# The impact of Europeanization process on the mobilization of local actors in European cities.

## A comparative analysis of Krakow and Glasgow

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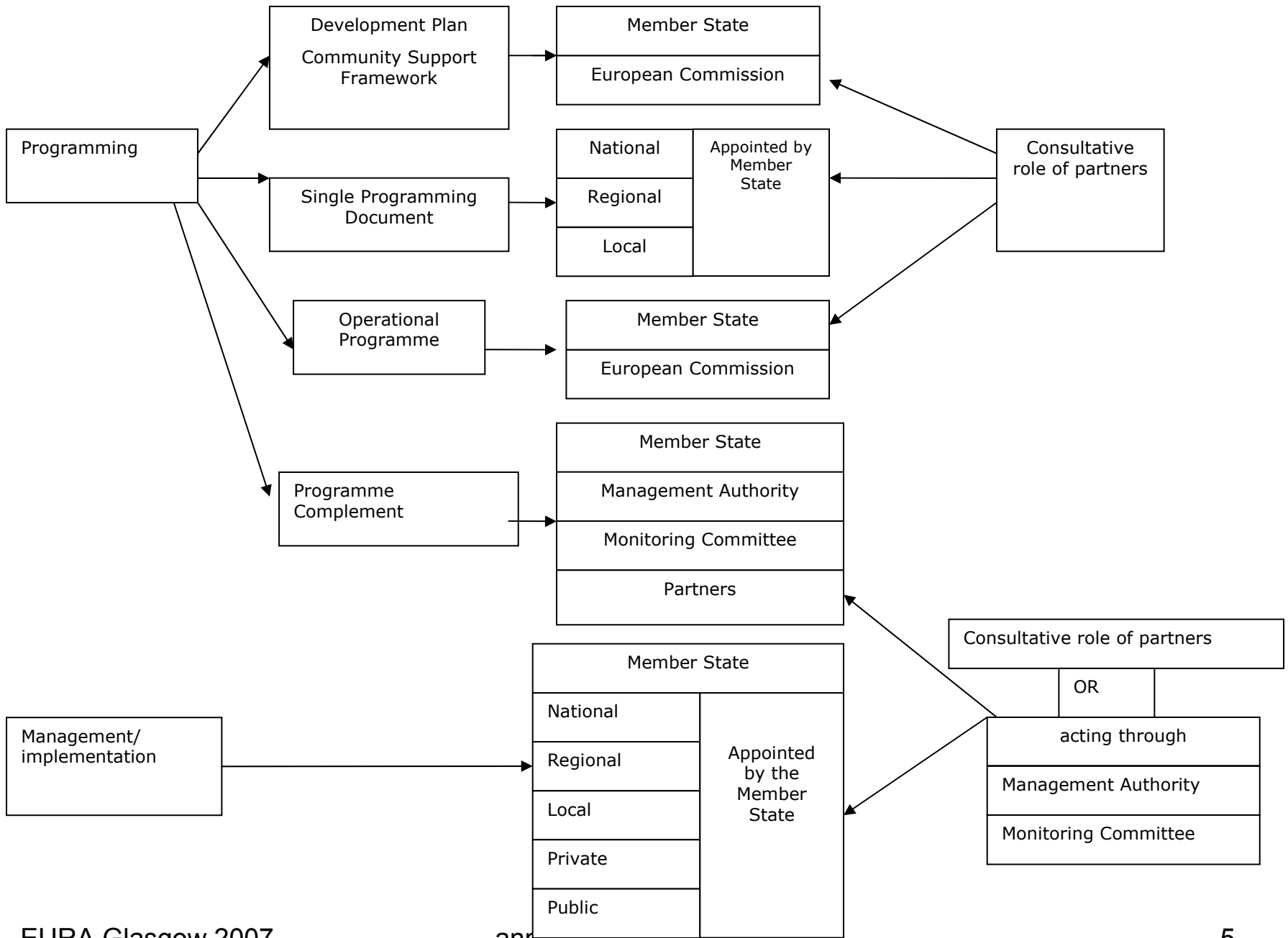
# Research Question

