



EU level development of the OMC: social inclusion

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Outline

- Existing Literature
- Research Design: Emergence and Evolution
- Hypotheses
- Findings: Social Inclusion



Literature (1)

- Intergovernmentalism
- Neo-functionalism
- Advocacy coalitions
- Do not take account of the power struggle between the Commission and Member States over time



Literature (2)

- New Modes of Governance: Explains general conditions, rather than specific explanatory factors
- OMC process descriptions
- Normative expectations: learning, deliberative democracy



Open Questions

- Does the Commission merely manage the administrative part of the process or does it influence policy direction of the OMC?
- Is the action of the Commission in line with or against the aims of the Member States?
- Is the OMC influenced by other actors?



Research Design

- Interpretative and causally analytical
- Qualitative analysis
- Sources: interviews, primary documentation



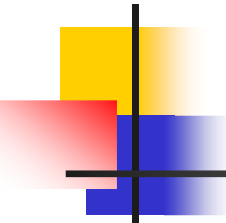
Conceptualizing the features and development of the OMC

1. OMC (dependent variable) distinguished according to **Policy Objectives (PO)** & **Institutional Model (IM)**
2. Development of the OMC distinguished according to **Time of Emergence** and **Time of Evolution**
3. **"Stage"**: empirical development in a political phenomenon
4. Each stage is a successive moment in a temporal sequence



Research Questions

- Is there a distinction between Member State and Commission action in emergence and evolution of the OMC?
- Do the role(s) of the Commission and Member States differ during the various "stages" of OMC development?
- Does the Commission have more influence on the OMC PO and/or IM and does this change over time?
- Do the Member States have more influence on the OMC PO and/or IM?



The P-A model and the OMC: Emergence (1)

- Commission & Member States interact in a P-A logic already during the emergence of an EU policy priority
- There is a permanent struggle between the Agent – that proposes EU PO and IM – and Principal – to decide on PO and IM
- Ultimately, is it the Agent or the Principal that defines the policy objectives and accompanying instruments during policy and instrument definition?




The P-A model and the OMC: Evolution (2)

- Once a policy tool has been created, it is codified as a contract created by the Principal
- The contract specifies the tasks of the Member States and the Commission
- 'OMC contract': the Commission's tasks are to adapt policy objectives, to produce information and to monitor compliance of Member States' policies
- OMC subject to revision
- Is it the Principal or the Agent that has the power to change the OMC during its revision?

Interpretation the P-A model

(1)



- Thick interpretation of interest-based behaviour, including ideational actions
- The Agent's actions:
 1. Shirking, agenda-setting, lobbying
 2. Discourse framing (Bauer),
 3. Action of a lobby sponsored by the Commission (Bauer)



Interpretation of the P-A model (2)

- Conceptualization of the Principal as “multiple” actors (with different preferences) (Pollack)
- Principal: Can define policy and not only “control” vis-a-vis Agent

Interpretation the P-A model

(3)



- Commission: political & bureaucratic level (Hooghe)
- Power of the Commission in the OMC at bureaucratic level: development of data (expertise), policy proposals, monitoring Member State performance
- Power of the Commission at political level: Director Generals lobbying vis-a-vis heads of state and government



Hypotheses (Emergence)

- H1A: If the Agent has weak legislative powers in a policy area, then it will seek to define EU-level policy priorities and non-legislative political tools to achieve those aims
- H1B: If the Agent has weak legislative powers in a policy area, then the Principal will be able to define the EU-level policy priorities and the political tools to achieve those objectives



Hypotheses (Evolution)

- H2A: If an OMC contract has been created, then the Agent will change it through administrative tasks or political activity
- H2B: If an OMC contract has been created, then the Principal will change it through the OMC policy cycle or political activity



Indicators of High and Low Influence

- High Influence: when an actor uses different strategies and instruments to meet particular aims and is successful in that task
- Low Influence: when an actor uses different strategies and instruments to meet particular aims and is not successful in that task



The Findings: Emergence OMC/inclusion

Stage	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5
Time	95 – 97	97 – 99	01/00 - 06/00	07/00 -12/00	01/01 – 12/01
Aspect	IM, PO	IM	IM, PO	IM, PO	IM, PO
Content	Exclusion in treaty (policy debate)	Policy Comm. (policy debate)	Creation OMC (Applied to inclusion)	Pol. Comm in Treaty; (Obj. Inclusion)	Funding, statistics, implementation
Driver	Principal (Agent)	A & P (A & LS)	Principal (A & LS)	Principal (A & LS)	Principal (Agent)
Action	Contract (DF)	Lobbying (DF)	Contract (DF)	Contract (DF)	Contract (Lobbying)



The Findings: Emergence OMC/incl.

- H1A: Commission (and the EAPN) powerful through discourse framing, which were important in 4 of 5 stages
- EAPN influence strengthened by shift of people from EAPN to Commission
- H1B: Member States decisive in definition of contract

The Findings: Evolution OMC/inclusion

Stage	Stage 6	Stage 7	Stage 8
Time	01/02 – 12/03	01/04 - 12/04	01/05 - 12/05
Aspect	IM	IM	IM, PO
Content	Change statistical database, civil society development	Change SPC, institutional spin-off	Alteration Objectives, funding, indicator development
Driver	Agent	Agent	Principal (Agent)
Action	Lobbying Agent & EAPN	Lobbying Agent	Policy direction (lobbying Agent & EAPN)



The Findings: Evolution OMC/inclusion

- H2A: Commission acted at administrative level
- Commission work also framed within overall priorities of Barroso Commission (political)
- H2B: Council decided short-term political priorities and also worked at bureaucratic level



Conclusion

- Commission plays important role when a policy area is weakly defined
- The role of the EAPN has been crucial to define the objectives of the social inclusion OMC
- Council's (and Commission's) objectives define the overall policy frame
- Interaction between P-A over time crucial to understand emergence and evolution OMC