explore, and extend the Foucauldian notion of governmentality.

The rise of policy behaviourism should also be seen in an intellectual context, one which underlines the relationship between knowledge and power. In particular, it highlights the intellectual imperialism of economics and psychology – the king and queen, respectively, of the social sciences – within public policy. In the second part of the presentation, we will examine the power of those disciplinary fields, considering how their fusion in behavioural economics marks an especially potent new development in the evolution of techniques of classification and control. In this respect, we will focus on the work of Richard Thaler who has popularised what is known as 'nudge theory'. According to Thaler, governments can address social problems best by constructing a "choice architecture" which prompts people to make socially desirable choices in their lives. Unlike the utility-maximising individuals of classical economics, behavioural economists like Thaler regard humans as basically driven by "predictably irrational" misjudgements about what is good for them. As a result, covert processes of "selfcraft", which pre-empt or pre-determine individual's lifestyle choices are required to "nudge" them in the right direction because rational appeals to self-interest simply hold no sway. Such "nudging" can serve as a useful "surrogate willpower" for those who are unable to manage their lives appropriately.

Finally, in the third part, we will reflect upon how behavioural governance links into the technocratic discourse of "what works" in public policy that characterised the so-called Third Way. In doing so, we examine some of the implications of "nudging" for civil society and government, asking whether 'Ministry of Love' style policy fixes create a *Paternalistic Panopticon* for which the cognitive cures on offer may be more insidious than the problems themselves.

W-044	Performing governmental policy: making social housing developments

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Abstract
Policies are political constructs: in their constitution they embody certain views and plans for practical action over others, and in their 'translation' different actors approach them from diverse and contested viewpoints (Shore and Wright 1995). In this paper, we use a case study of a social housing association to discuss how an environmental policy standard seeks to affect the actions of a part-publicly-funded organization and its actors, to achieve a government policy outcome of 'reduced carbon emission' in the development of social housing schemes. We examine: (a) how diverse organizational actors 'translate' such a policy standard; (b) how this process demands certain forms of self-description (accountability); and as part of this, (c) how policy artefacts affect these practices.

The policy standard investigated is the 'Code for Sustainable Homes'. Taking our lead from Bowker and Leigh-Star (2000), we characterize a (policy) standard as having the following dimensions: through its classification schema it comprises a body of agreed rules for the production of material objects, which are worked upon across sites of activity by various professionals. It is therefore flexible enough to allow for heterogeneous practices by differing actors. It contains notions about 'good' and 'bad' ways of organizing actions to achieve often idealized (and partial) results in practice (ibid.). Standards and classificatory systems are also material: 'they are built into and embedded in every feature of the built environment' (ibid.: 39). For example, the physicality of a building is shaped by the use of certain materials and technological systems (e.g. photovoltaic cells). These are identified (by organizational actors) as environmentally 'sustainable' predicated upon their meeting criteria set out by the Code for Sustainable Homes, and, through governance assessment procedures that seek to make visible organizational practices and policy outcomes.

Policy artefacts (e.g. audits, plans) are active in these processes of 'negotiation'. Audits, for example, shape organizational accountabilities through demands for self-descriptions that make visible (and invisible) organizational performances (Strathern 2000, 2004). These policy artefacts are therefore cultural objects, in that assessment procedures shape how resources, time, and people are allocated; they affect how organizational practices are carried out, and the sorts of ties and relationships formed (Strathern 2000). Despite their part in shaping organizational actions their affect is not deterministic; they are appropriated during the course of 'doing' everyday work. It is through these socio-material negotiations that professional-technological boundaries and relationships are contested and re-configured. This is pertinent given the varied commercial and organizational priorities and practices of the actors involved. Therefore, the question we ask is: how does the Code for Sustainable Homes and its discourses, frameworks, and artefacts affect professional-organizational relationships and practices (and vice versa) (Wedel et al 2005)?

The focal point of the paper lies with organizing practices as part of everyday professional work. We focus on socio-material practices of housing development and design, such as the construction of a housing planning statement, and their relation to the implementation of the policy standard (the Code for Sustainability). We look at the practical ways organizational work is constituted and performed in relationship to policy as discursive and material accomplishments (Nicolini 2009; Suchman 2005; Law 1994). We provide a situated account of how government policy 'prescriptions' are negotiated as part of everyday practice from competing viewpoints. By 'following through' policy's prescriptions (Wedel et al. 2005), we explore how different actors work to sustain their connections with each other and to a policy artefact, offering a partial glimpse at public policy making 'in action' as professional-technological and policy-organizational relationships are reconfigured and transformed.

We draw upon twenty semi-structured interviews conducted with different professionals (e.g. architects, housing development managers, construction managers, environmental policy consultants) that collaborate to design social housing developments in the UK, developments distinguished as 'sustainable' by their meeting policy targets. Additional insights into these processes are gained through informal discussions with actors working for our case organization during the course of arranging fieldwork (they being an initial gate-keeper to interview contacts), and our attendance of internal organizational events (workshops and meetings) over an eighteen-month period.

Drawing upon perspectives from Anthropology of Policy and Science and Technology Studies (STS), we approach organizational practices and public policy making as a distributed process (Leigh-Star 1992) where ways of working are re-configured between organizational actors, technological objects and policy. This is a transformative process: policy 'problems and 'solutions' are re-specified as they evolve in organizational practice (Wedel et al 2005). We demonstrate how professional-technological relations are coordinated to make visible (and accountable) organizational work to policy standards, showing how this constrains and enables other actors' practices. Finally, we argue that policy artefacts (e.g. new technologies) play an important part, by re-shaping interactions between actors (e.g. housing associations and tenants), and organizing practices (e.g. from housing management to energy service provider).

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W-045	Effects of Higher Education Reforms and other exogenous Determinants on University Efficiency in Switzerland

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Abstract

From an economic perspective one of the questions of interest tend to be how do organizations efficiently use the input resources for producing outputs. In order to identify potential performance improvements in the production process profit-organizations use often the benchmarking against competitors to detect best-practice firms in the market. Due to the fact of tighter public budgets that intensify the interest of accountability of public financing the economic performance of non-profit organizations has been become increasingly important in recent years. Arguable the lack of perfect market structure, this is also true for the higher education (HE) system in Europe as it is considerable financed by public funding.

Looking at the tertiary education sector in Europe the issue of improving university performance becomes evident. Indeed, in several European countries the HE system has been faced enormous challenges: National reforms were implemented following the concept of New Public Management; e.g. universities have been given more autonomy in managing budgets and staff recruitment. Besides, the restructuring of the European HE system has been started in 1999 when signing the Bologna Declaration to establish a common European higher education area by 2010. In particular, the aim of the policy was to promote the competitiveness of the European HE in order to enhance the economic power and employment in Europe. Both, the reforms of deregulation and Bologna conformable European HE have in common that they focus on improving efficient production of HE, i.g. the politicians and the governmental authorities were persuaded that the enlargement of autonomy and more competition between HE institutions would increase efficient production.

The interest by both the university management and the politics to measure and evaluate university performance and efficiency has increased substantially. In fact, efficiency measurements are already applied by regulatory authorities concerning e.g. the electricity and transport market. Again, public authorities are also reliant on information to secure effective and efficient employment of financial resources. Hence, similar to the profit-sector the significance of applying analyses focusing on benchmarks and efficiency measurements in the public non-profit sectors such as HE, health care or the cultural sector has been increased in recent years.

Our paper analyses universities in Switzerland over the period of 1999-2008 while we account for the changing the institutions faced during the last ten years when implementing the elements of New Public Management and the Bologna Declaration. Though, there are studies analyzing university efficiency, it lacks of empirical evidence concerning the effects of such exogenous determinants. Hence, the question arises whether the national and international HE reforms together with other institutional specific determinants might have in fact a positive effect on university efficiency as assumed by university management and the politics. Hence, further research in this area is required to allow policymakers to make evidence-based decisions.

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In order to investigate the performance of Swiss universities we estimate the technical efficiency for all of the 12 Swiss universities throughout the period of 1999-2008 applying a data envelopment analysis (DEA) along with a boot strap procedure to correct for biases evoked e.g. by sampling size variations. While DEA is a non-parametric method no assumptions are required with respect to the functional relationship of the inputs and outputs, i.g. based on a linear programming approach DEA uses the input and output data themselves to compute a piece-wise linear production frontier that is formed by the best practice decision making units (DMUs). Then, the efficiency is estimated according to the relative position and distance, respectively, to the production frontier.

Contrary to other studies, we apply efficiency analyses by accounting explicitly for heterogeneous production which we assume for the different disciplines due to the fact that they differ in terms of resource composition and major output targets. In this case an analysis at the university level would yield to biased efficiency scores. The data set includes detailed information at disaggregated level on input and output parameters such as expenditures, academic and non-academic personnel, enrolled students, doctoral students and third-party funds differentiated for four disciplines: humanities and social sciences, natural sciences, technical sciences and finally medicine. Since we are interested in identifying crucial determinants that may affect the efficiency on HE production we apply a two-stage approach: The bias corrected DEA efficiency scores obtained from the first stage are regressed on explanatory variables that capture effects caused by tertiary education reforms, staff composition and other institutional factors using a truncated regression.

We found no efficiency decrease or great efficiency variations over time which indicates that Swiss universities have mastered the reforms quite well. It seems that efficient production of HE was not affected negatively by the additional burden of implementing the national and international reforms. However, if looking at the discipline-level differences become obviously. The results show a clear compensation effect if efficiency is assessed at the university level: lower efficiency values in various disciplines are compensated by higher efficiency values in other disciplines. Particularly, the efficiency values for humanities and social sciences are general lower for the whole period we observed than in other disciplines. Moreover, our regression analyses show that especially variables which capture HE reforms and faculty composition affect the efficiency of Swiss universities: e.g., for humanities and social sciences we found the more Bachelor and Master's degrees are implemented the higher the efficiency, and a reduced study time has a positive impact on the efficiency. Further, our results support the assumption that higher knowledge and skills in teaching and research attributed to professors increase efficiency. In natural sciences we also found a negative impact on efficiency due to a high overhead that goes account of teaching and research activities.

Concluding, our results indicate the need for disaggregated efficiency analyses to ensure appropriate evidence-based decision making by both the university management and the governmental authorities. Furthermore, we find evidence that there are external determinants with an impact on HE production. This has to be considered when asking for steering instruments in order to make university production more efficient.

W-047	Governing Universities, formal structures and informal practices

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Premises and proposal

Nowadays, management models and especially the rhetoric of New Public Management is hegemonic in literature and in public debates on public sector governance reforms. A demand of more efficiency and efficacy, a lower trust in public institutions and therefore a stronger emphasis on privatization and accountability issues, and the proposal of a more centralised leadership and managerial administration are the leading guidelines for changes in Higher Education Institutions (HEIs), too. If the Anglo-Saxon countries were the starter developers of such models, in other countries the implementation of similar reforms faces opposition that is not only a political one but foremost a cultural critique as those models would not fit with the local contexts.

As most of the HE experts emphasise (Burton Clark and Alberto Amaral among others), there is a difference between the ideology of managerialism and the need to improve the management and governance of HEIs, as the new tools and procedures must be also coherent with the other characteristics of these organisations. This point has relevant implications also for the studies in the field. Managerial models seem insufficient and poor to describe the actual functioning of universities and other models and theories are needed. In particular, two issues are relevant. One is the context in which the organisation is settled in terms of cultural, economic and political aspects, as the Neo-institutional approach suggests. But another aspect results as relevant, what we may call the social factor. Interactions between people are still (or even more) crucial than the formal models aimed at efficiency. In order to explain such practices, sociological theories about agency and social organizations are more than helpful. The actor matters and it is not possible to efficiently implement policies in complex (public) organizations without the full (or mostly) involvement of the people that are supposed to actually develop such changes. As suggested by Mayntz, even the definition of governance need a broader consideration and is not limited to a system of rules but also includes the ways the system really operates. The paper explores this supposed dichotomy between structure and practices by the analysis of two Italian universities: a big, ancient and competitive one and a smaller, new and apparently disadvantaged one. In order to give account of their complex daily government and management, theoretical tools from sociology are used, starting from the concepts of collective action and freedom of actors by Crozier and Friedberg.

The story told by the two case-studies, especially through the words of the different actors involved in the processes and the interpretation process that only a sociological approach offers, will give a clearer picture of complex organisations (like universities) that can be useful for both public policy regulations and modern private field. We will show that when the formal structure is too centralised, formalised and hierarchical, not only it does not allow freedom of action and limits creativity, but it may also risks to paralyse the organisation and thus to make it less efficient, because the subjects supposed to implement central decisions are not motivated to

take the necessary actions. A longer period of informal consultation and involvement of the people in the different levels of the organization, is not a loss of time but, on the contrary, the only way to proceed, as coping with contextual and internal social constraints is binding.

Background information on the research and methodological aspects

The arguments and data used for this paper are part of a broader comparative research on institutional governance of HE organisations in Italy and in France, with special reference to the role of middle management as the link between the central government and the academia (and the academic community in general). The focus is on the comparison between the formal structure settled and the actual daily (informal) practices developed in order to run and govern the institutions and the activities people are involved in. The sociological aim of the research is to test the possibility of building governance models that take into account both structural and interaction elements. Italian and French HE institutions are chosen as empirical case studies juxtaposed to the ideal-type of New Public Management. Using qualitative methods and far from aiming at any generalisation, the four institutional stories are able to tell a *thick* story about how complex organisations like universities are governed.

The empirical data for the part of the research presented in the paper consist of more than 80 semi-structured interviews (about 1 hour conversation each) with different actors in two Italian universities, documentary analysis of official documents and regulations of the two organisations and participant observation during some official meetings.

W-048	What happened to the public organization in organization studies? A bibliometric analysis of top journals

Rick Vogel[*]

Purpose. The studying of public organization and organizing has a long-standing tradition in organization studies. Among the seminal contributions that paved the way for contemporary research in the field, many decidedly focused on bureaucratic organizations in the public sector. This applies to important parts of Max Weber's (1978) ground-breaking work, to subsequent theories of bureaucracy by Peter M. Blau (1955), Michel Crozier (1964), Anthony Downs (1967), Robert K. Merton (1952), William A. Niskanen (1971), Phillip Selznick (1943), and many others, and even to foundations of new institutionalism by John W. Meyer, Richard W. Scott and colleagues (1983), to name but a few. The purpose of this paper is to explore how this heritage continues in current research. What role does the studying of public organizations and organizing play in organization studies, and how has its significance evolved in the course of time? To what extent, and in what respects, does it differ from the studying of private organization and organizing? Do both streams of research cross-fertilize each other, and if so, what synergies do they have?

Methodology. To address these questions, an empirical study of leading academic journals is carried out in a bibliometric methodology. Bibliometrics is the statistical analysis of scholarly communication through publications (De Solla Price, 1965; Garfield, 1955; Pritchard, 1969). The most common bibliometric methods are varieties of citation analysis. In a descriptive (as opposed to evaluative; Van Leeuwen, 2004) use, citation retrieval is applied to reveal the intellectual traditions of a field and to trace its development in the course of time. In particular, bibliometric methods are useful when there is a lack of clarity on how different subfields of research relate to one another, as is the case with the studying of public and private organization and organizing. In order to shed light on the interrelations between these traditions, the present study combines co-citation and factor analysis with network visualization.

Data. The empirical study is exemplary focused on *Administrative Science Quarterly* and *Organization Studies.* The rationale of this selection was to cover top journals which represent leading scholarship in organization studies. Since North-America and Europe have different scholarly traditions (R. E. Meyer & Boxenbaum, 2010; Üsdiken, 2010; Üsdiken & Pasadeos, 1995), a further intention was to balance the sample with regard to the journals' geographical origins. The data set was gathered from the Social Sciences Citation Index® (SSCI) and comprised the period from 1980 to 2009, including 59 volumes of the selected journals (see Table 1). For articles, reviews and proceedings papers that appeared in the period of investigation (excluding editorial material, book reviews, notes, corrections, letters etc.), citation data were extracted from the database and made subject to a thorough cleansing. The final database of the bibliometric study consisted of 1,744 documents with 108,636 references. Subsequently, title, abstract and author-supplied keywords of all documents were content-analyzed using the software package MAXqda version 10. The coding scheme consisted of three categories: 'private' for articles that focus on private organization (as signified by keywords such as *business*, *corporation*, *enterprise*, *firm*, *industry*, *market*), 'public/not-for-profit' for articles with focus on public and/or not-for-profit organizations (as signified by keywords such as *local authority*,

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governmental, *public*, *state-owned*, *university*), and a residual category for articles with no specific focus on either private or public/not-for-profit organization.