- How local actors mobilize themselves and cooperate around the EU funded projects in European cities:
  - Does this mobilization change the existing power structure of the city?
- How the mobilization of local actors differ in a city from an old and a new EU member state?
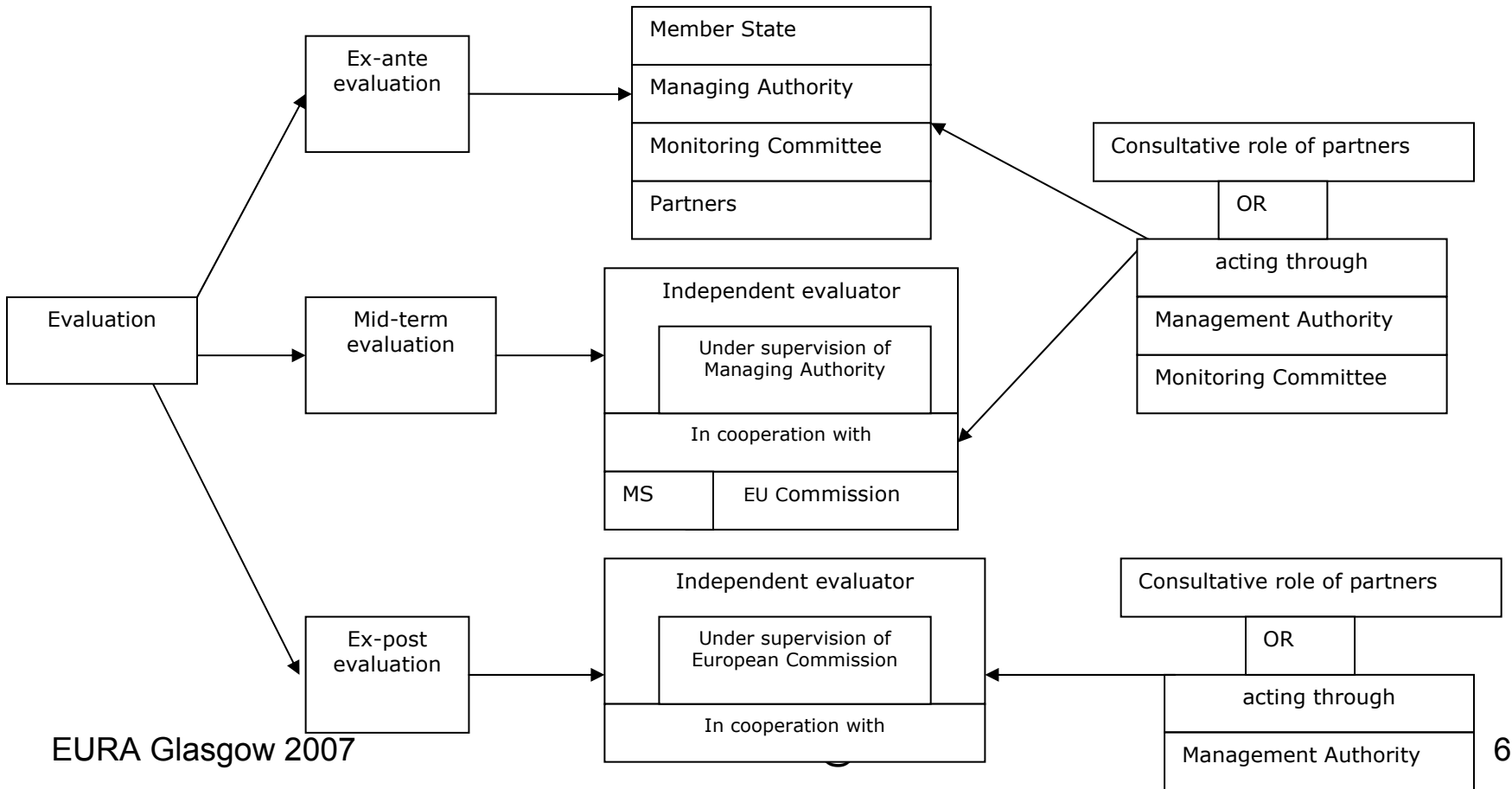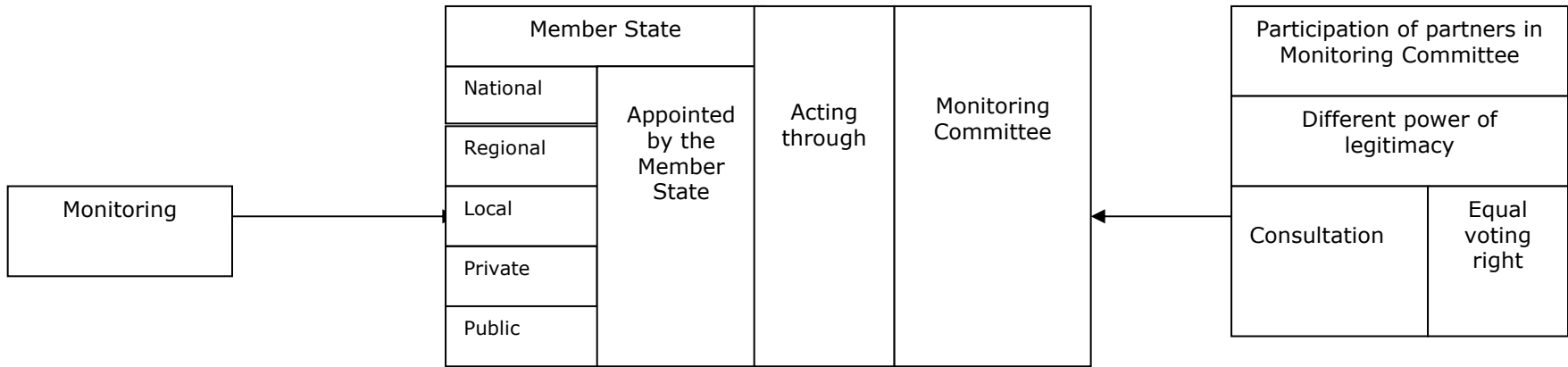
# Mobilization of local actors around the EU funded projects

- Top-down (decision making):
  - EU SF Partnership principle
- Bottom up:
  - Policy networks, partnerships
- Vertical and horizontal
- Actors ?