Preliminary findings. Some preliminary results are available for *Organization Studies* in the period from 1990 to 2009. On average, the studying of public organization and organizing accounts for 11% of all published documents (see Figure 1). However, the paradigm maps of the 1990s and 2000s (see Figures 2 and 3) show that this branch of research is not represented in all subfields of organization studies to the same extent. In these diagrams, the large nodes stand for clusters of frequently co-cited works resulting from factor analyses, while the small nodes revolving them represent assigned articles published in *Organization Studies*. Since the maps emerge from the aggregated references made by the authors, they can be regarded as a self-portrait unconsciously drawn by the EGOS community in the course of the last two decades. In the 1990s, articles assigned to the 'public/not-for-profit' category appear in all of the field's major paradigms: Organizational Symbolism, Postmodernism, Behavioural Theory and New Institutionalism. Only the Business Systems Approach, which is, by definition, focused on business settings, and Interorganizational Networks lack articles on public organization and organizing. In the 2000s, this stream is most eminent in New Institutionalism and accounts for little proportions in Practice Theory and Organizational Symbolism. All other clusters are either not specialized in any type of organization or are decidedly focused on private organization. This particularly applies to the predominant paradigm of the last decade, Learning & Innovation, which unifies the literature on organizational learning and capabilities. Thus, while the overall diffusion rate of public organization and organizing in the field of organization studies does not vary to a significant extent, some paradigms offer more fruitful starting points for mutual engagement between the studying of public and private organization and organizing than others.

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W-050	Sustainability, globalization and the hybridization of city organizing

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Abstract:
Sustainability and the organizing of cities are intimately related. Issues as mobility, energy efficiency, urban poverty, waste management, water, social and spatial segregation, urban sprawl, or climate change, to mention a few, all concerns both sustainability and cities.

The organizing, or disorganising, of city-sustainability often entails the engagement of a multitude of actors coming from different organisational levels and fields. As a result, the boundaries between dichotomies as the public and the private (Brunsson, 1994), the global and the local, are blurred. This has led to the elaboration – from public administration, policy making, or organization studies – of epistemological constructs that facilitate our understanding of these practices, such as: network governance (Rhodes, 1997; Stoker, 2006), multi-level governance (Peters and Pierre 2004), new public management (Hood 1991), action net (Czarniawska, 2002) or hybrid organisations (Kickert, 2001; Koppell, 2001, 2003; Kurunmäki and Miller, 2006; Thomasson, 2009).

The hybridisation (e.g. Pieterse, 1995) of city management seems to be a standardised organisational response both to address meta-problems as issues of sustainability that demand holistic and multi-level approaches (Roome, 2001); and to face the complexity of institutional contexts in a globalizing society with an increasing interdependence on external resources, regulations and actors (Castells, 1996).

The purpose of this paper is to contribute to a better understanding of the process of hybridisation of the organising of city-sustainability by elaborating the metaphor of a biological and a cultural hybrid and bringing it into organisational and public administration studies.

In order to do that, the paper concentrates on the exploratory case-study of the garbage dump and slum of La Chureca, in Managua, Nicaragua, and its regeneration project. At La Chureca 2000 people work informally by selecting recyclables from the garbage, 300 families live in the garbage slum and almost 600 children work. The garbage dump is being the object of an urban and environmental regeneration project, the Acahualinca Integral Development Project, funded by the Spanish Aid Development Agency in collaboration with the Managua local government, which includes actions related to social, ecological and environmental sustainability.

Most of the field material used in this paper is textual (interviews, interview notes, observations and field notes) has been collected during two field visits to Managua: from December 2009 to March 2010 and from January to February 2011. The data is firstly coded and categorized. Then, we relate the categories derived from the field to concepts stemming from theoretical underpinnings as the biological or the cultural hybrid metaphor.

The Acahualinca project can be conceptualized as an action net where a multitude of organizations are involved in its formulation and implementation: the Managua local government, different national ministries, international aid organizations and NGOs, multi-lateral international agencies as UN-Habitat, engineering corporations, local NGOs, the local community, and a number of intermediary organisations (such as the technical unit created to implement the project or an special body within the municipal government to translate international development projects into the municipal policies) among others. In a previous paper we conclude that the result is the hybridisation of city organising (Zapata Campos and Zapata, 2010).

A hybrid is a metaphor, even though we might not think of it as such. In organisational studies hybridity implies the encounter of different cultures, institutional fields or logics. In the first part of

the paper we explore the applicability of the hybrid metaphor brought from biology to culture by Stross (1999) to our case study. In the second section, we use analytical frameworks and concepts coming from both the new institutional theories and from the studies of hybridity and transculturalisation in cultural anthropology (e.g. Pieterse, 1995) to analyse and discuss our findings. More specifically in this section we explore the role of interorganisational translators between the different organisational cultures involved in the Acahualinca project. These interorganisational translators have been addressed previously in the organisational and cultural studies through concepts such as: intermediary organisations (Brown, 1993), boundary organisations (e.g. Guston, 2001), boundary-spanning organisational structures (Scott, 1992), micro-actors (Hernes, 2005), boundary-spanners (Aldrich and Herker, 1977; Bozeman, 1987), intercultural brokers (Bhabha, 1990) or marginal (Park, 1928).

In the final section of the paper we explore the implications of the process of hybridisation (e.g. questions of identity, democracy, transparency, flexibility, autonomy, anxiety, stress, or ambiguity), the role of the interorganisational translators, and the emergence of power in the organising of sustainability in the glocalised city.

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W-052	The Determinants of Internal Audit within Belgian Public Entities: a Neo-Institutional Perspective

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Within the context of recent managerial reforms within the Belgian public sector, the internal audit function, viewed as a new managerial instrument to reinforce the reliability of an organizational internal control system, has been sporadically spread among Belgian public organizations (van Gils *et al*, 2008). Indeed, internal audit activities within the Belgian public sector are characterized *firstly* by their very young character and scarcity at certain levels of government. A *second* characteristic is the occurrence of heterogeneous situations that exist concerning organizational choices pertaining to the adoption, characteristics and professionalization of these functions. *Thirdly*, the internal audit policies enforced by public authorities, upon which public organizations are dependent vary substantially (van Gils *et al.,* 2008). At the same time, recent research on internal auditing has shown that internal audit professional boundaries are continuing to evolve, driven primarily by increased attention to 'good governance' and the resulting regulations, codes of good governance, guidelines, and internal control standards (Krogstad, 1999 ; Paape, 2007 ; Sarens, 2009). Bearing all this in mind, the main research question addressed here is *to identify to what extent the institutional theory explains the motivation of Belgian public administrations' choices, in terms of the way they adopt internal audit.*

To date, very few studies have addressed internal auditing in the government area (e.g. Selim, 2000; Goodwin, 2004;; Sterck *et al*, 2005; van Gils *et al*, 2008) and/or failed to involve public

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administration theories adequately while interpreting empirical findings, even though numerous socio-political authors note that public administrations have their own specificities which have implications for their management (Rainey, 1989). Consequently, the current study attempts to come to a better understanding of internal auditing practices within public administrations, in close line with public administration theories.

As public administrations are subject to more elaborate institutional constraints and political pressure than business organizations and, therefore, less autonomous to react on immediate environmental factors (Meyer, 1979; Rainey, 1989), it is the aim of current study to investigate the adoption of internal audit activities from an institutional theory perspective.

Institutional theory has proven to be a valuable explanatory framework for better understanding organizational behavior in various sectors, including public organizations (Torfing 2001; Van Gestel & Teelken, 2006), as well as in internal auditing research (Arena & Azzone, 2007). However, most of these studies have tended to view public sector organizations more as largely driving the institutionalization of other organizations toward greater levels of homogeneity, through regulation, accreditation, oversight, and funding relations, rather than as themselves being the objects of institutional pressures (Frumkin & Galaskiewicz, 2004). Thus, the other scientific originality of this study lies with its examination of the behavior of *public organizations that are themselves* susceptible to institutional pressure.

More particularly, this research will use a neo-institutionalism perspective, based upon DiMaggio and Powell' concept of *isomorphism* (1983;1991) to explain public administration choices, in terms of the way they adopt internal audit. In addition, based on our earlier remark concerning the direct implication of public organizations characteristics on their related managerial practices, we assume that institutional isomorphic will vary according to different characteristics among organizations. As some authors also pointed out*, "some organizations will find it easier to respond to such pressures than others because of certain internal features*" (Verhoest *et al.* 2007, 487; Carpenter, 2001; Osborne 1998 ; Scott, 1995*).*

Internal features of public organizations based on the notion of "autonomy", corresponding in an increasing distance of the state organization from the core government in various autonomy aspects, seems very appropriate for our study since it involves direct implications on organizational managerial capacity, accountability behavior and legitimacy issues (Verhoest *et al*, 2004, 2007). We assume here that various types and gradations of autonomy will induce variation amongst organizational motivation and capacity to respond to internal auditing requirements put forward by institutional pressures.

Our central hypothesis is that *public organizations facing similar coercive, normative or mimetic institutional pressures on internal audit activities will adopt an internal audit activity, but in a different way, because of their different degree of autonomy to government*. Organizational autonomy attributes (e.g. managerial, political, interventional, financial) are likely to play a moderator effect on institutional pressures with regard to the adoption of internal audit activities. We expected that high managerial autonomy combined with low interventional autonomy (e.g. high accountability culture) are strong facilitators for internal audit adoption. As institutional pressures and organizational attributes are likely to compete with one another for explanatory power, multiple paths are likely to explain a given outcome in terms of internal audit adoption. Various stages of internal audit adoption are suggested in this current study on the basis of the five maturity scale levels taken from the very recent Internal Audit Capability Model (IIA, 2009).

The hypothesis are tested in the Belgian public context through a quantitative survey conducted jointly with the Institute of Internal Auditors Belgium (IIABEL) during the spring of 2010. The sampling frame counts hundred Belgian public administrations of various autonomy scale including both Internal Audit Adopters and Non Internal Audit Adopters. With the data of the survey, a configurational analysis has been conducted based on Qualitative Comparative Analysis (Rihoux and Ragin, 2009). This research theoretical framework and findings of the empirical test will be presented at the conference.

W-053	Organizing markets for public services: the case of independent public schools in a Swedish municipality

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Public sector reforms have been frequently undertaken in Swedish municipalities during the last two decades. Whether labelled as "market oriented" or not, these reforms have indeed been leading to creation of markets. Strong examples are markets for school education that have emerged in many municipalities. Such markets are no natural or self-emanating phenomena. They are consciously designed, organized and regulated. However, little is known about these markets and their organizational attributes. There is a range of players, structures and mechanisms observed in the new markets that are different from the ones traditionally ascribed to markets in literature. These markets are organized in ways different from the former large bureaucratic public organizations but still featuring the same elements. It is therefore necessary to conduct empirical studies of markets that evolve due to public sector reforms. Understanding modes of organizing markets for public services is essential for both theoretical and practical reasons.

School education has become a market product in many Swedish municipalities. The educational reform of 1992 made it possible to establish independent schools alongside traditional public schools and gave students the right of free choice of school. Today, the number of independent schools is growing but it still stands for a minor fraction of the total market. Recognizing that the competition is hardening, municipalities launch projects to reorganise the public schools. A new organizational solution is independent public schools that have recently been added to the variety of schools competing for students in the municipal markets. As their equivocal title suggests, these schools may combine elements of the public and the independent. This development may be seen as a further shift of organizational frontiers of the public sector.

Against this background, the paper aims at investigating how a market for compulsory education is organized. Studies of public management and organization have shown that public reforms have created markets but there are no studies aimed explicitly at the ways these markets work. To fill this gap, I elaborate on a case study where I apply a market research framework, extending it to incorporate public sector institutions in order to understand how the market is regulated. The theoretical starting point lies in recognition of markets as organizational arrangements consisting of interconnected structural, behavioural and institutional elements. To gain entry to the framework of relationship between the three kinds of elements, I suggest it is consistent to start with outlining the market structure. The purpose of the paper may thus be specified as analyzing the market structure and its prerequisites for shaping market activities embedded in an institutional context. I discuss a number of specific structural elements of the studied market for education. The market structure is analyzed in terms of basic conditions of supply and demand as well as the levels of concentration, product differentiation, barriers to entry, vertical integration and the structure of resources. Some

specific structural prerequisites of this market are highlighted and the market disparity between the number of eligible students, representing the demand, and the three forms of schools, representing the supply, is discussed. Further, I address the institutional regulation of the created market and show that the structure is defined within a strong institutional environment of the public sector and educational regulation.

I refer to a study of the market for compulsory education that evolved in a Swedish municipality. A project was launched in 2006 aiming at finding an organizational solution for the recognized problems in the municipality's compulsory schools. There was a growing awareness of the fact that competition between schools in the area was taking place, bringing along both positive and negative judgements from the community. To influence the competition pattern, politicians decided that the school sector was to be reorganized. With both public and independent schools already being present at the market, the municipality introduced the idea of creating a third school form, an independent public school. This new form was to become an independent unit within the public share, enjoying the freedom of acting autonomously. Establishing an internal board of directors, defining a specialized profile, redirecting financial flows within the school, were mentioned among the opportunities. In 2008, after rounds of negotiations, there were three forms of schools officially ready to pick up the competition with an independent public school as a newcomer on the market. The schools now had different positions in the municipal hierarchy. They were organized, financed and regulated in somewhat different ways although they still had much in common sharing the same market.

The empirical material includes meeting observations, document studies and interviews collected during a two-year period. Politicians, public administration officers, school principals and other stakeholders have expressed their views, highlighting the consistencies as well as the inconsistencies of the studied market. The analysis shows that a market created within a public sector context may possess a number of remarkable attributes that are different from those traditionally ascribed to markets. Defining the structure of the market is thus both a theoretical starting point and an analytical result. There are a number of structural elements that are exogenously fixed and cannot be altered by the market players on a short term basis, such as the number of students, the pattern of governmental funding and the national standards for school education. Furthermore, the strong institutional environment of the public sector creates specific rules that both constrain and unshackle market conduct. The structure of the studied market may create prerequisites for market players to develop strategies different from the ones predicted in traditional market literature. It is observed that the structure of the studied market serves as a foundation for strategies where organization becomes the primary subject to variation, followed by changes in the product and the cost pattern.

W-054	The public sector context and reputation management: Five problems

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This paper discusses five problems that most public organizations will face when attempting to build a strong reputation. Reputation-seeking public organizations have trouble connecting with their stakeholders on an emotional level, standing out as unique and differentiated organizations, communicating as coherent bodies, and maintaining excellent reputations. In addition, the inherent political nature of public organization constrains their reputation mangement strategies. In this paper we examine in depth the nature of these challenges and discuss the general implications of them for the social standing of public organizations.

W-056	Critical competences in public organizations facing turbulent environments: the EUROCONTROL case

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ABSTRACT

The analysis of the organization's strategic competitive advantages in networks is now a recurrent issue in resource-based theories, which proposes that sustained competitive advantages are more a function of organization resources than of industry structure (Amesse et al, 2006; Sanchez et al, 1997; Prahalad et al, 1990; Teece et al, 1997). When organizations face turbulent environments and the increasing complexity of the scientific and technological knowledge base, they focus the attention on activities fostering their competitive advantage against partners and competitors, and their position in the value chain. Viewing the organization as a stock of knowledge, the argument is developed that dynamic competences represent an important antecedent of superior performance in turbulent environments. Approaches referring to the management of knowledge assets and of competencies investigate the frontier between organizations, and the nature of interactions between stakeholders in networks.

Dynamic competences stand here for the variety-generating capability of knowledge. Even in the resource-based views, the diversity of approaches about competences makes it obvious that the very concept of "competence" remains imprecise. The identification of key technological and organizational competences represents a challenge for any organization (SubbaNarasimha, 2001). What is their actual content? How are they supposed to evolve against turbulent environments? What are key competences to be maintained in-house, or conversely outsourced? What is the relationship between key competences at organization level and individual key competencies?

These questions not only apply to the industry, yet also to public bodies. To be mentioned among public actors are national states, public authorities and agencies in charge of R&D, procurement and technological innovation. The evolution of public agencies' roles and missions explain why they now inquire the nature and content of competences and the key knowledge assets to be maintained. This evolution has to account for the specificities of public missions and services, and also to the plasticity of organizations (which is their capacity to adapt efficiently to the turbulent environment).

This contribution focuses on agencies in charge of complex technological programs in relation with public missions. These organizations face the need of adapting to the evolution of their institutional and technological environment.

Numerous agencies face this type of challenge. They most often endorse specific responsibilities in R&D and technological policies. These agencies are in charge of making relevant technological choices in the framework of policy objectives assigned by political levels; they also need to make the

subsequent decisions and implement them at the level of technological programs. Numerous instances may be raised to illustrate such evolutions: agencies in charge of technological programs and procurement in the Defense domain (Merindol, 2009; Merindol & Versailles, 2010), or agencies in charge of space programs at national level (for instance CNES in France; cf. Belleval, 2006) or at European level (the European Space Agency, cf. Cohendet & Lebeau, 1987).

In this contribution, we will elaborate on a mission commissioned by EUROCONTROL, the European agency in charge of Air traffic management missions (ATM), which is also running a series of technological missions in order to "produce" ATM-related technological programs.

The agencies' role remains very specific. They currently face institutional evolutions and confront turbulent environments: technologies, economic relations, and governance modalities are reshaped at the same time. The turbulent environment affects the nature of public-private relations and the stakeholders' respective responsibilities in the development of technologies. The evolution of technological and organizational key competences translates into new positions in the value chain associated to the conception of technological programs, and in the characterization of public service missions (safety, security, quality, neutrality of the agency, etc.). This characterizes all stakeholders, yet our contribution will only address EUROCONTROL's perspective over this new environment.

This contribution proposes an analysis of the evolution of EUROCONTROL's key competences in the domain of the Surveillance products and systems (SPS) which root at the kernel of the ATM mission.

This contribution in strategic management will aim at investigating EUROCONTROL SPS unit key competences, as an instance of public body in charge of the management of complex technological programs. This contribution identifies key organizational and technological competences, and characterizes "values" and "attributes" of the knowledge assets mobilized by EUROCONTROL SPS unit. We propose to refer to the depth and breadth of knowledge and capabilities. Depth and breadth are the result of the technological and cognitive complexity associated to the conception of SPS products, and at the same time the condition necessary for managing it (Prencipe, 2000; Wang and von Tunzelmann, 2000).

The interaction with EUROCONTROL SPS unit has led to appraise the level of depth and breadth of capabilities associated with several roles in the SPS product environment (i.e. the interaction between the Agency, its stakeholders, the SPS products end-users, and the industry). Evaluations have focused on EUROCONTROL SPS unit's capability to manage problem-solving, implement solutions, and facilitate interactions within the SPS network. We frame the investigation with several scenarios characterizing EUROCONTROL's roles and responsibilities, which correspond to specific positions in the value chain and to potential arrangements in the turbulent environment.

Following the perspective developed by Hitt (2005), this contribution stresses the relevance and specificities of the investigation of competences for public organizations in strategic management, which holds particularly when agencies are in charge of the management of complex programs.

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W-057	Titel: A New Institutional Challenge in the Era of the Vanishing Firm

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Economic organizations (multinational corporations, global value chains) are the primary engines of the economy's globalization. As they expand in space, these organizations simultaneously fragment: the keyword to describe this process is modularization (Baldwin and Clark 1997; Langlois 2002; Sturgeon 2002). This evolution has serious consequences; the integration of the whole no longer occurs through a stable hierarchical center, but is provided by several scattered and mobile centers (Czarniawska 2004). A new form of economic organization has emerged with vague boundaries, a so-called "vanishing firm" (Langlois 2003). At the same time, the institutional demand on economic organizations has increased and diversified (at the level of the spatial scale of intervention, the status of those involved in these interventions, and the content). Several neo-institutional studies have shown that economic organizations, built within "institutional environments" that are sometimes "inconsistent", can develop practices of "decoupling" (Meyer and Rowan 1977) or "hypocrisy" (Brunsson 2002 [1989]) and adjust as they please their "legal" perimeter. Confronted with the dual ability of economic organizations to modularize and decouple themselves, what margins of maneuver do institutions have to influence the behavior of economic organizations?

The source of our questioning originates from a specific type of analysis of institutions and their role in the economy. We will follow J. March and J. Olsen's proposals from their seminal article about new institutionalism which "insists on a more autonomous role for political institutions" (March and Olsen 1984). This perspective invites us to examine the role of institutions in economic life by focusing analysis on the organizations which embody them and put them into practice (according to March and Olsen, "the organization of political life makes a difference"). We then enter the field of organizational analysis. This field has provided numerous insights into organizational life, but one (classical) research stream will be of particular interest for us: it is the one which focuses on "organization and environment relationships". We will then consider organizations as "interpretation systems" (Daft and Weick 1984). If we apply this general framework to our objetc, then the question we would like to address in this paper is: what kind of "interpretation system" do institutions set up in a world of vanishing firms?

Many institutional projects have being affected by the spillover and blurring of economic authority but the way they have reacted seems quite diverse.
Some projects are clearly affected but do not yet seem to have reacted to the related problems. This is the case, for example, with the promotion of Corporate Social Responsibility in France via a 2001 law which requires that companies of a certain size implement social and environmental reporting. Several studies and reports on the subject have underscored the issue of the perimeter involved in this reporting, which from the outset discredits the hypothesis that a "natural" perimeter exists (that of the legal entity) (2007) (2004).
Other institutional projects have already adapted their procedures. We can mention the strategy of the European Directive of July 25, 1985 concerning "liability for defective products" which aims to make all parties involved in an economic operation jointly liable beyond legal arrangements: the release of a product makes any entity that contributed to its release at one time or another responsible in

principle. This solution takes an old definition of joint and several liability found in civil law and which relates to "joint and several obligations" (Supiot 2005).

The paper will examine more deeply two public tools, which are both part of the French labour law: the "work council" and the "revitalization convention". The former is an "old" tool (created in a 1946 law) and the latter is a new tool (created in a 2002 law); the evolution of the former and the creation of the latter can be described as a reaction to the emergence of the "vanishing firm" and the surrounding issues.

French labor law aims to balance the authority of economic control by encouraging, among other things, the creation of spaces in which company management can account for decisions to workplace representative bodies. In companies with fifty employees or more, works councils are one of these spaces and information and consultation procedures exist specifically for this purpose. We will show how the working of this body has found itself confronted over the past decades with the transformation of business authority and decision-making processes and which solutions it has invented to deal with. We will look at the three primary channels through which labor law "acts": the law (labor code), case law and professional practices. Two separate strategies can be advanced: the first corresponds to a complexification-hierarchization of the perimeter of councils; the second strategy aims to increase works councils' capacity for economic intelligence.

Another way to vanish is to lay off employees or to close workplaces. This creates damages not only for laid off employees but also for the local community (lower tax income, less income to be locally consumed, etc). A new public tool has been created recently in France to compensate this kind of damages: the "revitalization convention". A corporation (if it is part of an European group of more than 1000 employees) laying off more than 10 employees has to elaborate a "revitalization convention" with the local representative of the State. This document describes the means it will carry out to create the amount of employment equivalent to the one it has laid off. Five case studies have been undertaken to describe how this new public tool "acts" in five French regions. They will show how local public agencies use this tool as a "quasi tax" and how corporations outsource their compensating actions toward "revitalization" consultants.

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W-058	The Internet in Government: public values and the reorganisation of the State

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The diffusion of the Internet and related networked technologies has become of critical importance as a medium of communication, promising an era of remarkable changes for both economy and society (Castells 2001). Governments are no exception here. The Internet and related information and communication technologies (ICT) have provided a new platform to alter the nature of the interaction between citizens and the government (Fountain 2001; Chadwick 2003). Citizens in the information age can access both government services and public information easily and directly. Similarly, government agencies can open new channels of communication and information exchange with citizens, enabling a much faster, efficient and transparent, as well as responsive government. Yet ICT adoption in the public sector (otherwise known as 'e-government') is a complex undertaking; research in the field suggests there have been over-optimistic claims on the actual benefits the Internet has delivered in governments (Heeks and Bailur 2007; Yildiz 2007; Coursey and Norris 2008; Norris 2010).

This paper contextualizes the e-government initiatives as part of bigger governmental reforms influenced by the New Public Management (NPM). Within the vision of the NPM reforms and following the rationale of private sector innovations, e-government has been conceived as a powerful tool to mainly enhance efficiency and policy effectiveness as well as other democratic values (Bellamy and Taylor 1998; Heeks 1999; Fountain 2001; OECD 2003; OECD 2005; Cordella 2007). Given the procedural nature of many government tasks (Meier and Hill 2005) and the central place that information storage, manipulation and communication occupy within the activities of public sector bureaucracies (Dunleavy, Margetts et al. 2006 p.10-12), the use of the Internet and new information technologies provided a very attractive strategy to reorganize tasks, routines and internal processes, as well as a low cost medium to reorganize the interactions with citizens. Therefore, within the NPM paradigm, the emergence of the Internet was an ideal tool to help making a government that "works better and costs less". Within this hype (as I would argue), early writings about e-government have focused primarily upon providing a descriptive situation of what is happening, and less with processes, actor's interactions, and complexities (Norris and Loyd 2006; Yildiz 2007). Even though a considerable amount of empirical research has been conducted in e-government, the attempts to study the effects, causes and contingencies as well as the consequences of networked technologies in the reconstruction of public organisations remain sparse with notable exceptions (e.g, Fountain 2001).

In this paper I propose to discuss the implications of technology-motivated programmes on remaking public sector organisations. To do so, I will focus on a particular aspect: how do public organisations create and deliver public value from technology-led innovations? In addition, other questions to explore are: how do public managers understand the value information technology may deliver? What do the studies of organization and technology have to offer to contribute towards this understanding? Can the public value paradigm serve as a lens to inform e-government initiatives to reform the role of the state?

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This theoretical piece deals with these issues head on. The paper starts with a theorization of computing in government, with a special emphasis on the use of the Internet and networked technologies within public organizations. A review of the main trends of the use of information technologies within the NPM reforms is presented afterwards, which highlights the primarily focus on managerial values associated to those reforms. Then, a public value perspective is introduced; creating public value refers to those services or outcomes that "add value" to society, and which transcends the notion of public services understood as "products" measurable form a financial or economic standpoint (Moore 1995). The study of public values is by all means complex and it is still at the centre of public administration research (see for instance Beck Jorgensen and Bozeman 2007; Alford and Hughes 2008). Thus, building on the work of Moore (1995) I propose to develop a framework for public value creation, and to address what issues and implications could be raised in delivering public value from technology-motivated intervention.

This piece aims to contribute in two ways. First, following others (Avgerou and Walsham 2000; Fountain 2001; Smith, Noorman et al. 2010), this paper approaches the use of the Internet and other networked technologies in government not merely as information processing tools and communication technologies but rather as elements of a larger socio-technical system. As socio-technical, the system is composed of humans, technologies, politics and values as well as knowledge and tensions, which means that the introduction of the Internet and other ICT will not be considered here neutral, or uncontroversial. Thus, this paper aims to build on previous insights of studies of technology and organisations that goes beyond considering technology as a black box (e.g. Coombs, Knights et al. 1992; Kallinikos 2006) -and yet not extensively applied to public organisations (Norris 2010). Second, as previous research has shown, public organizations differ from private enterprises in several dimensions and the way information technologies are designed, enacted, and used may differ as well (Buchanan 1974; Rainey, Backoff et al. 1976; Bozeman and Bretschneider 1986). I argue that the public value paradigm can serve as powerful lens to bring the critical differences back in, in order to understand how government uses, adopts and enacts information technologies. Overall, the goal of this paper is to highlight challenges and dilemmas that can emerge from ICT implementation in the public sector, rather than dismissing their potential benefits.

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W-059	Exploring Cultural Theory of Public and Private Organisations: Health Service Users' A Priori and Posterior Policy Choices for Health Service Delivery

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Abstract

The aim of the paper is to emancipate a priori knowledge (Steinberger 1999; Rainey & Bozeman 2000; Rainey & Chun 2007) of the public and private in organisation theory by exploring culturally how social institutions (Berger & Luckman 1966; Wildavsky 1987) generate distinct a priori and posterior knowledge about public and private organisations. The paper explores theoretical underpinnings of the following questions: 1) where does the a priori and posterior knowledge derive from in choosing public and private health service organisations? 2) How do a priori and posterior knowledge differ towards public and private service organisations between distinct health service users? 3) What is a priori and posterior nature of the public and private health service organisations from the distinct health service users' perspective?

Cultural a priori and posterior experiences and expectations are a neglected area in comparative research of public and private organisations and policy analysis. (see Bozeman & Landsbergen 1989; Perry & Rainey 1998; Couldry 2006; Newmann & Kuhlmann 2007; Vuori & Kingsley 2009). Here, a priori

denotes ontologically predetermined, subjective propositions and untested assertions about public and private organisations such as myths and separate organising and organisational forms of human endeavour (Vuori 1995). Prominent scholars denounced these distinctions as misleading oversimplifications that cannot falsify comparative theories of organisations (Rainey & Bozeman 2000; Vuori 2000; Rainey & Chun 2007). A posterior it can be misleading to equate hierarchies and markets to public and private organisations (e.g. Lindblom 1977; see Czarniawska 1985; Vuori & Kingsley 2009); rather all organisations speak for themselves. They may be understood a posterior to a differing degree of political and economical authority (cf. Bozeman 1987; Billis 2010). However, we argue that the a priori the dichotomy of public and private will be always embedded in citizens' expectations (cf. Arendt 1958). Therefore, our expectations and behaviour will construct obstacles for new understanding of public and private organisations theory.

In this paper, we develop cultural theory of public and private organisations (CTPPO) that seek a understanding about the epistemology of public and private organisations within the frame of different health service users' expectations and experiences. The CTPPO provides an approach to understand the dynamic roles of health service users: patients, consumers, clients, customers and outsiders embedded in public, private, non-profit, autonomous and hybrid health service delivery in different cultures and policy domains. In particular, it focuses on culturally driven a priori and a posterior knowledge in defining the boundaries between the distinct health services organisations.

The CTPPO is grounded in the assumption that social institutions generate distinctive set of policy choices, and adherence to certain values legitimizes corresponding institutional arrangements (e.g. Merton 1957). Thus, people by their interactions organise themselves into the five sectors of social life that all have distinct a priori and a posterior political and economical authority for health service delivery (cf. Douglas 1982; Thompson, Ellis & Wildavsky 1990). According to the CTPPO, the distinct constraints for a priori and posterior behaviour are located in the five sectors. Thus, as policy makers health service users have differing preferences for judging the knowledge. The CTPPO is derived by the scarce philosophical and empirical underpinnings of a concept that plays a critical meaning in the formulation of organisation theories and responsiveness of health services in different countries and cultural contexts. A theory is based on emancipator interest that seeks to greater discretion in recourse allocation and transfer decision-making capability from governments to service users in producing public and private health services.

Keywords: public, private, organisation, culture, health service user, health service, comparison

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W-061	Reforming administration through organizational hybridization. The case of the French General Directorate for State Modernization (DGME)

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One of the most notable effects of the New Public Management (NPM) reforms wave, in the last decades, is the massive introduction, within public organizations, of discourses, methods and managerial tools coming from the private sector. According to reformers, this so-called "modernization" aims to break up with the supposed rigidity, inhumanity and inefficiency inherent to the traditional bureaucratic structures of an overweighed welfare State (Du Gay 2000). As a consequence, one can observe the continuous development of complex and hybrid organizational forms (Christensen et Lægreid 2001; Kickert 2001). These "hybrids" are characterized by the emphasis put on performance measurement and goals settings (Bouckaert et Peters 2002; Radin 2006), the implementation of post-bureaucratic organizations (Goldsmith et Kettl 2009) or the marketization of public services (Hansen 2010). By combining traditional bureaucratic forms of domination with elements of managerialism, these structures produce enforced forms of control and blur traditional sources of legitimacy (Courpasson et Clegg 2006). It can so be said that the understanding of these composite organizations' politics, becomes a major stake to throw light on the evolution of public administration at the age of the NPM and post-NPM reforms.

The General Directorate for State Modernization as an organizational hybrid

In this paper, I would like, using the concept of organizational hybridization, to investigate a very particular public structure, the General Directorate for State Modernization (DGME). Created in 2005, and heavily restructured in 2007, the DGME is quite unique in the French administrative landscape. Linked to the Ministry of Budget, but conceived as a transverse structure, it aims to be both the *catalyst of State transformation* and the *meting pot of a new administrative culture*. The former goal requires the capacity to convince or to constraint civil servants to implement modernization reforms, the latter implies to "engineer" (Kunda 2006) an attractive and compatible form of culture, able to infuse within administration.

To entail the transformation process, the DGME takes advantage of its major role in the monitoring and the implementation of the ongoing General Revision of Public Policies (RGPP), a wide range of reforms inspired by NPM, as a key to implement new managerial tools, such as lean management, strategic planning or customer-oriented solutions. The highly political dimension of the RGPP combined to an *ad-hoc* rather coercive decision process provide a "soft constraint" (Courpasson 2006) framework used by the DGME managers as a tool to provoke reform.

Concerning the DGME's cultural project, the recruiting policy is emblematic and radically differs from the traditional French "meritocratic" way. More than 60% of the 130 people who work

there do not come from the *grandes écoles*, like the National School of Administration (ENA) or the *grands corps* but from leading consulting firms and are hired as contractors for 3 years. The mix of these contractors with high-level civil servants is supposed to provoke a reciprocal acculturation and to produce the archetypal new public manager.

But it is also important to remember that, in spite of this disruptive project, the DGME remains a classical bureaucracy, bounded by the generic administrative rules, in terms of HR processes, remuneration or interministerial interactions. In other words, the DGME is a hybrid whose mission consists in hybridizing the French administration, but, in the same time, an administration like any other else. Understanding the consequences of this contradiction is critical to analyse the difficulties encountered by the transformation processes, both within the DGME and towards other administrations.