# The Partnership in the EU documents

- 1988 Close consultation btw EC, MS & competent authorities
  - Vertical dimension
- Art.10, PP 2000-2006
  - Vertical & horizontal dimension (+eco & soc.)
  - Creation of institutional setting

## Monitoring

Monitoring → Member State

| Member State | | | |
|---|---|---|---|
| National | Appointed by the Member State | Acting through | Monitoring Committee |
| Regional | | | |
| Local | | | |
| Private | | | |
| Public | | | |

| Participation of partners in Monitoring Committee |  |
|---|---|
| Different power of legitimacy |  |
| Consultation | Equal voting right |

## Evaluation

**Ex-ante evaluation** →

| Member State |
|---|
| Managing Authority |
| Monitoring Committee |
| Partners |

| Consultative role of partners | |
|---|---|
| OR | |

| acting through |
|---|
| Management Authority |
| Monitoring Committee |

**Mid-term evaluation** →

| Independent evaluator |
|---|
| Under supervision of Managing Authority |
| In cooperation with |

| MS | EU Commission |
|---|---|

**Ex-post evaluation** →

| Independent evaluator |
|---|
| Under supervision of European Commission |
| In cooperation with |

| Consultative role of partners | |
|---|---|
| OR | |

| acting through |
|---|
| Management Authority |

# Policy Networks in the Literature

- highly complex informal relationships in the policy process (Kenis and Schneider 1991)
- the interwoven structure of vertical and horizontal dimensions in the EU structural funds' policy making process (Heinelt and Smith 1996)
- a strong interdependence between institutions, ongoing interactions among network members based on trust as well as formal rules negotiations by network participations (Rhodes 1999; Rhodes 1997)

➔ reflects not only arranged horizontal and vertical relations between actors/ institutions but represents also a particular power structure of the city

- the relations between the actors
  - Insufficiency of the formal politico-institutional arrangements and hierarchy
  - Decisions outside of the conventional channels

# Glasgow case study

- Institutionalized partnership
  - Rhetoric of partnership
  - Isomorphism of vocabulary
- Glasgow City Council
  - Labour stronghold
- Sustainability of the structure
- Personal and professional contacts
- → Europeanized Entrenched city elite
  - SEP (PMC, PIC, AG)

# Examples of partnerships in Glasgow

- Strathclyde European Partnership
- Scottish Enterprise
- West of Scotland Colleges Partnership
- Glasgow Community Planning Partnership
- Glasgow Alliance
  - 8 Social Inclusion Partnerships
- Glasgow Disability Learning Partnership
- Glasgow Healthy City Partnership
- Glasgow Action Partnership
- Glasgow Economic Forum Partnership
- Glasgow Sustainable Tourism Partnership
- Glasgow Council for Voluntary Sector

# Strathclyde European Partnership

- a group of organisations who access 2000-06 European Structural Funds in Western Scotland to carry out economic regeneration projects.

- The partnership consists of around 200 public agencies:
  - European Commission
  - Scottish Executive and other central government agencies
  - Local Authorities
  - Scottish Enterprise and Local Enterprise Companies (LECs)
  - Universities and Further Education Colleges
  - Enterprise Trusts and Local Economic Development Initiatives
  - Area Tourist Boards
  - National and regional bodies involved in Economic Development
  - Voluntary bodies and charitable organisations and communities involved in Economic Development
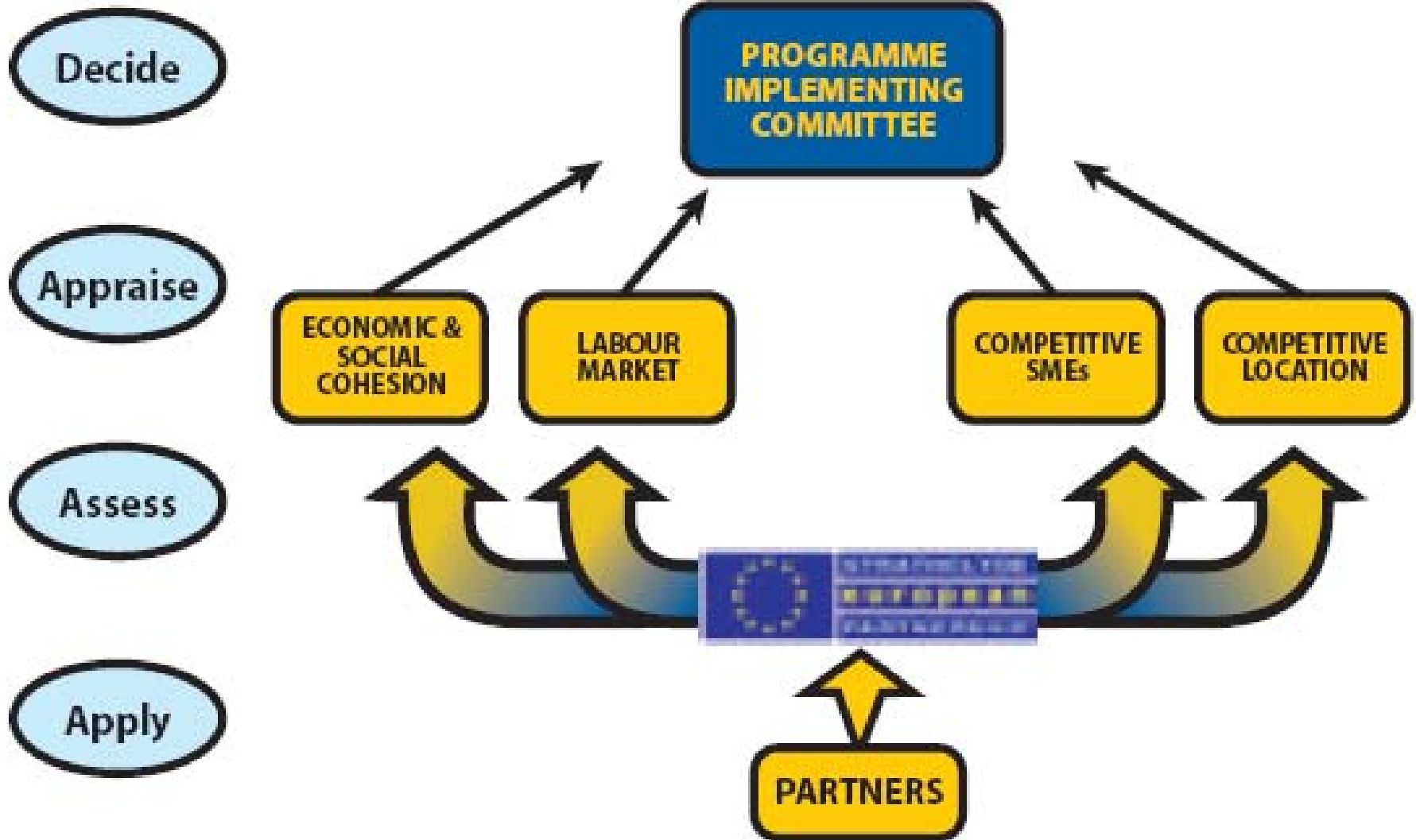  - Environmental Agencies
  - Equality Agencies