Methodology and perspectives

To carry on this work, I will draw on the data collected during a 18 months ethnographic fieldwork, as a participant observer in the DGME. Hired as a project manager, I could follow the elaboration of several reforms, and negotiate directly with interlocutors from other ministries. I also had the opportunities to participate to the DGME's everyday life, and to follow the internal discussions and methodological changes implemented since 2009. This method allows to go through the wall of discourses and afterwards reconstructions and to directly study practices and human and institutional interactions. The qualitative material will be completed by available quantitative data, in particular, a non-published survey lead by the DGME among the 3 000 administrative top managers. Thanks to this rich information I will investigate three topics and will try:

- To describe more precisely the DGME as an organizational hybrid. It implies to analyse the internal politics of the structure, the tensions between different populations and the control system elaborated to regulate such an instable organization.
- To throw light on the system of institutional and political constraint engineered by the DGME to oblige civil servants to take an active part in the reforms. It implies to analyse the blurring in the traditional administrative leadership and legitimacy model (Selznick 1957).
- To study the resistances opposed to transformation process by civil servants. I do not speak about strikes or any form of collective action, but more of a daily, obstinate and actually productive micro-resistance, which contributes to slow down the reform, and to transform it. I argue that these resistances contribute to the hybridization process and shape the culture, the process, the practices of the DGME as much as internal interactions.

Actually, my hypothesis is that the ongoing movement I propose to study is a "double-bind", or reciprocal hybridization process. To put it in other words, I will have to understand and describe a three stages phenomenon. First, occurs an "in-house" hybridization, between the different populations that are working together in the Directorate. Second, the interactions between this original structure and more traditional bureaucracies, lead to the diffusion of tools, methods and practices, and shape the former professional identities and cultures, sometimes creating resistances. Finally, the DGME take these resistances in account and reforms its own structure to defeat them, often by bringing back in traditional decision processes.

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W-062	On the institutional innovation process: EU regulation through an evolutionary lens

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The dynamics of institutions across time and organizational boundaries is a topic that calls the attention of scholars across the disciplines of political science, economics and sociology. Balancing across these boundaries this paper analyses the process of emergence of novel policy institutions as this is contextualized in the European regulatory process. We consider regulations as endogenously emerging sets of rules that evolve in accordance to other socioeconomic factors and seek to identify the mechanism that facilitates the emergence of new regulations as well as the factors that determine the outcome of the regulatory process.

Seeking to understand the nature of, initially, any policy process we begin with Hogwood and Gunn (1984), who suggest that any public policy "needs to have been generated or at least processed within the framework of governmental procedures, influences and organizations" (Hogwood and Gunn, 1984: 24). This approach implies two basic points; firstly that any type of public policy is a result of a timely and cumulative process and, secondly, that any policy process involves purposeful interactions among different types of actors. These two premises have already been argued for: the cumulative nature of the policy process has long been argued for as policy institutions change by building on their own history (March and Olsen, 1998) and hence current changes in the political sphere can be seen as part of a sequence of earlier changes and as setting the scene for future evolutionary developments (Nelson and Winter, 1982). In turn, the centrality of interactions between agents representing different interests and beliefs has been pointed by views suggesting that the policy process is one characterized by the dynamics of agents´ mobilization, persuasion and negotiation (e.g. Slembeck, 1997). Some important implications arise from these characteristics of the policy process; the first one refers to path dependencies and possible lock in phenomena attributed to the cumulative nature of the process and the second involves learning effects, and power interplays that are linked to, both, the cumulativeness and the continuous interactions of agents.

Path dependencies are increasingly becoming part of the political science vocabulary when describing the policy process especially aiming to emphasize the notion of self-reinforcing processes (Pierson, 2000). Path dependencies are often sources of lock-in phenomena which are even more common in politics due to inherent aspects of the policy process; more specifically, in politics agents rarely achieve important changes acting individually rather collective action is fundamental to policy change. Hence, individuals might be exposed to information that has been selected from other agents and hence they may be "victims" of agenda-setting effects (Witt, 2003) which in turn result in biased policy choices and capture. Further, changes of rules and patterns are mostly dependent on authority rather than exchange and contracts (as in economics) while the existence of rigid institutions orchestrating the policy process make reversals and changes increasingly unattractive (North, 1990). Finally, even if mistakes become apparent, policy change requires long time periods due to the variety of stakeholders with sporadic participation and minor (individual) influence and because of the difficulty of evaluation of policy action in the short term (Pierson, 2000). Yet, the lack of perfect information and the constraints on available knowledge posed on all types of agents (voters, bureaucrats, policy makers, representatives of interest groups) are likely to induce agents to make

further efforts to improve their knowledge, alter their choices and induce purposeful action. Then political evolution can be seen as a learning process whereby agents improve their knowledge capacity (and consequently their bargaining power) and are able to influence and change the set of rules surrounding their action. Hence, changes of political perceptions and beliefs can be justified on the grounds that politics are a subtype of social evolutionary process that relies on knowledge accumulation for its evolution (Modelski, 1996).

The above considerations direct us to propose that the policy process is an evolutionary process fuelled by knowledge accumulation and transmission that is facilitated by purposeful actors whose perceptions and choices vary and evolve. Such a process resembles the innovation process that is as well described as an accumulation of knowledge-seeking activities, stressing the interest of agents to gain knowledge about their environment and act upon the opportunities it offers (McKelvey, 1996). In this paper we shall carefully draw a parallel between the innovation and the regulatory process and seek to understand how institutional innovations come about, what are the types of interactions and negotiations that shape common approaches to policy problems and how are new policies diffused and implemented into a system comprising of heterogeneous agents.

Our study is empirically contextualized in the European political system. We analyse the European regulatory process in each of its steps through specific regulations affecting the detergents industry. Data is drawn from secondary resources and in-depth interviews with different types of public and private stakeholders participating in the process.

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W-064	Emergence of stakeholder governance in the United Nations: an outcome of institutional work?

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The proliferation of multi-stakeholder initiatives and standard-setting – in areas as diverse as environment, labour or financial reporting – is a much discussed phenomenon in transnational institution-building (e.g., Hall & Biersteker 2002; Botzem & Hofmann 2008; Tamm Hallström & Boström 2009). In this The proliferation of multi-stakeholder initiatives and standard-setting – in areas as diverse as environment, labour or financial reporting – is a much discussed phenomenon in transnational regulation (e.g., Hall & Biersteker 2002; Botzem & Hofmann 2010; Tamm Hallström & Boström 2010). In this stakeholder model or "post-sovereign hybrid form" of governance (Bäckstrand 2006: 493), multiple actors negotiate collectively on regulatory arrangements for the provision of stability in the globalizing economy. Multi-stakeholder governance brings actors from diverse social spheres, like NGOs, corporations, governments, international organizations, and scientific communities together and is a means to accommodate competing interests in policy-making. A characteristic feature of these arrangements is that the traditional hierarchical relationship between government actors as 'subjects of control' and private or civil society actors as 'objects of control' is diminishing (Schäferhoff et al. 2009). With states as only one type of actor among others, the logic of work in the stakeholder model of governance is not external control but rather self-discipline (Djelic & Quack 2003). Ensuing standards and principles or other forms of 'soft law' underpin this logic.

Despite significant shortcomings, the cross-sectoral, multi-stakeholder model of governance is considered "the most legitimate and effective form available" in global governance (Khagram & Ali 2008: 149). This paper seeks to understand why by bringing processes of organizing in the United Nations into the analysis of the emergent normative appeal of stakeholder governance in transnational regulation. It follows Bartley's (2007: 310) suggestion that state-based actors "play key roles in creating and negotiating global orders", including multi-stakeholder arrangements as the future form of international cooperation moving beyond traditional nation-state multilateralism.

The paper locates the interest in the normative appeal of stakeholder governance in the history of the United Nations global conferences, drawing among others on Bäckstrand's (2006: 469) argument that after the Rio de Janeiro 'Earth Summit' (1992) these events "have emerged as an important arena in which experiments with new forms of stakeholder participation have gained prominence." Among the UN's global conferences, the two-part World Summit on the Information Society (Geneva, 2003 and Tunis, 2005) stands out. After the UN General Assembly decided that the WSIS should be organized as a multi-stakeholder event (GA Resolution 56/183), the Summit was labelled an "innovation" and "critical juncture in global governance" (Dany 2008; Kleinwächter 2005). The underlying view was that the WSIS provided an "unprecedented design" for political access of non-state actors to decision-making bodies in the UN (Steffek & Nanz 2008).

This view, however, is misleading. As will be shown in the paper, over the last four decades UN global conferences turned into a platform for the rise of the stakeholder model of governance. The multi-stakeholder approach of the WSIS is perhaps unprecedented, but it is not unexpected. In the process of organizing these conferences, there were subtle changes at play in the participatory arrangements

for non-state actors. The paper's argument goes that these changes were crucial in the more recent rise of a rule-based (rather than act-based) understanding of global governance in which engagement of different stakeholders in decision-finding has become a standard of appropriate behaviour. To make this claim and provide an analytical framework for the ways in which the stakeholder model is rooted in the history of UN global conferences, exploration of the "institutional entrepreneurship" notion is useful (e.g., DiMaggio 1988; Greenwood & Suddaby 2006; Hardy & Maguire 2006; Seo & Creed 2002; Wijen & Ansari 2006).

Rather than assuming a watershed in international diplomacy, this framing highlights how subtle changes have been taken place in the participatory arrangements for stakeholders from business and society through which multi-stakeholder arrangements gained in legitimacy. It asks how actors were breaking "away from scripted patterns of behavior" (Dorado 2005: 388), engaging in practical actions of "institutional work" (Lawrence & Suddaby 2006; Lawrence et al. 2009). In this perspective, the mainstreaming of stakeholding practices in the UN goes hand in hand with contentious processes of reinterpretation, recombination and 'bricolage' (Djelic & Quack 2003). They are constituted by established rules and beliefs. Though stripping away from the naturalizing effects of taken-for-grantedness, the intention is not to invoke too much heroic imagery of institutional entrepreneurs in the UN.

The paper's empirical evidence indicates that the normative appeal of the stakeholder model of governance is the historical aggregation of dispersed activities among various groups of actors in UN summitry in which oscillations between efforts to both maintain and create institutions are crucial. It thus supports the recent call "to move beyond a linear view of institutional processes" (Lawrence et al. 2009: 11). In addition to discussing the publicness of transnational regulation, the paper's findings' implications for the institutional entrepreneurship discourse will therefore seal the paper.

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W-065	Space for Innovation: Public Sector Institutional Entrepreneurs and Risk

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Title -- Space for Innovation: Public Sector Institutional Entrepreneurs and Risk

We use two case studies (from a single county) of local reforms in US Medicaid and TANF starting in the mid 1990s to examine institutional entrepreneurs as innovators and change makers in the public sector. Through fieldwork over a number of years using qualitative data collection methods we trace the emergence and implementation of significant reorganizations in each program and more broadly within their fields of practice. County Medicaid staff developed tailored intake procedures for long term care applications, working more collaboratively than in the past with healthcare facilities. These new practices stemmed from a historically unprecedented sympathetic view of healthcare facilities as entities prone to cash flow constraints and financial risk from insolvent patients. In the case of TANF the county introduced a new welfare to work approach in advance of federal legislation, which would soon mandate work as part of cash assistance for poor families. These policies embraced employers as clients of the program, taking into account their needs and assessments of the risks involved in employing new workers. The changes that occurred in these programs and later share remarkable similarities in the ways they were implemented and seem to draw on a set of conceptual currencies (Smith 1999) that exemplify the sensibilities of neoliberal governmentality. In both cases we examine new interpenetrations of public programs and private sector organizations resulting in greater accountability of the former to the latter.

Researchers working in the areas of Institutional Theory and Institutional Economics have emphasized the agency of entrepreneurs. Our approach, which is shaped by Institutional Ethnography (Smith 1999), focuses on the discursive space in which such entrepreneurial activity occurs and adds to those analyses an attention to transinstitutional conceptual currencies. Innovators in both cases proceeded in ways that were aligned with the dominant discourses of the time; proceeding in that way allowed them to claim legitimacy and open up space for reform. This kind of strategy results in local activities that are shaped by the top down vertical dimensions of this space but it carries them out in ways that are sensitive to horizontal accountabilities to the local economy and its distinctive conditions. By responding to local conditions these reforms in both cases arise from local urgencies while also reflecting translocal interests.

Alignment of entrepreneurial activity with reigning discourses of the time reduces the risks of innovation for reformers and the particular kinds of reforms that are developed seem also to be reducing risks for private entities. Indeed claiming to innovate aligns well with the emergent governmentality of entrepreneurship and thereby further insulates reformers against risk.

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W-066	Structuring governance within organization design of Italian parliamentary administrations

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Parliaments are the institutions through which governments are held accountable to the electorate by overseeing the executive power by performing both lawmaking and policymaking activities. In any organization work staff is vital. Parliament is no exception. Legislatures could not effectively perform both lawmaking and policymaking without being aided by support staff units. Legislative staffs are used by the legislature to buffer it from outside influences which it seeks to avoid or control (Hammond, 1984). Parliaments qualify as complex organizations and may be considered as professional bureaucracies. Members of parliament (MPs), as representatives, legislators and scrutinizers of the government, represent both *strategic apex* and the *operating core*. Parliamentary administrations (*support staff*) provide specific services to the organization outside the operating work flow (Bontadini, 1983; Mintzberg, 1979).

Corporate governance is considered to be the result of the interactions among various actors which have various stakes and power inside organization (Huse, 2005). The primary roles of boards are to ensure accountability from the managers of the organization and to devise organizational strategy (Farrell, 2005). The classic role of managers in an organization is to establish and enforce the use of policies, procedures, and methods that reduce uncertainty in organizational outputs and outcomes.

Governance of parliamentary administration is based on the relationship between political sphere and administrative sphere. The Office of Speaker or Bureau is a political collegiate governing body elected by members of parliamentary parties and may identify with board (Gnan et al., 2009). Secretary-General (SG) is at the top of the administration and head of personnel. SG is accountable to the Office of Speaker. Mechanism of governance should ensure that administration may operate in a neutral manner and the operating core may perform tasks without being dependent upon information source of the executive power. Innovation in coordinating mechanisms between political and administrative spheres may evolve over time. Within Italian Parliament *'Hourglass'* configuration (Cheli, 1983; Chimenti, 1981; Ciaurro, 1983; Pacelli, 1984) is called the mechanism of governance coordinating *operating core* and *support staff*. SG acts as *trait d'union* between legislative and administrative work units and parliamentary work units (standing and temporary committees). SG reports directly to the Speaker (assisted by Bureau/Office of Speaker) (*board*) *(strategic apex)*. Innovation processes may require re-configuration of the relationship between politics (board) and administration grounded on dialogue and cooperation (Gnan et. al., 2009).

Chandler (1962) showed historically that strategy leads to structure. Parliaments select a strategy and then tailor the structure to fit. The organizational design of parliamentary administrations rely on strategic choice and reflect the role of the legislature in the political system vis-à-vis the executive power (Campbell and Laporte, 1981; Ryle, 1981). Historically, mixed models of parliament and support staff may emerge (Chimenti, 1983; Chimenti, 1981; Ciaurro, 1983; Pinto, 1983). «Parliaments have developed staff structures shaped according to their own historical traditions and their roles in their own political systems» (Blischke, 1981, p. 556). Different models of parliament may require different models of support staff. *Ratifying parliament* cannot exert influence on policymaking. It is supported and aided by *registration/execution administration. Decisional parliament* is competitive with the executive on policymaking. Its strategy may be supported by *professional and consulting support staff*.

The aim of this paper is to elucidate a pattern of analysis in order to understand the role of boards or governing bodies (Bureau or Office of Speaker) within parliamentary administration. I propose that boards may play different roles of governance as models of parliament (decisional/ratifying) combine with different models of support staff (consulting/registration) from a historic perspective.

From a contingency perspective there is not one best way of designing boards (Huse, 2005). *Stewardship*, *agency, stakeholder* and *resource dependence theories* may be considered into a blended perspective (Cornforth, 2003). Each theory identifies different roles and behaviors board may play: strategic, control, coordinating and linking. However, «each theory seems to focus on only small part and no one is able to perceive the whole picture of corporate governance» (Hung, 1998, p. 108).

I describe traits and features of governance and organization within design of Italian parliamentary administrations from a historic perspective. Strategic and managerial responsibilities of political board *(strategic apex)* and administrative top *(support staff)* changed in relation to historic-political contingencies and with regard to increasing degrees of organizational complexity (Rebora, 1999). Board may play different roles and behaviors in relation to different models of parliament (decisional/ratifying) and support staff (consulting/registration) from a historic perspective. Support staff administrations evolved in order to perform tasks consistently with parliament taking different strategic behaviors towards the executive power on policymaking (Cheli, 1983; Chimenti, 1981; Ciaurro, 1983; Pinto, 1983). Tasks and responsibilities of SG evolved over time. The job of SG changed in transition from advisory to managerial tasks. SG can be considered both an adviser on procedural and institutional matters and vested today with management duties relating to the steering and running of the administrative service as parliamentary administrations move towards complex ways of supporting the work of the legislature (Zampetti, 2000). Tasks and responsibilities of board may change in relation to increasing and evolving organizational complexity of support staff with parliament requiring different modes of supporting the operating workflow. Responsibilities of political body (board) moved from managerial to strategic tasks. Support staff units increasingly evolved over time from registration to consulting model of administration. Functions, tasks and activities evolved from data acquisition and processing to research, study and documentation activities.

This study relies on archival and qualitative data. I made a review of literature on governance and organization of parliamentary administrations in the fields of law and history. Reports and literature make me describe diverse mechanisms of governance between political and administrative sphere from a historic perspective.

The paper is divided in five sections. In the first and second paragraphs I adopt a contingency approach in order to understand dynamics of governance and organization design of parliamentary administration. In the third and fourth paragraphs I describe diverse forms of political and administrative governance within European parliaments and analyze the historical and organizational evolution of governance within Italian parliamentary administration. Finally, I draw some conclusions as to the relevance and implications of this study.

W-067	Technological Affordance in Organizing Principles: Lessons from a Study of Community Engagement in Australian Local Government

Helen Hasan[9] and Henry Linger[10]

Australia has three tiers of democratic government, Federal, State and Local, with conflicting responsibilities and contradictions that challenge the organization principles of the public sector, in particular when there is public participation. Local government is closest to the citizen and has traditionally been most active in organizing and managing Community Engagement (CE) activities. The State Government of New South Wales (NSW) recently introduced regulation that compels Local Councils to extend and develop their engagement with local communities (NSW DLG 2009). One issue is the imperative to reach groups in the community which have not traditionally been involved in the CE process. Another is the onerous reporting and accountability requirements that are attached to the State Government funding for these activities. There is a need for Local Councils to demonstrate efficiencies and effectiveness in the way they deploy those funds. Further, Local Councils need to develop creative policies, as well as innovative means, to implement those policies in response the increased demands for services that will inevitably result from wider community consultation.

In this paper, we report a study that involves an intervention to explore the use of new technologies for the CE processes of one Local Council leading to demands for revisions to their organizing principles. From the findings, we draw implications for new democratic ways of working and organizing using Information and Communications Technologies (ICT) within the framework of Sensible Organization.

Our study concerns the Wollongong City Council (WCC) who, in accordance with changes to the NSW Local Government Act, has created a CE Team to develop their 10-year Community Strategic Plan (CSP) (WCC 2010). In order to investigate new ways to broaden their CE regime, the CE Team approached researchers in the field of Information Systems (IS) at the local university. The combined team is undertaking a project to intervene in the CE process by deploying ICT in innovative ways to target those community groups who tend not to participate in traditional engagement contexts. The IS researchers will also study the impact of this intervention on a variety of stakeholders.

The first stage of the research project tested innovative groupware technology in an exercise which gathered perceptions of the CE process from among groups of WCC employees. Content analysis and concept clustering software systems were applied to the collected data to draw out themes and a rich knowledge base about CE. The main outcomes of this stage of the research are: (1) a greater awareness of the capability of the technology; (2) a greater understanding of the challenges associated with the proposed changes to CE; and (3) the broader implications of these changes for the WCC organization itself.

The main findings from the data are:

- WCC staff are keen to "do CE well" in the light of recent experiences where this was not the case;
- there is recognition that new technologies have the potential for creative, cost effective, reliable methods to capture community needs and aspirations for the future from previously marginalized constituents such as youth and busy workers
- it is critical that community input is attended to and visible responses made

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- the process of change and the expectations of different constituents must be understood and managed by the Councils
- there needs to be awareness of the different opinions among the constituents and the means to accommodate this diversity

These findings have implications for the basic internal organizing principles of WCC. The research shows that these principles require WCC to be flexible and adaptable in order to accommodate more open community access, a greater diversity of views and unanticipated demands.

As researchers from the field of IS, we propose Sensible Organization (Hasan et al. 2007) as organizing principles that will enable councils to meet the emergent demands of their engaged constituents. In the sensible organization frameworks six bifocal elements need to be attended to in an integrated organizational ecology: (1) Information and Knowledge; (2) Connections and communications; (3) Tasks and Activities (4) Groups and Teams (5) Competition and Cooperation; and (6) Infrastructures and Information Systems. Using this lens we propose an inclusive multifaceted agenda for CE that allows Local Councils to explore the affordance of ICT (Norman 1988) to ensure that diverse communities are served in innovative ways and are not excluded from these activities.

The sensible organization ecology enables us to addresses complex phenomena without simplifying them. In the case presented here, it is the ability of local government to engage innovatively with constituents and adapt to the consequences of their conflicting demands. Our focus is on the ability of technology to facilitate that activity, support the ability to undertake and respond to that activity and to facilitate emergent organizational principles. Sensible Organization is premised on the need for flexibility and learning that allow organizations to continuously change and resolve problems through interconnected coordinated self-organizing processes (Weick and Roberts 1993; Cornelissen and Kafouros 2008). This approach assumes that technology is a determinant of the affordances that define change and internal processes. The approach also allows us to draw on the concepts from the field of IS in order to make a significant contribution to understanding emergent organizing principles where ICT is an intrinsic element of the phenomena.

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W-069	Multidivisional Organizations in the Public Sector. The Influence of Internal Structures on Policies

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Political science and organization theory are still not fully integrated. To decrease this gap, the concept of multidivisional (M-form) organizations is used to analyze public sector organizations. After relaxing some of the original assumptions associated with this concept, this paper outlines the peculiarities of public organizations. Then, several empirical examples involving ministerial departments and regulatory agencies are presented and analyzed to reveal the impact of the M-form on their conduct and policy outputs. The focus is on three issues. The first is policy coherence, which is a concern when separate units with distinct functions and interests coexist within one organization. Even if this characteristic is a comparative advantage of the M-form structure, it still also entails the threat of inconsistency. The second issue is the problem of governance or leadership. Multidivisional organizations often have ambiguous goals, which make leadership an ambitious task. The third issue has to do with external or client relations. M-form organizations are able to deal with different outside groups at the same time, which could be a comparative advantage, but this ability may also have a distorting impact on their internal balance of power. Because the M-form is restricted to the structural dimension by definition, the concept of the multiple self is introduced in the third section to address operating ideologies or professional norms which are not assigned to an organizational unit. The analysis indicates that the internal structure of an organization has a decisive impact on operations and policy output. The serious application of concepts from organization theory to political science and public administration research can therefore enrich our understanding of political processes and the conduct of political actors.

W-070	From Pirates to Princes: Exchanging regulatory recognition for the public interest in the creation of the Canadian cable industry

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This study analyses data from the earliest days of the Canadian cable industry to demonstrate how the "public interest" shaped entrepreneurial action in the creation of a "new" industry in Canada. From the first moments of opportunity recognition, through intense symbolic battles with the telephone and broadcast industries to the eventual production of an institutional "settlement", nascent entrepreneurs navigated interpretations of the "public's interest" in cable television. This analysis illustrates how actors speaking "for the public" affected whether cable would become a profitable opportunity for entrepreneurs in Canada. This longitudinal case shows how an institutional settlement distributing profits among stakeholders (i.e. governments, telephone companies, broadcasters) was negotiated and orchestrated by institutional entrepreneurs from both the public and private sectors; this settlement turned cable entrepreneurs who had been labeled 'pirates' into legitimate entrepreneurs with the rights to claim a significant share of the stream of profits generated through the delivery of television to Canadians.

An institutional analysis using concepts from structuration theory (Barley & Tolbert, 1997; Giddens, 1984) shows how the institutions governing telephone and broadcasting were interpreted by "would be" cable entrepreneurs in their interactions with local stakeholders in settings across Canada. Early cable business models varied; however, the vast majority of entrepreneurs' models required gaining access to "utility poles" for hanging wire networks which they used to distribute broadcast television signals captured using antennae. This business model permitted nascent cable operators to avoid social interactions with broadcasters but required most to begin their entrepreneurial ventures with an interaction with representatives from utility companies to negotiate access to poles. Data from cases across Canada beginning in the early 1950's shows how these initial interactions produced a range of idiosyncratic models and laid the foundation for a battle over the distribution of profits from delivery of television in Canada. As Hirsch has argued, institutional change in fields occurs endogenously as the proportion of differing logics institutionalized in fields shifts and is shifted over time[11]. Cable entrepreneurs, telephone companies and later broadcasters engaged "public officials" in this battle in a range of ways. In some cases public officials were called upon to articulate the public's interest or lack of interest, in others to sanction the actions of cable entrepreneurs as inconsistent with the "public interest", to make official statements to dispel the ambiguity of the legitimacy of the "new industry" or to resolve disputes among actors by using licensing, task forces, laws and the appropriation powers of the state.

The role of institutions and institutional work in shaping entrepreneurial actions has become the subject of significant interest among organizational theorists (e.g. David & Sine, 2010); however, how actors from the public sector are implicated in this process has received less attention. The concept of institutional work (Lawrence & Suddaby, 2006) has facilitated a more nuanced view of institutional change by focusing analysis on the actions of agents, particularly the discursive actions shape and re-shape institutions (Battliana, 2006; Suddaby & Greenwood, 2005) . This stream of work has

[11] Presentation on Power and Institutions by Paul Hirsch at 2010 Annual meeting of Academy of Management

emphasized how societal discourses are appropriated by actors to legitimate their actions or to advocate for change (Contandriopoulos et al., 2004; Maguire & Hardy, 2006). Work has also been done to show how the process of institutional change becomes instantiated in texts(Phillips et al., 2004). This work has often included regulators or government actors; however, the range of ways in which these actors participate in these institutional change processes has less often been the focus of the analysis (Leblebici et al., 1991). Organizational theorists have drawn attention to the importance representatives of the public play in shaping the viability and profitability of businesses; however, the processes through which the public interest is constructed, disputed and negotiated as an industry emerges is just beginning to receive more empirical attention.

This institutional analysis illustrates how actors' initially idiosyncratic interpretations of institutions that govern access to utility poles and broadcast signals produced a wide variety of "rules-in-use", some of which facilitated the generation of profits by cable entrepreneurs and many which prevented the formation of cable firms by limiting the profits available for entrepreneurs. The analysis constructed from accounts by entrepreneurs, regulators, financiers as well as from media reports and public records over the first twenty-five years of the industry shows how the institutionalized charters of telephone and broadcast companies, resting on the rationales of "public interest" were re-shaped, eventually creating a place for cable in the institutional structure. By grounding the analysis in social interactions of entrepreneurs and stakeholders with a focus on "rule-resource sets" (Giddens, 1984) and sensitivity to the time/space, social location (i.e. positions , front/back region) and the production and distribution of artifacts of these interactions, the ways in which public interests is represented can be examined across space and over time.

The findings of this study indicate that public officials play a central role in facilitating and impeding the emergence of the cable industry in Canada. Initially "public" actors are drawn into social interactions pertaining to cable television by others, i.e. entrepreneurs, telephone companies, broadcasters. As paradoxes are constructed, the interpretations of public officials are sought to legitimate or dispute the positions of actors. The form and venue of these interpretations by public officials themselves have significant value as institutional work. Over time the idiosyncratic interpretations of various public officials are assembled, compared and disputed in official gatherings. Several institutional settlements are negotiated and public 'unveilings' of this official position are orchestrated, recorded and distributed until eventually, one such settlement articulating the "rules" attached to the access and use of "resources" is objectified in a ruling by the Supreme Court of Canada.

Entrepreneurs constructed the delivery of television signal using cable technology as a legitimate profit-making opportunity in Canada; however, telephone companies and broadcasters each constructed the actions of cable entrepreneurs as counter to the public interest and attempted to prevent the emergence of cable in Canada. A longitudinal analysis of the actions of cable entrepreneurs, public "officials" (politicians, policy-makers and regulators), financiers, representatives of telephone and broadcast as well as members of the "public" show how the "public's interest" was used to shape an "institutional settlement" that eventually recognized cable as a legitimate business.

This study contributes to the study of institutional work and the role of public actors in this work by highlighting in more detail the tactics used by those actors who occupy social positions as public officials in participating in the construction and objectification of a new business opportunity and in negotiating the size and distribution of profits among stakeholders.

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W-071	The Challenge of Organising, Policy Implementation and Evaluation in Developing Countries: Evidence from Nigeria

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ABSTRACT

Management of organisations has long historical background and have been of research interest for decades. One of the key elements of organisations is organising to achieve organisational aims and objectives. Organising is critical to the performance of most organisations and organisation studies continue to generate much interest among researchers and practitioners world wide. However, Organising outcomes differ widely within regions and countries as do within organisations. Thus, some countries have done better at organising than others. While the critical stages of goal setting, organisation design, implementation and evaluation are actively practiced in developed countries with dedication and discipline, the developing countries (now emerging economies) such as Nigeria among others still lack the coherent approach and the will and commitment required to follow through organising, implementation and evaluation. In Nigeria for example, excellent public policy programmes fail to achieve much desired results mainly due to lack or organising and implementation. In this regard programmes such as National Poverty Eradication Programme (NAPEP) and National Directorate of Employment (NDE) are examples as neither poverty nor unemployment has responded to these programmes. Organisation and implantation as well as evaluation play major role in their failings, resulting in lost benefits that opt to accrue to the populace of Nigeria, particularly those that live in the rural areas, approximately, 70-80% of Nigerians. This paper addresses the twin issues of policy implementation and evaluation in Nigeria. One of the key questions is why has a country so rich in every sense of the word harbouring such a large number of poor people. Why has Nigeria failed to implement policies that would produce desired growth in the country, as most international communities' measurement indicators have usually placed Nigeria very low at the rating of Nations? The paper further asserts that Nigeria needs to pay attention to organising and implementation of public policies in a way that they will produce the desired outcome and enhance the country's organisations' performance as well as accrue benefits to the people being served.

***Key Words**: Organisation and Organising, Public Policy, Performance, Implementation, Evaluation*

W-072	Policy networks as vehicles for global health governance: Coordinating biotechnology research and regulation

Mary Wiktorowicz[1] and Joel Lexchin[2]

Policy problems whose resolution is most readily addressed within a global context present new governance challenges. In the pharmaceutical sector, an international network has arisen to harmonize regulatory standards for transnationally organized companies with global activities, and related policies are increasingly being addressed through international coordination. Complexities arise however as each nation's perspective is shaped by different political, economic and philosophical traditions and attitudes toward the legitimate exercise of power, and divergent stances concerning the role of the state in intervening in the market to protect the public interest. Such traditions also influence the manner in which private interests are involved in the development of regulatory policy, and in doing so define the allocation of power among government and societal actors.

Inter-organizational policy networks are developing in the health sector within local, national and international contexts, and are transforming policy processes and outcomes. Such networks have emerged in the pharmaceutical sector where they are addressing some vexing policy areas. While international regulatory harmonization is leading to a common set of regulatory criteria, the criteria adopted tend to be those of developed nations with the least stringent regulatory standards. Developing active systems of postmarket pharmacosurveillance to better track patients' experiences with drugs "in the real world" and minimize their potentially harmful effects are thus imperative.

Adverse drug reactions are the fourth to sixth leading cause of death in the US contributing to more than 100,000 deaths and 1.5 million hospitalizations each year. The recent withdrawal of the medication Vioxx - estimated to have caused between 38,000 – 61,000 deaths in the US before it was withdrawn - reflects the significance of this issue and the limitations of current passive systems that capture only one to ten percent of adverse drug reactions. As pharmacovigilance[12] is an evolving science, it presents a steep learning curve from both a regulatory and research perspective in all jurisdictions. Postmarket research can also be inordinately expensive and complex as it requires cooperation from health plan insurers to facilitate access to public healthcare and drug plan data bases, and is affected by legislation concerning patient confidentiality. Experts recommend such research remain in the public domain and be conducted at arm's length to industry, given the conflict of interest with its profit motive. In order for all nations to benefit from advances in research methodologies and findings, and to coordinate the cost burden entailed, an international collaborative approach to research is emerging to guide regulatory and drug plan policies and clinical practice.

To better understand regulatory and research governance related to biotechnology, the policy network lens is adopted to advance empirical analysis. The theoretical foundation of the policy network approach is also explored from the perspective of the relationship between national and global networks. In this model, key state and societal partners coordinate initiatives through policy networks to achieve common objectives. The salience of networks is supported by findings that policy reform often occurs only after a consensus among the relevant policy actors emerges on the need for and direction of change.

This paper addresses the question of the relationship between the types of networks that form to link public and private actors within the United States, Canada, Britain and France, and the extent to which state capacity to form, pursue and implement policies is leveraged through the international networks of key governmental and societal actors engaged at a global level. The research methods involve document review and key informant interviews. A comparative framework is used to assess the

[12] The detection, assessment, understanding and prevention of adverse effects of medicines.

policy networks being developed at the national level in the US, Canada, the UK, France and the EU and the emerging global networks arising to address pharmaco-surveillance. The extent to which states draw on the international networks formed to address complex issues and the means through which global networks support state policy and governance is also analysed.