# Application Process

Decide

Appraise

Assess

Apply

**PROGRAMME IMPLEMENTING COMMITTEE**

ECONOMIC & SOCIAL COHESION

LABOUR MARKET

COMPETITIVE SMEs

COMPETITIVE LOCATION

PARTNERS

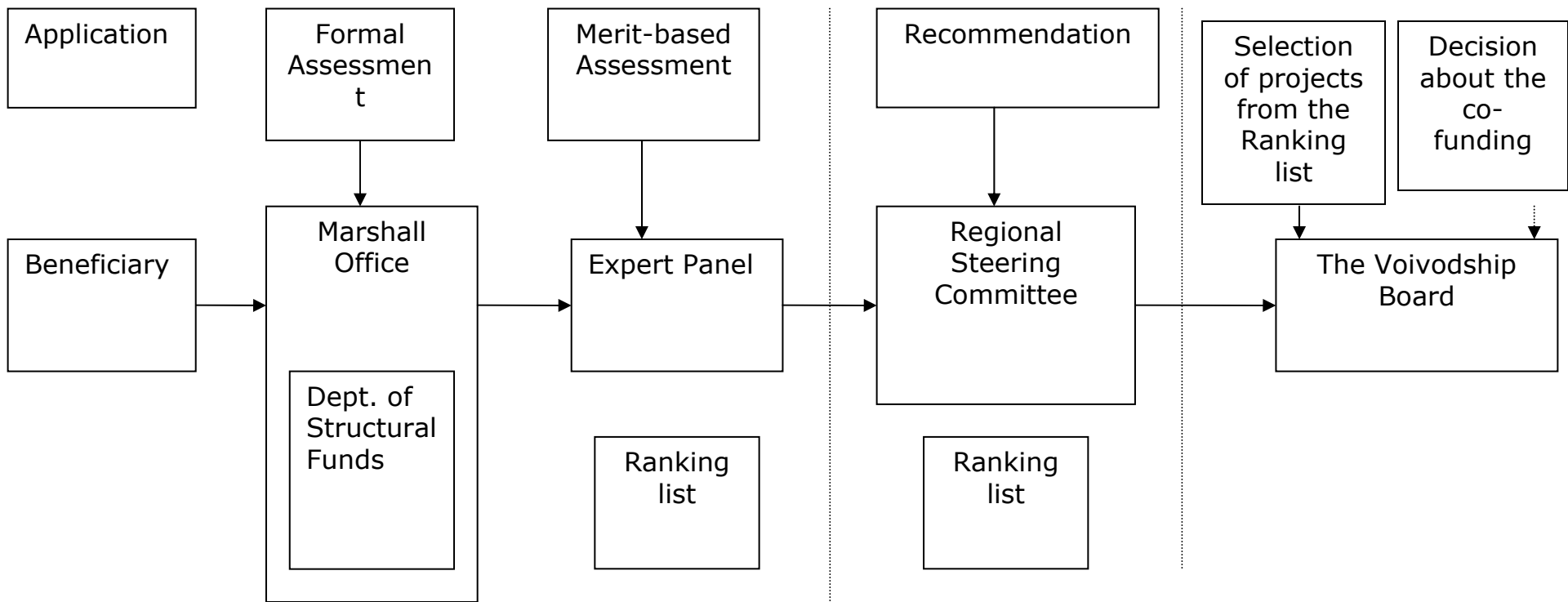| SEP Board of Directors | SEP Programme Monitoring Committee | SEP Programme Implementing Committee |
|---|---|---|
| | | Global Connections (Scotland) Ltd |
| Inverclyde Council | **European Commission** | **Glasgow City Council** |
| | | Access North Ayr |
| East Dunbartonshire Council | South Lanarkshire Council | East End Partnership Ltd |
| | West Dunbartonshire Council | North Ayrshire Council |
| Ekos Consultants | | |
| | **Scottish Enterprise** Dunbartonshire | *Scottish Enterprise* **Renfrewshire** |
| **University of Strathclyde** | | The Bambury Regeneration Centre |
| | **The Scottish Executive** | North Lanarkshire Council |
| **Cumbernauld College** | | **The** *Scottish Executive* |
| | **Langside College** | Clydebank Re-built |
| Clydebank Re-Built | | |
| | **University of Glasgow** | **Scottish Environment Protection Agency** |
| **Drumchapel Opportunities** | | **Community Enterprise in Strathclyde** |
| | Centre for Travel and Tourism | Cunninghame Housing Association Ltd |
| North Ayrshire Council | | Inverclyde Council |
| | **Scottish Enterprise** Lanarkshire | South Lanarkshire Council |
| **Scottish Enterprise** Lanarkshire | | |
| | **Glasgow City Council** | **West of Scotland Colleges' Partnership** |
| **Scottish Enterprise** Ayrshire | | **The** *University* **of Glasgow** |
| | **European Commission** | Greater Glasgow and Clyde Valley Tourist Board |
| | | *Scottish Enterprise* **Ayrshire** |
| | Business Gateway Lanarkshire | **The Wise Group** |
| | **The Scottish Executive** | **Glasgow Community Planning Partnership Ltd** |
| | | **The** *Scottish Executive* |
| | Scottish Natural Heritage | *Scottish Enterprise* **Lanarkshire** |
| | | Lanarkshire Enterprise Services |
| | | **Reid Kerr College** |
| | | **Communities Scotland** |