Our findings reinforce the 'governing without government' paradigm where key policy actors associated with government, industry and academia collaborate to address policy challenges and move national and global agendas forward to support a more active regulatory and research approach to pharmacosurveillance to protect the public interest. While similarities in national networks exist, distinctive approaches between Europe and North America remain, particularly related to the involvement of the private sector in pharmacosurveillance research. While policy networks in the US are well developed to address policy concerns, those in Canada, the UK and France tended to be influenced by initiatives prompted by the global network.

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W-075	Addressing private regulation failure: the ILO Better Factories Cambodia program

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Addressing private regulation failure:
the ILO Better Factories Cambodia program

For the past 20 years, Corporate Social Responsibility (CSR) agendas have resulted in the development of private regulation mechanisms contributing to non-state market-driven (NSDM) governance systems [Cashore, 2002]. In developing countries, MNCs' voluntary initiatives to monitor self-regulated labour standards in their supply chain, at the firm-level or industry-wide, are supported by neo-liberal public ideology [Bartley, 2005] and considered as necessary to address regulation gaps or weak jurisdictions. However privatized regulation processes are widely criticized: both for ruling out more democratic forms of regulation [O'Rourke, 2003] and because of their limitations in terms of efficiency and costs. Countervailing powers as well as empirical research have amply shown that working conditions at outsourced production sites are not significantly improved through certification, compliance monitoring and auditing practices [Vogel, 2005, 2010 ; O'Rourke, 2006]. Some authors argue that for codes of conduct to be really effective in improving working conditions, institutional support by governments is deemed necessary [Frenkel, 2001]. David Vogel [2010] invites future research to consider that 'The future effectiveness of global business regulation depends on the extent to which private and public authority, civil and government regulation, and soft and hard law, reinforce one another'.

In the field of organization studies, research on traditional public administrations (in a Weberian sense) has often led to emphasize the necessity for New Public Management reforms [Du Guay, 2005]. However, if State intervention has clearly failed in many developing countries (lack of resources, corruption, social dumping), we think that public initiatives still have the potential to be more effective in addressing issues related to social and environmental regulation than voluntary private CSR initiatives. In the belief that organization studies literature needs to bring the public dimension back in, we therefore propose to study the case of a modern international 21st century bureaucracy [Meier, Hill, 2005]: the ILO Better Factory Cambodia (BFC) project.

BFC has been created in the wake of a bilateral trade agreement signed in 1999 between the US and Cambodian governments, in return for better social quality in the garment industry. Cambodian apparel manufacturers were granted access to the American market through a system of export quotas which could be increased every year depending on the effectiveness of improvement of working conditions at local production sites. ILO was called in by the American government to act as a substitute for public labor inspection and launched its first "hands-on" program, very different in nature from its regular standard-setting, capacity building and awareness-raising activities. BFC was launched in January 2001

in Phnom Penh premises with ILO expatriate managing staff and a team of local monitors which started to carry-out bi-annual factory visits. Ten years later, the program is being considered a success (Polaski, 2010) for having improved human rights at the workplace - industry-wide - in a sector critical for Cambodia's economy, as clothing exports account for approximately 80% of total foreign exchange earnings of the country. Its tripartite governance design, similar to the ILO design, includes representatives from the government (Ministry of Commerce and Ministry of Labor), the manufacturers' business association and unions.

In addition to numerous program documents and bi-annual synthesis monitoring reports, our case study research draws on interviews conducted early 2010 in Phnom Penh with program employees ranging from top management (ILO expatriates) to local middle management and monitoring staff. We also had the opportunity to accompany a team of two monitors during a one-day factory visit. We interviewed program partners and donors as well. One limitation is that we could not interview government officials. We therefore used official documents such as Prakas, (Cambodian regulation), to assess the effectiveness of the government's participation. For instance all garment manufacturers are requested by law, if they wish to obtain the license needed to export, to be member of BFC and accept factory visits twice a year. This is a strong indication of the government's willingness to support the ILO program. Finally we met with the program deputy director at ILO headquarters.

We hope, through this case study, to contribute to the theoretical framework of public organizations' intervention which has been developed in organization studies over the last twenty years, since the emergence of New Public Management (NPM) reforms. Based on both a renewed and a classical intellectual approach (reference to Columbia School [Haveman, 2009] and Weber), we propose a comparison between private social auditing and public inspection [Rainey, Han Chun, 2005]. We provide a critical examination of some of the core values of classical weberian bureaucracies such as the ethos of office [Du Gay, 2009] as opposed to the values underpinning commercial / market based mechanisms inspired from NPM reform.

While the success of the project may have multiple causes, we argue here that the specifications of public bureaucracy, its ethos of office and the independence it provides to the civil servants performing their mission are central to it. Thus, the case of BFC underlines the political and ethical dimensions of public administration that NPM (deliberately ?) so far failed to capture. Improving working conditions should not amount to a monitoring mechanism as it relates to political and ethical issues such as empowerment of workers and strengthening of local trade unions' capacity of collective bargaining. In the same way as, according to Weber, the development of bureaucracies appeared to be of crucial importance at the beginning of the 20th century for burgeoning democracies in European countries [Du Gay, 2009], the development of effective public administrations is today of central importance for developing countries [Mathiasen, 2005] and their democracy [De Leon, 2005], especially if governments and international institutions succeed in enhancing the level of confidence citizens may place into their ability to perform this kind of social mission.

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W-078	Reconsider the EU - A Transnational Regulatory Bureaucracy

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Abstract

The perpetual expansion of the EU regulatory policy making, especially after the Single European Act in the late 1980s entailed new demands regarding the administration and implementation of these policies that contributed to the bureaucratisation of the EU regime. This paper suggests that the consideration of the EU bureaucratization process also provide important insights on the development of the EU as well as its role at the global level.

The main claim of the paper is that the EU administration of the expanded policy areas builds and nourishes a continuous bureaucratization in the EU, often non-noticable or at least not fully considered and most importantly that is worthwhile to reexamine. This process (es) involves a lot of politics and interactions among the core EU institutions, the various committees and EU agencies but also informal actors such as the industries and interest organizations.

Theoretically the paper is positioned within the Public Administration (PA) - International Relations (IR) literature that signifi es an interesting turn in the EU- research. This allows us to examine how the EU public administrative aspects affect the development of the EU regime and strengthen its role at the global level. Moreover, it provides the ground for combining the two strands of scholarship, namely PA and IR.

The paper emphasizes the need to draw attention on how the development and expansion of the bureaucratic features of the EU do not only indicate the transfer of competences from the national level but most importantly enhance our understanding of the EU as a regulatory bureaucracy and its role in setting standards and promoting policies at the global level. Setting standards through regulations and being the initiator it is in the long run an important advantage: *first*, allows the establishment of the path followed by others and *second*, determines the content and the principles on which these standards and rules are based allowing the consideration of the interests but also the needs either of the member states economies or societies. This is furthermore possible due to the development of the EU bureaucracy that is broader that the existing limited focus on the European Commission. Instead, it includes an expanded set of institutions such as the EU agencies, the Committees of the permanent representatives, the civil servants in the European Parliament policy Committees but also the European Court of Justice (both institutions became even more important, EP as co-legislator and ECJ as the guardian of the European rule of law especially with the Lisbon Treaty). These institutions interact either in order to negotiate, to consult or agree and coordinate administration and implementation of policy. The interactions among the various institutions and actors and the EU 'machinery' that supports and facilitates these interactions, often influences and triggers the establishment of new bureaucratic institutions; in reality it results in a continuous expansion of new 'bureaux' (agencies, committees and subcommittees in various EU institutions EP, ECJ) that support and are supported by the core, involves a lot of resources and especially politics.

W-080	Future hybrids in public administration

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"Forget what I just said, we gotta look ahead". This was said by a manager from the Danish Municipality of Hørsholm and nobody – neither upper-, nor lower ranking managers – seemed to disagree. While the "look ahead" indicated an orientation towards the future, it was not an orientation towards a specific future goal. In a sense the orientation towards the future suspended the past yet without providing much of a frame of orientation. The management showed no discomfort being in this non-position between positions; between suspension ("forget what I just said") and unspecified achievement ("we gotta look ahead"). What at first appeared as an organization being stuck in the middle, cancelling routines and experience on one hand yet without, on the other hand, to offer goals and achievements, proved to our surprise to be in a productive and dynamic situation. The remark indicated a complex temporal organization of the public administration in scrutiny, one we believe can be understood as a hybridization of time. More specifically we argue that this situation is well-understood as a future hybrid in the sense that the future was made present and the present made future.

New forms of public administration are currently an issue much inquired into. To some it is evident that new forms of public administration and –management are required to handle challenges coming up. Others argue that principles of public administration that for a long time have proven valuable should not be sacrificed in the name of efficiency and flexibility. Others again develop careful empirical analysis in order to understand the richness of organizational innovation in public administration. Common to these three lines of inquiry is that public administration displays new forms. Several concepts have been developed to understand such new forms: the network administration, public-private partnerships, polyphony and organizational hybrids (Teubner 2000).

Where new organizational forms are to be grasped conceptually, we are also likely to meet new forms of temporality. This is not surprising as all three lines of inquiry mentioned above have temporality of public administration as an inherent issue. But we still need work that focuses directly on the issue of temporality of public administration and develops concepts to understand new forms of temporality. This is where our contribution is: we develop the notion of temporal hybrid in order to understand new forms of public administration and also organizations more generally. This paper is conceptual. It aims to contribute to current debates by developing the concept of temporal hybridization and suggests that this concept is valuable for understanding some new developments within public administration and also evaluate their consequences.

In developing the notion of temporal hybridization we draw especially on systems theory. While the literature in different ways has had the factual and the social dimension in focus, we suggest concepts developed with a focus on the time dimension. In the lingo of systems theory, we suggest the notion of *temporal hybrid* as a re-entry of time in time in such a way that a productive or morphogenetic paradox is constituted: the paradox does not bring about a situation where the administration is stuck, but rather a productive situation.

Time is given considerable attention within organization theory. As discontinuity and contingency has become central to much theoretical development, time has also been given a centrality. In this article

we draw especially on the notion of modalities of time (Luhmann 1982) and propose that these are used for a further development of a notion of hybridization of time.

The structure of the article runs as follows: First, the article makes an account of temporality in studies of public administration. Here we demonstrate that time in different ways has been given importance, yet without explicitly been given attention as starting point for conceptual development. In our review we pay special attention to the debates within systems theory. Second, departing from the work of Teubner, we give a short account of the organization hybrid, and this is then used to specify a temporal hybrid. Third, what is to be gained from this perspective is displayed in an initial *analysis* of how management finds itself in between temporal rationalities, that is, between suspending (the past) and achieving (the future). It emphasizes some out of many examples from the Danish municipality Hørsholm in order to illustrate the formation of a hybrid structure. Fourth, we *conclude* on the functional implications from our analysis as we emphasize an improved responsiveness to contradicting pressures due to the hybrid structure.

W-083	Organizing Work in the Public Education Sector: A Comparative Analysis

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Turkey has almost completed the process of restructuring of the public sector in accordance with the European integration objective of the country, which she began literally by the beginning of the 2000s. The leading motives of the whole process may be summarised by three objectives, which are, privatization, localization and civilization.[13] A deeper assessment will help us to recognise that these three different objectives are pointing the same single direction: the liberalisation of the state as a whole.

Reorganisation of the public employment has been one of the complements of the restructuring of the state in Turkey. The regulations in the public administration model included two main parts. The first part is the reorganization of the employment model including the strategies of pay management. The second one is the restructuring of the labour processes of the public services by the introduction of some new models, such as; the New Public Employment Model and adaptation of the Total Quality Management in the public sector. All these were introduced in accordance with the *governance* rationale of the EU.

The public sector reforms have been debated interdisciplinary for more than a decade. The need for the reforms has been justified via economical requirements, whereas the tool concept has been derived from political sciences: "Governance" has appeared to be the key concept, and a mainstream debate area has been developed around it. This concept literally pointed the total redefinition of the "state structure".[14]

Within these main roots of the literature on the public administration, debates on "the new public employment and management" concepts have also progressed. The literature on public employment covered the employment relations, the labour processes and the management aspects. New employment models, which resemble the private sector types, and new state tenure definitions took place within the literature.[15] When it comes to the labour processes, the new more flexible working conditions, reorganized work places and redefined jobs created a totally controversial area for contemporary labour processes of the public work. The basic models and methods of the human resources management of the private sector have been introduced to the public sector even to the central departments of the States. Performance management and TQM philosophies became the leading frameworks for public institutions.

For most of the countries these transformations were firstly and massively implemented in the education and health sector.[16]

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13 Restructuring in the Public Administration I: "Change in Management to Manage the Change", Publication of the Prime Ministry, October 2003, Ankara.

14 Policy documents of the international bodies constitutes a base for the discussions, see for example: OECD Policy Paper June 2002 "Public Service as an Employer of Choice"; CEC (2001) European Governance : A White Paper (Commission staff working document) COM(2001) 428 final; CEC (2004c) Report on European Governance (2003-2004) (Commission staff working document) SEC (2004) 1153 of 22.09.2004; Mosley, H, Schütz H, and Breyer N. (2000) 'Operational Objectives and Performance Indicators in European Public Employment Services' Report prepared for the European Commission Directorate General for Employment and Social Affairs by the Social Science Research Centre Berlin (WZB) Contract no: VC/1999/0082.

15 See for New Public Management debates: Dent M. Chandler J and Barry J. (eds) (2004) Questioning the New Public Management Aldershot: Ashgate; Chandler J, Barry J and Clark H (2002) "Stressing academe: The wear and tear of the New Public Management" Human Relations, 25(9); Farrell C.and Morris J. (2003)"The 'Neo Bureaucratic' State: Professionals, Managers and Professional Managers in Schools, General Practices and Social Work", Organization, 10(1); Thompson, F. and Miller, H. T. (2003) 'New Public Management and Bureaucracy versus Business Values and Bureaucracy' in Point/Counterpoint, Review of Public Personnel Administration 23 (4) December 2003.

16 See for example: Conley H. (2002) "A state of insecurity: temporary work in the public services", Work Employment and Society, 16(4); Richards, S. (1990) 'Flexibility in personnel management: Some comparisons between the public and private sectors.' in Flexible Personnel Management in the Public Services, Public Management Studies (PUMA) OECD. See for more the debates at the workshop titled: "Public sector reform and the reform of employment relationships" as part of The Industrial Relations in Europe Conference (IREC) 2004 .

Education sector had become one of the leading sectors for the Turkish case in these respects. The restructuring of the labour processes and the assignment of the new employment forms had begun in the late 1990's in the public education. Ministry of Education became one of the first member institutions of the "National Quality Movement".[17] The TQM methods were being implemented in the schools by the end of 1999. Related regulations and implementations have been introduced for every level of the education system in the country since then.

Recently the current government of the Turkish Republic of Northern Cyprus has been in a similar strategy relating the public administration. President İrsen Küçük has launched a press conference at mid November, in order to inform the public about the progress they had achieved in the Public Administration Reform processes. The reforms have declared to be a part of the First Adjustment Package with the EU, and the primary step for the reforms is announced to be the legislation relating the public employees.[18] For the TRNC case, education sector constitutes one of the main parts of the public employees. Considering this, it becomes inevitable to see some kind of reorganizations and new regulations for the case of public education sector workers of the country.

This study plans to investigate the both cases comparatively, TR and TRNC, in terms of their public administration reforms in the scope of the work relations in the education sectors. Although having two very distinct public sector structures, these two countries mainly share the similar EU adjustment strategies. On the other hand the obvious and historical mutuality of the two countries provides a convenient comparative research ground. The comparative assessment of the "work" in the public educational sector will also be broadened by other peculiar examples throughout the world, such as the European countries where similar transformations through liberalisation have been taken place and a totally different peculiar case of Cuba, where public educational workers have become one of the main sources of national revenue. In spite of TR's deeply debated reform process, there are only very few literature relating the Northern Cyprus in this respect. This study aims to be a specific contribution in that sense.

17 www.kalder.org.tr Turkish Society for Quality (KalDer)

18 AB'ye Uyum ve Kamu Reformu http://www.brtk.net/index.php?option=com_content&view=article&id=13583:ab-uyum-ve-kamu-yoenetm-reform-calimalari&catid=1:kktc&Itemid=3

W-084	The new public management in Mexican educative system: impacts on organizational function and actor's life

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In Mexico, during the last 30 years, a diversity of strategies in different sectors and levels of government have been implemented with the aim of journeying towards a more transparent public management. In discursive terms we notice a synchrony with the search for consolidate (or in other words "make possible") a democratic regime quality based and the search of profit in public institutions. In this way, the Federal Public Administration (FPA) has undergone change processes that have hit in diverse forms the public organizations that compose it and the actors that are part of them.

In the case of the Mexican Public Education System, we observe a sequence of transformations whose motivations refer to the search of modernization and democratization. These two aspects are presented like conditions for the transition towards educative organizations of quality that secure the efficacy of education and the efficiency of public expense.

In our proposal we analyze two cases in which the public management faces important challenges: the secondary level[19] and the university level, which just not constitute the end of two substantial phases of the Mexican educative system, but also, reflect a bipolarity in the management of the educative organizations (Fig 1).

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[19] The secondary level in Mexico it's directed to young people between 11 and 15 years and represents the last phase of basic education. In other countries, this level it's fixed in different ways between the basic and intermediate levels of education.

Two levels of study are considered:

1.The impact of these "new ways" in the management of public educative organizations, especially over their essential functions: The Educative Fact and the Formative Fact.
2.The way in which the new discourse of public management it's reconfigured and narrated for the educational actors: teachers and academics.

The Public Educative Organizations besides having importance in the technical – scientific development are substantial in the conformation of citizenship. In this point of view, their way of government and its daily management, both are aspects that can increase or stop the changes that from the FPA are designed and instrumented for the consolidation of democratic governments.

Figure 1. Organizacional features		
	(Junior) Secondary Schools Case: Section 36	***Public University Case: UAM***
Structure	Vertical	Matrix
Administration	Centralized, based in functional specialization	Deconcentration between functional and administrative aspects of organization
Model	Inflexible, Autocratic bureaucracy	Postmodern bureaucracy, based in the symbiosis of the school of Weber and the new management of Governance that include: a system of counterbalance and democratic methods based in autonomy
Source: Own Elaboration		

W-086	Renting Power: How Private Interests Have Shaped an Organizational Field at the Expense of Public Organization

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At a theoretical level this paper draws its inspirations from the recent calls by organizational scholars to do research which is grounded in the critical social, political and economic issues of the time and is in line with the spirit of great theorist of organizations from the first half of 20th century (e.g., Zald and Lounsbury 2010). It builds on the scholarship which critically analyzes the increasingly detrimental role of organizations in our society and in effecting policy decisions (Barley 2010; Perrow 2000; 2008). More specifically the paper makes an attempt to address the criticism leveled at prevalent institutional analysis of organizations for neglecting the issues of state, power and agency from its corpus (e.g., Clegg 2010; Perrow 2000; Tracy, Philips and Jarvis forthcoming).The research question I ask is that what is the dynamics between elite, expertise and command posts in shaping an organizational field thereby influencing policy decisions.

At an empirical level the paper chooses a unique instance of a recent decision take by the government of Pakistan of acquisition of rental power plants (RPPs) "as it major strategic tool for closing the electricity Demand-Supply gap in short term" (Asian Development Bank 2010: p.12). This decision of hiring Rental Power for a total capacity of 2734 MWs (almost 13% of the current total electricity demand of the country) for 19 different projects, has lately come under increasing criticisms not only from local quarters but also from transnational organizations, for instance; Transparency International and Asian Development Bank. 14 of these projects have already been signed having a total cost of around US $2.5 Billion with an additional annual fuel supply cost of $ 1.3 Billion (Asian Development Bank, 2010; Ministry of Water and Power, 2009) burdening the foreign exchange of an already impoverished country. The criticisms prompted suo moto action by the Supreme court of Pakistan and the later investigation revealed grave instance of corruption spanning across international borders. However critiques leveled at this decision have generally highlighted the financial and legal lacunas in the contracts and their implication for the public exchequer and a number of much cheaper and more practicable alternative solutions in order to deal with electricity shortage (e.g., Asian Development Bank 2010). This case study uses secondary literature (company reports, third party audits, newspaper clippings and professional analysis in popular journals) and supplements this with semi-structured interviews in order to build its organizational analysis.

The paper makes contribution to theory at many levels. The industry chosen (i.e. thermal power generation) has, at present, those cusps where private interests meet basic public problems. Starting from late 80s and early 90s the global south countries have followed Western premises of neo-liberal reforms and preference for private investment in electricity industry, although employing variant models and at a far greater cost to the national exchequer (Pollitt 2008; Newbery 2005; Wells and Ahmed 2007). After the Western states started reconsidering some of their basic assumption about these reforms in the background of electricity crisis in California, Alberta and Ontario between 2000 and 2003 (Woo et al. 2003), their global south partners are left stranded with their semi-unbundled electricity set ups facing the consequences of these reforms. RPP decision is a prime example of this public sector failure. In the author's opinion this unique nature of the industry and organization field

which encompasses it, allowed him to use the conceptual tools of organizational analysis to inform institutional theory, public sector organization theory and globalization theory.

Zald and Lounsbury (2010) exhorted that a conceptual architecture still needs to be developed for an organization field, through a more nuanced analysis, which could show exegeses of power in its various cultural and contextual guises. This paper outlines a model of specific interventions in the electricity industry through which new actors were introduced undermining the power of existing players and allowing the entertainment of private interests at public expense. These intervention were at the behest of powerful elites actors at local and international level, as well as transnational organizations, for instance, WB, ADB and IMF.

The paper then links these institutional interventions, taken mainly in early 1990s, with a recent strategic decision taken by government of Pakistan. It demonstrates how the organizational field available in 2009-10 allowed the strategic decision of employing Rental Power plants as a natural outcome. In doing that the paper identifies key command posts across different organizations within the organizational field (Zald and Lounsbury 2010) which were instrumental in carrying the baton through. Populating these command posts with 'appropriate persons' allowed elite interests to be served at global level. The paper also explains the dynamics of these command posts in bringing about strategic change. Thus it addresses, to some, extent the increasing critique of institutional theory of neglecting or undermining the role of agency and power in institutional persistence and change (Clegg 2010; Tracey, Philips and Jarvis forthcoming).

Further the paper claims a contribution to theory of public sector organizations. In outlining the architecture of these strategic interventions the paper has engaged with Weberian bureaucratic theory and its mis-interpretations in subsequent literature. According to Adler and Borys (1996) two main sources of interpretations of Weber's work arose out of two different (rather contrasting) sources of authority in bureaucracy, i.e., authority on the basis of "legal office" and/ or authority on the basis of "technical competence ". The subsequent research has taken only one out of these two views and consequently there is a disagreement about the need and worth of a bureaucrat in a given social setup (Adler and Borys 1996). Interestingly our study demonstrates that in the public sector organizations originally holding monopoly over electricity generation, transmission and distribution, the two sources of authority were purposefully separated in the name of providing "one window facility to the private investors". Resultantly the technical side of public sector bureaucracy was disengaged from the solutions employed to address electricity shortages.

Lastly the selection of a unique industry (electricity generation) in a third world context also allowed us to study and theorize on the effects of globalization and Western imperialism exercised through global institutes. Since the global supply chain ends up in the global south (Khan, Munir and Willmott 2007) therefore it is an ideal site for fuller understanding of the causes and consequences of globalization. One contribution therefore is in mapping how a global unholy alliance of elite actors exploit their respective public, across nations, in the name of globalization.

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W-087	Globalization and Local Orders - The Production of Academic Quality By Higher Education and Research Organizations

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Are higher education and research academic organizations submitted to a irreversible dynamics of globalization? Shall local specificities be erased in the coming years by standardization criteria about quality and quality production? Shall academic institutions, professions and disciplines be led to adopt a single and uniform strategic framework and positioning?
Our argument, supported by an on-going international comparative field research project[20], is that, despite the reference made today to rankings of various sorts, a great diversity internationally but also inside countries is still at work. In other terms, the global convergence paradigm should be considered with much caution when not scepticism. Local orders remain active actors in producing academic quality. Isomorphism dynamics are questionable, or at least should be defined more precisely in terms of their analytical and theoretical relevance.

Our proposal shall cover the following items and issues:

1. Academic quality as judgments
Quality as a concept refers to a judgment. We shall make a distinction between two forms of judgments.
One form is linked to substance. A classic example is the criterion of "prestige" or reputation, It is generated, supported and legitimated by scholar networks and by social networks (alumni, etc), in terms by stakeholders who are socialized and are parts of specific contexts such as leading scholars of a discipline, presidents and deans of universities, etc. In other terms it is generated endogenously. Prestige is based on a kind of knowledge that takes the form of synthetic judgments that are not identical across networks. It is expressed in cardinal terms
Another form is linked to formalization. "Excellence" is by far the best known example of judgment reference. It is based on and derived from impersonal and quantitative indicators that enable the use of ordinal scales, of rankings and comparisons. They also are defined and elaborated in an exogenous way, by actors who do not belong to academic production organizations (media, etc). The analytical judgments in terms of excellence enable the judges to explore in a systematic way the academic black boxes that produce outcomes (publications, patents, diplomas, etc)

2. Local orders as autonomous actors
To take distance with the iron cage of macro-deterministic perspectives, we shall adopt a specific set of theoretical and analytical lenses
Sociologists of science such as Robert Merton (1960/1967) make a distinction between two facets of academic quality. An instrumental one defines how universities produce and manage opportunities to

[20] This project, called PrestEnce and funded by the French Agence Nationale de la Recherche, with the collaboration of social science scholars from various countries, studies (interviews, shadowing, scientometry, etc) universities located in 5 countries (France, Italy, Switzerland,, the USA, China), a special emphasis being given in each country to the in depth study of 3 disciplines (chamistry, history, management) iin 2 universities.

grow and express their potential assets. The honorific dimension refers to the processes they make use of to value their outcomes within institutional and profit contexts on which academic institutions are embedded.
Sociologists of organizations define an university as a pluralistic entity combining highly differentiated subparts and which acts and outcomes reflect in a relevant way power dynamics. James March proposes the concept of local order (1962) to make sense of the fact that an organization as a social and political system of its own should also be questioned as a collective actor per se, and not just as either a mirror of societal or institutional determinisms or as a piling up of micro-groups or individuals. Social arrangements to achieve some compatibility between heterogeneous logics of action shape action spaces and construct resources in diversified environments. Therefore local orders are produced through action taking.

3. A typology of academic quality production by local orders

We shall present a typology crossing how local orders position themselves in terms of the attention they actually allocate to the two honorific dimensions of quality: namely prestige and excellence.
These four types shall then be examined in terms of the instrumental dimensions they construct and implement. It shall be suggested that each of them functions organizationally in a very different way.
A third step shall deal with change processes. More precisely what happens when a specific type modifies its sensitivity and attention to either prestige or excellence?
These typologies have to be considered as heuristic tools for our empirical comparative research.
A first test of their validity and robustness shall be presented. It is based on the Times Higher Education rankings of the 200 top universities in the world, by comparing the 2009 and the 2010 scales used (the latter one having reinforced the weight of excellence standards as compared with the former one while decreasing the weight of prestige based judgments).

W-088	A practice perspective of public organizing, or What do NGOs tell us about management, managing and managerialism?

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A practice perspective of public organizing

Through the use of the term public in its title, this summer workshop theme alludes to the manner in which organizations contribute to a public good. My paper contributes to this theme, through a study of the management practices of one such set of organizations committed to a public good, Non-Governmental Organizations (NGOs), and asks what their practices tell us about organizations and organizing.

What can we learn in terms of the field of management knowledge in general, through a study of NGOs in particular? This question grounds four parts to this paper. In the first part I review prevailing definitions of NGOs, arguing that these definitions are insufficient to bring out the practice-related dimensions of these organizations, in particular the forms of knowledge generated in order for them to attain their goals. In the second part I take this assertion forward by exploring the practice-based interactions that take place within and around such organizations, in terms of public services offered, and mutual expectations of local users. By studying an NGO based in Western India, I describe the forms of locallevel management knowledge relied upon by staff and service users. The third part of the paper turns to the question of management knowledge and how it is represented within the NGO research literature. I distinguish two trends; expectations of technocratic efficacy that are managerialist and often the basis for an endorsement of the field of management; and commitments to contextual efficacy that translate into tacit practices of managing but are not identified as part of the field of management. The final part of this paper brings these themes together, showing how NGOs offer an important avenue for understanding what *is* management knowledge. I present a typology that distinguishes two processes and three types of knowledge generated under the rubric of management.

The rest of this abstract briefly outlines these parts of the paper.

Prevailing definitions of NGO need a practice focus

What can the development-related practices of Non-Governmental Organizations (NGOs) tell us about organizations and organizing? The rise of NGOs as a distinct type of organization is associated semantically with professional organizations claiming a public good yet independent of the clients served. The visibility of these public organizations occurred during a heightened influence of neo-liberal social policies, an expectation that private initiative could usefully complement if not substitute for state intervention, in generating a public good (Harvey, 2007; Sader, 2008; Mirowski, 2009). Therefore there is an ideological effect in using terms such as NGOs uncritically, in believing they meaningfully encompass a sufficient range of civil society actors. This is why through "the 1980s, NGOs were seen as appropriate vehicles for targeted welfare for the 'victims' of structural adjustment. As private, non-state organizations, they fit well with the new policy agenda of decentralization and privatization" (Howell & Pearce, 2001: 203; also Hearn, 2007; Srinivas, 2010).

Contrary to authors such as Salamon & Anheier (1999) who assert a distinct organizational coherence to the term NGO, it would be helpful to pose less a classificatory question (what is an NGO), than a processual question, how the term NGO has become used to represent an array of expected practices and trajectories of expertise. In the sense of a dominant definition, NGOs are understood as private "dogooders" relying on professionally trained staff to accomplish their goals. But does such an understanding of the term reflect the actual diversity of civil society organizations? It seems to reveal less the prevalence of a particular organization form and more the manner in which civil society is imagined in terms of the tasks of organization and management. Donors "use their funds to reshape associational forms… (to)

reflect a script written mostly in the United States…(where) NGOs and grassroots movements…have to become less 'critical' and less 'political'… trained and professionalized" (Howell & Pearce, 2001: 222-223). In fact it could be argued that rather than donors being key carriers of isomorphic pressures alone, there is a gaping disconnection between what is understood as an NGO, and the manner in which these organizations actually function. To understand this disconnection further the next section of the paper describes an NGO's activities.

Practices and knowledge generated by NGOs: and example

This section presents the case of a medium-sized NGO based in the city of Udaipur in Western India. The organization, *Sewa Mandir*, is a well-established organization that runs projects seeking the upliftment of the underprivileged, and local control of scarce natural resources. I will describe the practices involved in one of *Sewa Mandir*'s key projects, the conservation of water. My purpose here is to describe how project staff and users get work done, how they accomplish tasks. I also wish to understand the forms of management knowledge required for these tasks, and the roles presented to those involved in them.

Management knowledge and NGOs

The last decade has seen a growing backlash to the dominance of NGOs with critics noting their unaccountability and power in diverse contexts. Criticisms leveled at NGOs have included their complicity with occupying powers and relationships of oppression and exploitation (in Afghanistan for instance), of using natural calamities for 'disaster capitalism' (Klein, 2005), and depoliticizing politics. But regardless of the veracity of these critiques, little has been discussed on the forms of knowledge generated by NGOs, particularly in terms of management.

What are the ways management knowledge is used and deemed useful by these organizations? In responding to this question I distinguish two tendencies within the NGO and international development literature. First there is an expectation that management knowledge will generate technocratic efficacy, better prepare experts and specialists to do their jobs and track performance within organizations. Such expectations of efficacy also feed into the pressure NGOs face to demonstrate project impact, their contribution to development goals and how they have used donor funds. These expectations and pressures translate into an understanding of management knowledge that is attuned to professional dominance and prowess. Following Parker (2002) I term this understanding of management knowledge managerialist. There is also a second tendency, to treat project-related demands and reporting guidelines as an irrelevance and seek a commitment to contextual efficacy insulated from such pressures. Mosse (2002) assesses the contingent quality of development services, of how recipients of development services may offer motives, behaviors and responses they believe are expected by aid agencies and NGOs, and then pursue their own local-level goals. In this sense the efficacy sought by NGOs relies on tacit knowledge, interests and practices that are relied on heavily in daily organizational life, but may not be acknowledged as part of what is understood as management. I term such an understanding of management knowledge as attuned to contextual practices of managing.

The uncritical espousal of NGOs as a force for public good, with the capacity to be closer to the clients and users of public services loses sight of the question of what forms of knowledge they mobilize, and the forms of power offered through such knowledge (Srinivas, 2009). In short the espousal of management can become one for managerialism. Similarly the rise of critiques against NGOs, in the force of analysis, can abandon the project of management altogether, ignoring the contextual knowledge required for efficacy, in an effort to oppose managerialism.

What NGOs tell us about management: A process typology

The final part of this paper brings these themes together, presenting a process typology of management knowledge, using the information from the case study of *Sewa Mandir*. The typology presents three types of management knowledge and describes their use within the NGO studied. It also presents two processes through which management knowledge becomes stable, 'fixing' professional power.

The types of knowledge described in this section are contextual knowledge (that which is used in a tacit manner in the locality, and embedded in people and practices), rules based knowledge (that which is used in an explicit manner across localities with the intent to standardize them, and embedded in rules and procedures and not people nor practices), and disciplinary knowledge (that which is mobilized in an explicit manner to generate and buttress the rules based knowledge, and colonizes and appropriates contextual knowledge).