# Advisory groups 2000-2006 Programme at SEP Ltd

| Competitiveness & Innovation | Economic & Social Cohesion | Competitive Locations | Labour Market | |
|---|---|---|---|---|
| **Scottish Enterprise National** | **Scottish Enterprise Dunbartonshire** | **Glasgow City Council** | North Ayrshire Council | |
| **Govan Initiative Ltd** | **Scottish Enterprise National** | **John Wheatley College** | **South Lanarkshire College** | |
| South Lanarkshire Council | **The Scottish Executive** | Community Enterprise in Strathclyde | **The Scottish Executive** | |
| **The Scottish Executive** | **Scottish Enterprise Glasgow** | **The Scottish Executive** | Renfrewshire Council | |
| South Ayrshire Council | East Ayrshire Council | **The Scottish Executive** | **The Lennox Partnership** | |
| **The University of Glasgow** | **Glasgow & Clyde Valley Structure Plan Joint Committee** | Lifelong Learning | **GCVS** | |
| **Stow College** | AILLST Tourist Board | Cunninghame Housing Association Ltd | Barnardo's Scotland | |
| Business Gateway Glasgow | **Glasgow Smaller Areas SIP** | East Renfrewshire Council | **Scottish Enterprise Dunbartonshire** | |
| **The Scottish Executive** | Renfrewshire Council | **Communities Scotland** | **Scottish Enterprise Ayrshire** | |
| **Cardonald College** | Queens Cross Housing Association Ltd | **The Wise Group** | **Central College of Commerce** | |
| North Lanarkshire Council | **Scottish Environment Protection Agency** | North Lanarkshire Council | **Glasgow City Council** | |
| Glasgow Film Office | **Scottish Enterprise Ayrshire** | **University of Paisley** | **Govan Initiative Ltd** | |
| **Scottish Enterprise Renfrewshire** | **Partnership West of Scotland Colleges'** | **Ayr College** | South Lanarkshire Council | |
| | North Lanarkshire Council | Greater Easterhouse Development Ltd | **Glasgow North Ltd** | |
| | **The University of Strathclyde** | **Gorbals Initiative** | | |
| | | **Greater Govan Social Inclusion Partnership** | | |
| | | **Scottish Enterprise National** | | |

# Krakow case study

- "Interregnum" (new & old) & political cleavages
  - *"Tabula rasa"* approach vs. path dependency
  - Overlapping competencies and tensions
- Main state institutions beset by conflicts
- Partnership Principle as illusion of power - IROP
  - Expert panel and Regional Steering Committee
    - Anonymity & political influence
    - Role of universities
    - Vertical and horizontal cooperation "ad-hoc" partnerships
- Policy networks around the EU funded projects with no state actors

# The selection process of projects to be funded from Integrated Regional Operational Programme



| Application | Formal Assessment | Merit-based Assessment | Recommendation | Selection of projects from the Ranking list | Decision about the co-funding |

Beneficiary → Marshall Office → Expert Panel → Regional Steering Committee → The Voivodship Board

Dept. of Structural Funds

Ranking list

Ranking list

The selection process of projects to be funded from Integrated Regional Operational Programme

# Regional Steering Committee for the evaluation of IROP in Małopolska Region

| Group 1 | Group 2 | Group 3 |
|---|---|---|
| Marshall of the Malopolska | Head of the County Tarnowskie | **Chamber of Commerce and Trade in Krakow** |
| Deputy Voivod of Małopolska | Head of the County Suski | **Małopolska Chamber of Craft and Business in Krakow** |
| Ministry of Economy and Labour | Chair of Convent of Heads of Counties in Małopolska | **Małopolska Solidarność Trade Union** |
| Ministry of Economy and Labour | Mayor of city and commune Dobczyce | **Polish Trade Unions Alliance in Małopolska** |
| Ministry of Agriculture and Rural Development | Chair of Forum of head of Communs and Mayors in Małopolska | Krakow Foundation "Center of Information, Meetings, Dialogue, Upbringing and Prayer in Auschwitz |
| Ministry of Culture | Head of the Rural Commune Mszana Dolna | Małopolska Tourist Organization |
| Ministry of Infrastructure | Head of the Rural Commune Rzepiennik Strzyżewski | **Dean of Mechanic Engineering and Robotics, Academy of Mining and Metallurgy** |
| Ministry of Education and Sport | Mayor of Oświęcim | **Chancellor or Academy of Agriculture in Krakow** |
| Ministry of Environment | Deputy of Mayor of Krakow | **Chancellor of Jagiellonian University** |

# Examples Partnerships in Krakow

- COGITO – Krakow Initiative for Social Economy
- Education for Integration – Partnership for Refugees (Development Partnership)
- We Can Do More – Partnership in Support of Social Co-operatives
- The Social Economy for the Amber Trail Greenway
- Labour Market Consensus– Innovative Model of Vocational Activation of Women
- The Partnership of Initiatives for Nowa Huta
- The Academy of Entrepreneurship. Development of Alternative Forms of Employment
- Labour Market Consensus– Innovative Model of Vocational Activation of Women
- Partnership for Improving Access of the Blind to the Labour Market

# Conclusions

- Partnership as empowerment vs. different reality in empirical cases
- Glasgow:
  - Control of purse strings by entrenched elite
  - Hiding behind the mask of partnership
    - "Matryoshka model" of partnership
  - Partnerships = policy networks
- Krakow
  - Passive participation in line with political interests
  - Role of universities – "academization" of decision making
  - Top down mobilization ≠ bottom up
    - Beneficiaries of EU funded projects ≠ institutionalized partnership
  - Emergence of new structure (partnerships in social economy)
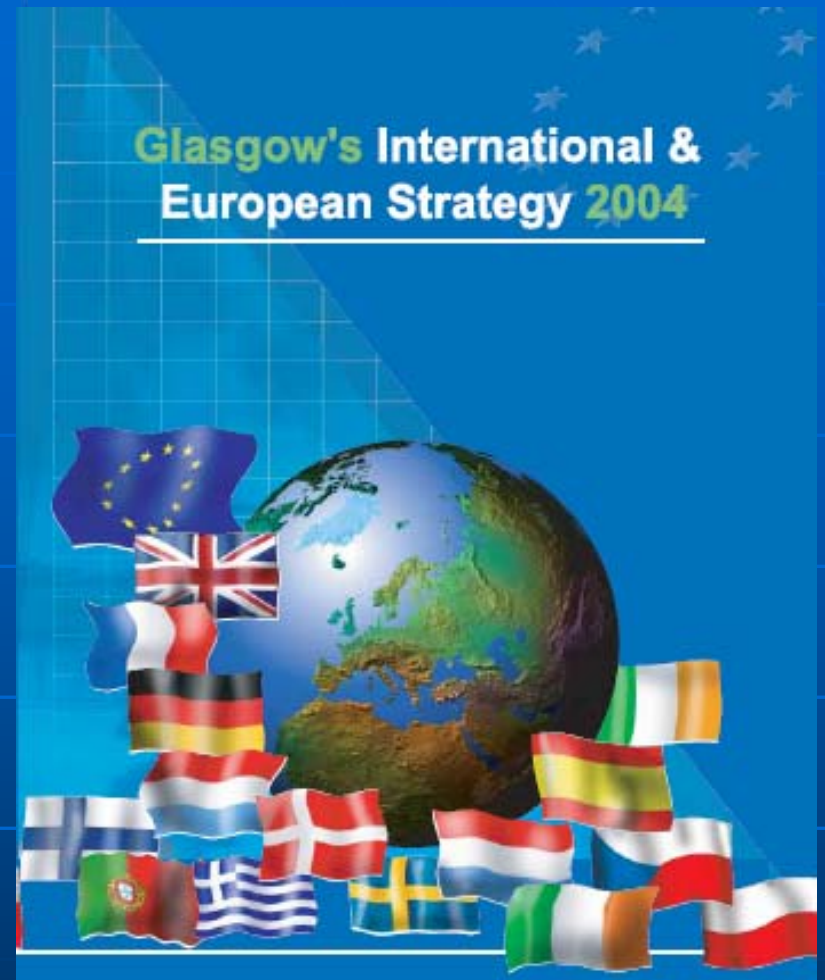
➔ Illusion of power

# Problems

- Definition partnership vs. policy network

- Interactive cooperation
  - Homogenous vs. heterogeneous
  - Horizontal vs. vertical
    - H (consulting)
    - V (decision making, IGVT, partnership)

# Partnership and networks

Definition vs. practice

➔ contextual and plastic

# Thank you

# Definitions of Europeanization:

- the European supranational institutions' impact and the response of the actors on national, sub-national and local levels (Boerzel and Risse 2000; Olsen 2002).