These three types of knowledge interact with each other through two processes. First there is a process through which rules based knowledge seeks to control and shape contextual knowledge. In the same token contextual knowledge can resist or evade such rules based knowledge. Second is a process through which disciplinary knowledge colonizes and appropriates contextual knowledge.

I conclude the paper with implications of such a discussion of management knowledge in terms of two areas of research within the NGO and management literature respectively, those of expertise and critical

management. Much of what is understood as expertise, as in the approbative use of the term professional, or in terms of managerialist expectations, occurs due to a willful elision of disciplinary and rules based knowledge. Those certified as managers are somehow seen as apt in establishing the rules through which work processes are to be designed. The crucial problem here is a lack of recognition of the multiple forms of management knowledge. The consequence is that specialized helpers acquire considerable power over those expected to benefit from NGO interventions (Kothari, 2005; Roberts, Jones, & Frohling, 2005). A contribution therefore of this paper is to offer a complementary avenue for critical studies of professional power. Similarly much of the discussion within critical management studies has been of the ethical bases for managerial actions and their social consequences (Grey & Willmott, 2005; Alvesson & Willmott, 1996). A contribution of this paper to this literature is its attention to very different forms of management knowledge, complicating any easy equation of disciplinary knowledge with managerial privilege. Rather, there is room for agency, for resisting managerial power without neglecting the vital tasks of nurturing efficacy and empowerment in terms of the practices through which such organizations pursue their goals.

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W-090	Rattling At The Gates Of The System?: Building Participatory Democracy In Tierra Del Fuego

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In Argentina vandalism and threats seem to have replaced democratic processes as people have grown totally disillusioned of a country where state policies are rarely oriented toward public welfare, public institutions are crippled by economic collapse, and public agencies inspire zero confidence. Without any institutional channels through which to engage with democratic processes, citizens often resort to disruptive, violent demonstrations as their channel for registering dissatisfaction (Auyero, 2007). Are these the only mechanisms left to those willing to transform the status quo so that regular people can become involved in the political process and influence decisions affecting their daily lives? How does institutional change occur in the case of institutionalized asymmetries of power?

Over the past two decades a new emphasis in institutional studies has emerged, which centers on understanding the role of actors in creating, maintaining, and transforming institutions and fields. That said, most of this research has focused on the activities of powerful actors –typically equipped with abundant resources–, such as state organizations, large corporations, or professional associations. Yet, we know much less about how less powerful actors attempt to create, maintain, or transform existing institutions. Interestingly, accounts of the institutional work of marginal or less central or less-powerful actors by institutional scholars have very often paid more attention to allegedly aggressive strategies. The use of such practices is, no doubt, present in revolutionary social movements demanding civil and legal rights in developing countries (Ondetti, 2008). In fact, a great deal of social movements scholarships, particularly in its political opportunities guise, has offered much insight into the responsiveness of social movements to change in the polity. Thus, not surprisingly, there has been an increasing effort by organization scholars to bring in and make use of its colourful imagery (Schneiberg and Lounsbury, 2008) to understand institutional change particular.

Yet, several authors have recently pointed out two interesting critiques. First, some argue that such imagery, powerful as it is, has not contributed much to our understanding of how social movements do move from contention to collaboration (Rutch, 2004) and that this is partly due to the equation of social movements with protest activities (Gamson, 1990; Piven and Cloward 1977). Second, a growing number of scholars point out that there exist a sort of Western bias in the conceptualization of social movements actors, goals, and strategies, due to existing assumptions about state formation and state-society relations (Auyero, 2008; Davis, 1999) that simply "does not hold true across Latin America" (Davis, 1999: 599). All in all, what these two important critiques stress is the importance of looking at shifts between modes of contestation and collaboration within existing social structures (O'Mahony and Bechky, 2008), and that while the image of social movements as contenders "rattling at the gates of the state" (Koopmons and Rucht, 2002) is a powerful and useful one, it may be inattentive to what movements are doing in many parts of the world where the state has unevenly developed reach (Davis, 1999).

All in all, we believe that there is a lack of attention to the work done by other, arguably smaller, actors to complement, broaden, and enhance existing institutions –including the government and its reach. We think this lack of attention is unwarranted. Moreover, if we move away from the typical research settings and the usual actors that populate most of our studies one may observe a great deal of work that does not necessarily entail the creation of new nor the disruption of existing institutionalized practices but that can be better understood as complementing and broadening the scope of institutions that are created and maintained by other actors such as the government and legislative bodies. This is what we call work of enhancement and it entails broadening the scope and

breadth of existing institutions so that others – i.e. the excluded – can also benefit from them (Marti and Mair, 2009). In other words, actors might be seen as not only rattling *at* the gates but *with* the gates of the system.

In this paper we study in microcosmos the activities of a civic organization working in the Argentinian Tierra del Fuego: Participación Ciudadana. By opening spaces for public forums within government buildings and training community members (including teenagers) in advocacy, Participación Ciudadana, provides an outlet for the constructive redirection of participants' frustration, based on better understanding of policy and civil rights. In a world in which many citizens experience a disjuncture between formal democracy and actual, lived democracy, some of these efforts have succeed in creating spaces for participation, emergent "public-spheres" where open-ended debates about issues of collective concern (Freire, 1970). All in all, it is suggested that there should be other mechanisms rather than disruptive, violent demonstrations and 'cazeroladas' for those willing to transform the status quo so that regular people can become involved in the political process and influence decisions affecting their daily lives through, paraphrasing Weber, *boring hard boards,* in less visible ways and less contentious manners.

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W-091	Public sector managers: a new form of rebel?

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There are two sharply divergent perspectives on management and managers in organization studies. The first is of management as an orderly and logical function undertaken by rational and organized managers who make their major contribution to society through ensuring the maximisation of shareholder return or, in the public sector, efficiency and effectiveness. The second is of management as an oppressive regime undertaken by functionaries whose goal is the discovery of ever more refined ways of achieving the maximum output from employees. While incompatible in most ways, these two positions share a presumption that it is non-managerial staff that are recalcitrant and likely to resist managerial demands. Managers are presumed, by both orthodoxies, to be devoted to the needs of the organization. The possibility of the manager as rebel is beyond the bounds of thought.
However, in this paper we report a study in which senior managers (chair, chief executive and director of HRM) were found to be rebelling against the requirement from their senior managers that they implement a new policy. These are managers in England's National Health Service, the policy they were to introduce was that of talent management, and their rebellion is against the ethos of the policy they were told they had to implement.
In 1998 *The McKinsey Quarterly* published a paper by a team of its consultants entitled '*The War for Talent*' (Chambers et al, 1998). This paper, regardless of its flawed research methods and overblown rhetoric, instigated a major change in human resource management: talent management. By 2009 one-third (36%) of UK organisations, predominantly those with more than 5000 employees, had some talent development activities (CIPD, 2009).
In 2004 the Chief Executive of England's NHS issued a letter requiring that all health organizations in England implement a talent management strategy. The NHS is the UK's largest organisation, employing 1,431,996 staff in 2009. The English part of the NHS (Scotland, Wales and Northern Ireland are semi-autonomous) consists of 398 organisations, which are managed by ten strategic health authorities (SHAs) on behalf of the Secretary of State for Health.
This paper reports on progress made towards implementing a talent management strategy in one of these SHAs. Interviews were carried out with the chair, chief executive and director of HR in 34 organizations governed by this SHA, and focus group discussions were held with managers and staff in six of these health trusts.

Although there was some enthusiasm for a talent management strategy, many trusts were passively resisting implementation and so in the course of the interview retrospectively re-labelled pre-existing activities as talent management. In about half the trusts, however, there was resistance towards the concept, especially the interpretation held by the NHS' Chief Executive. Forms of resistance ranged from outright refusal to implement a talent management strategy to exploration of ways of implementing an inclusive strategy. The original McKinsey report favours an exclusive strategy, in which a 'pipeline' of managers is prepared to take on senior roles. This is the approach favoured by most private sector companies. An inclusive approach focuses on 'all the talents' of everyone in an organization.

Furthermore, managers who had been selected as 'talented' and sent on courses, reported that many participants realised that high-flying careers were not for them as a result of the opportunity to develop themselves for the 'talent pipeline'. They were concerned at the effect on colleagues of not being identified as 'talented', and appalled at the behaviours of some people given the label of 'talent'.

Academic literature on talent management is, almost without exception, uncritical and keen to develop McKinsey's 'insights', so the responses of these managers is doubly interesting because they adopt a more critical, questioning and analytical approach to talent management than do business school academics, so reversing the direction in which critique is usually presumed to flow.

While a refusal to implement a talent management strategy is a long way from any form of revolutionary rebellion, this study does suggest that public sector management needs to be rethought. The 'new public managers' of the 1990s have turned out differently from expected, but what is it that we are seeing?

In this paper we suggest firstly that we are seeing a turn to *intellectual public sector managers*. We illustrate this by analysing discussions between the senior managers in this study, exploring how they develop ideas through debate and discussion. Large proportions of managers now have masters degrees and, increasingly, doctorates, so it is perhaps not surprising to find evidence of active thinking, debate and discussion amongst such highly educated staff. Furthermore, their discussions were informed by a strong public sector ethos, one which derides 'corporate social responsibility' as (in)action rather than belief system.

The combination of intellect and ethos is providing considerable challenge to the maxim that public sector managers lag behind their private sector counterparts in relation to knowledge about social organisations. In our experiences of researching managers within the public sector, there is considerable evidence of ground-breaking thinking in relation to the management of their people – lessons which should and could be learned in the private sector – and business school communities alike?

Alternatively, are we when exploring public sector organizations trying to understand places and spaces that are ontologically so distinct from the private sector that we should be theorising them differently? What would be the implications for both political and management theory if we did so?

W-096	Accountability and the emergence of indifference: A reconsideration of the roots of authority in organizations

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The study of organizations and organizing has made considerable use of Barnard's concept of "zones of indifference" and Simon's "zones of acceptance", each implying the existence of an organizational "space" characterized by deference to authority and Weberian legitimacy. The heuristic value of these concepts is well established (e.g., see Stewart 1989), but their analytic and practical usefulness has been limited by approaches stressing the structural and calculative nature of such "zones".

While the Barnard-Simon zones have played a critical role in the work organization theorists, the constructs have been subject to criticism for their narrowness (see the work of Williamson, esp. 1975, 1996), ambiguity (Roe 1989), lack of concern for cultural context (e.g., see Douglas 1992 and other cultural theorists), and normative, managerialist bias (see esp., Scott 1982, 1992). For those who engage the constructs on their own terms (i.e., as Barnard and Simon present them, e.g. Rabin and Miller 1989), the central issue has long been the relationship between moral codes and standards and the "act" of acceptance (see Strother 1976; Boling 1978). Following Barnard, much of that work attributes acceptance to (among other things) unconscious psychological factors, material and nonmaterial inducements, fictions of authority, etc.

We offer a different approach to issues related to what takes place within the zone of indifference/acceptance, relying on recent work related to the role that accountability plays in modern organizations. Our perspective posits the zone of indifference/acceptance as a social space within which accountable relationships emerge and eventually take institutionalized (although not necessarily formalized) form. Rooted in social and moral theory traceable at least to the work of Adam Smith, this view proves compatible with a wide range of existing theories and models, but is most effective in establishing links between the individual action, organizational form and cultural context.

Following a critical survey of the "zone of indifference" literature, we posit accountability as an emergent property of social relationships within such zones or organizational spaces that both foster and depend on the development of cultural norms (e.g., moral communities) and social mechanisms. This view runs counter to the conventional approach that assumes accountability involves consciously designed secondary or supplemental social arrangements. Rather, we offer the view that the accountability mechanisms which play such a major role in current efforts to reform governance in the public, nonprofit and private sectors are best understood as efforts to extend, replicate or repair past or imagined accountability relationships that might emerge naturally as a result of social interactions. Viewed in this way, accountability can be used as the basis for a theory of organizational governance.

In addition to laying the groundwork for an accountability-based theory of organizational governance, the paper will attempt some preliminary applications to specific historical and policy-relevant cases. Special attention will be paid to the insights this approach offers into organizational behavior often cited as "amoral" or "evil" (Dubnick and Justice 2006).

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W-098	The Concept and Theory of Public Organizations and Publicness: Progress, Problems, and Prospects

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The Sixth *Organization Studies* Summer Workshop
" Bringing Public Organization and Organizing Back In "

This paper will report a review of literature on "public organizations" and "publicness." It will describe and assess the literature on the publicness of organizations, which analyzes the degree to which an organization has public characteristics and which seeks to develop concepts to describe this variation. The variation ranges from organizations with high degrees of publicness, such as core government departments, across a continuum including hybridized forms such as state-owned enterprises and government corporations, to privately-owned business firms that can still have some degree of publicness. The paper will describe progress in this literature, in the development of dimensions of publicness, and in some recent research analyzing publicness. Then the discussion will turn to problems that authors are encountering in this process, whether or not they acknowledge them. These include a persistent vagueness in the concept of publicness and the sub dimensions authors have proposed for it (such as "political authority"), and vagueness and inconsistency in their hypothesized and empirically investigated effects. In this analysis, the paper will examine the concept of a "public" organization, and the contrast between publicness as a concept and the concept of a public versus private distinction in the analysis of organizations. Then the paper will examine prospects for enhancing the conception of publicness and empirical research on its implications for organizations and organization theory. This discussion will include attention to the prospects for integrating the analysis of public organizations with the literature in political science on the external political control of public bureaucracies, on the "tools of government," and with the literature developed by organizational sociologists on institutionalization processes that influence organizations.

Progress

The discussion of progress will review Bozeman's *All Organizations Are Public* as a seminal source of the analysis of publicness, and apparently the author who coined the term. This discussion will include attention to antecedents of Bozeman's book, such as the work of Dahl and Lindblom, Wamsley and Zald, and Downs and Niskanen. Bozeman posited two sub dimensions of publicness, which he conceived in terms of political authority and financial authority. The review will describe how, in research subsequent to Bozeman's book, he and coauthors found empirical evidence of the effects of these dimensions of publicness. More recently, Moulton and Bozeman have conducted additional research that extended the concept of publicness into policy domains. A very recent article in the *Journal of Public Administration Research and Theory* has also extended the discussion of the legal dimension of publicness.

This paper will also review another development that bears attention, the comparison of research and theoretical developments about publicness, on the one hand, to research comparing public, private and nonprofit organizations. Authors have often cited these latter studies and distinctions as oversimplifications, subject to replacement by the publicness concept. Yet these types of studies have outpaced publicness research in the number of studies reported, and the direct

comparisons of core categories have often shown stronger results than those from studies of publicness.

Problems

In these developments, however, the concept of publicness and its sub dimensions have migrated around, with authors assigning different terms and meanings under different circumstances. Sometimes authors refer to one of the sub dimensions as "financial publicness" and sometimes as "resource publicness." Another of the sub dimensions, the public authority dimension, remains very vaguely defined, and weakly operationalized for empirical research. Recently, Moulton has introduced the concept of "realized publicness," further complicating the conception of publicness. In addition, as suggested above, comparisons of core categories of public, private, and nonprofit appear much more frequently and show stronger results.

Prospects

The paper will then propose steps for clarifying the concept of publicness and extending research on the topic. These include reviewing the literature from political science on the external control of government bureaucracy and on bureaucratic power and autonomy (Carpentar, etc.), and the literature on the "tools of government." The paper will propose concepts and ideas from these sources that can be drawn into the analysis of publicness. Similarly, the paper will propose that the literature on institutional processes in organizations developed by organizational sociologists can also provide concepts for analysis of how a "public" institutional environment can influence organizations.

W-099	Hybrid landscapes of power and control in UK Healthcare: the case of the UK National Programme for Information Technology

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Abstract

This paper examines some organizational consequences of the UK National Programme for Information Technology (NPfIT), presenting case study findings on the outsourcing of IT and new forms of 'network governance' in the UK National Health Service (NHS). The paper draws on recent critiques of 'the post bureaucratic organization' to show the ways in which this ten-year programme of infrastructural development is pervaded by elements of political and organizational hybridity. Whilst the programme is dominated by the language of markets and consumer choice, the award of single contracts to a small number of large corporations has allowed IT procurement, project management and systems development activities to become more, rather than less, concentrated than has historically been the case in the NHS. NHS Trusts have benefitted from unprecedented levels of investment in new IT systems – but a growing body of evidence shows that their capacity for locally embedded innovation has been diminished as NHS clinicians and IT professionals have relinquished control of IT procurement, project management and systems development activities to private sector corporations who now act as 'local service providers'. Whilst the 'networked' forms of governance that characterise the NPfIT are clearly bound up with the idea that public sector organizations are being remodelled in line with new and more flexible 'post bureaucratic' modes of coordination, the paper shows that key questions of power and clinical autonomy remain, even if the locus of bureaucratic control has shifted to a more diffuse and complex institutional field of IT provision across the NHS.

Keywords: Public/private dichotomy; networks; hybridity, healthcare; digitization; organizational reform; post bureaucracy

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