- the process of emergence of new structures of governance, and political, legal and social institutions and polices associated with them (Green-Cowles, Caporaso, and Risse 2000);

# Europeanization on local level

- Changes in policies, practices, preferences or participants within local systems of governance, arising from the negotiation and implementation of EU programmes (Bache 2003)

- Emergence of a new system of governance at all levels, which results in increasing participation of various groups, civil society, involved from conception to implementation of new policies
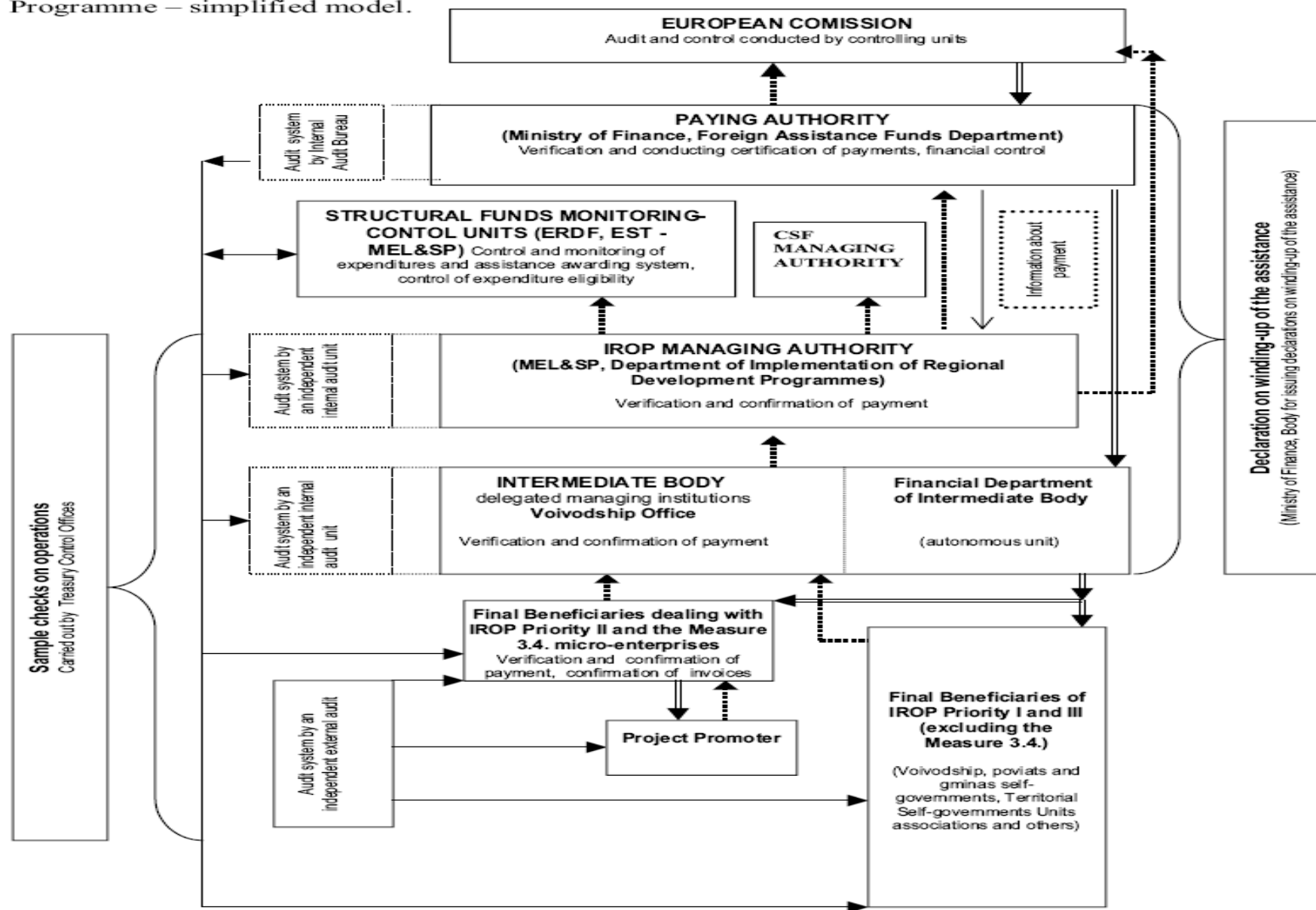
# Case study: Krakow

- Structure: interregnum and Political cleavages
- Emerging of new institutions
  - Information centres
  - New "EU" dept.
- Changing role of institutions:
  - Universities and research centres
- SF Management:
  - role committees and expert panel
- Learning attitude, importing a model

Europeanized Corporatist structure
  ➔ Conflict and competition
  ➔ short-term and lack of sustainability

**Chart 20. Financial management and expenditure control within Integrated Regional Operational Programme – simplified model.**
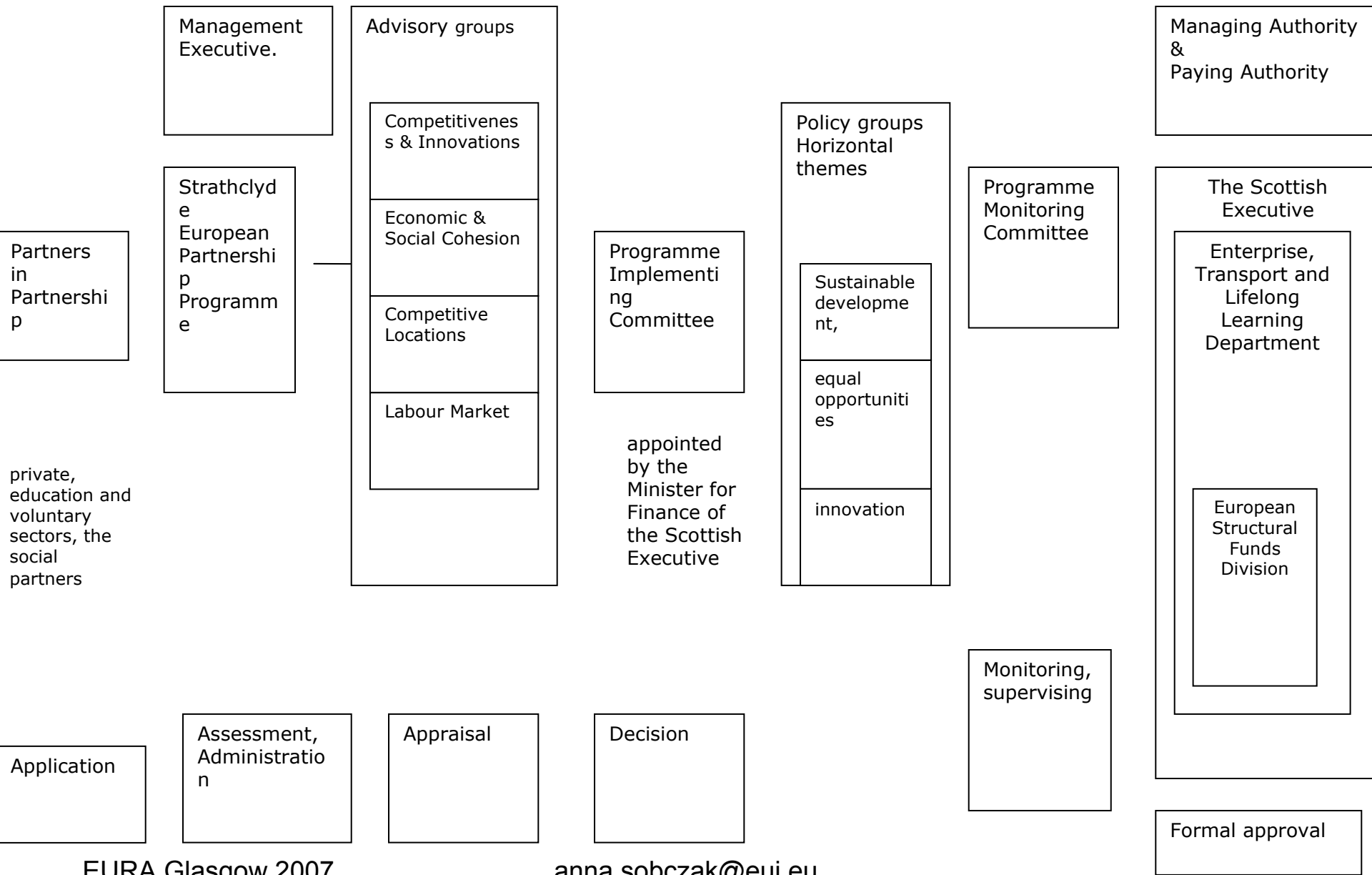
# Role of actors and partners in various stages of SF management

- Programming
- Management/Implementation
- Monitoring
- Evaluation

# Table: Management of structural funds in Scotland

| Management Executive. | Advisory groups | | | Managing Authority & Paying Authority |
|---|---|---|---|---|

Advisory groups:
- Competitiveness & Innovations
- Economic & Social Cohesion
- Competitive Locations
- Labour Market

Strathclyde European Partnership Programme

Partners in Partnership

private, education and voluntary sectors, the social partners

Programme Implementing Committee

appointed by the Minister for Finance of the Scottish Executive

Policy groups Horizontal themes:
- Sustainable development,
- equal opportunities
- innovation

Programme Monitoring Committee

The Scottish Executive

Enterprise, Transport and Lifelong Learning Department

European Structural Funds Division

Monitoring, supervising

| Application | Assessment, Administration | Appraisal | Decision |
|---|---|---|---|

Formal approval

| | | | |
|---|---|---|---|
| **Regional authorities** | Małopolska Seymik | Małopolska Voivodship **Marshall's Office** | **Marshall of** Małopolska | Małopolska Voivod Central Government |

Department for Regional Policy and Structural Funds

Małopolska Agency for Regional Development MARR, structural funds distribution in Małopolska

| | | | |
|---|---|---|---|
| **Local level** Cities | **Krakow City Council** *Rada Miasta* | **City Management Board** **Krakow City Office** *Urząd Rady Miasta* | **Mayor of Krakow** |

Committee for the structural funds

Department for Strategy and City Development

Agency for Development of Krakow

**District level**

18 District Councils
*Dzielnica*