

Palgrave Studies in European Union Politics

Edited by: **Michelle Egan**, American University, USA
Neill Nugent, Manchester Metropolitan University, UK
William Paterson, University of Birmingham, UK

Editorial Board: **Christopher Hill**, Cambridge, UK
Simon Hix, London School of Economics, UK
Mark Pollack, Temple University, USA
Kalypso Nicolaidis, Oxford, UK
Morten Egeberg, University of Oslo, Norway
Amy Verdun, University of Victoria, Canada

Palgrave Macmillan is delighted to announce the launch of a new book series on the European Union. Following on the sustained success of the acclaimed *European Union Series*, which essentially publishes research-based textbooks, *Palgrave Studies in European Union Politics* will publish research-driven monographs.

The remit of the series is broadly defined, both in terms of subject and academic discipline. All topics of significance concerning the nature and operation of the European Union potentially fall within the scope of the series. The series is multidisciplinary to reflect the growing importance of the EU as a political and social phenomenon. We will welcome submissions from the areas of political studies, international relations, political economy, public and social policy and sociology.

Titles include:

Morten Egeberg (*editor*)

MULTILEVEL UNION ADMINISTRATION

The Transformation of Executive Politics in Europe

Heather Grabbe

THE EU'S TRANSFORMATIVE POWER

Lauren M. McLaren

IDENTITY, INTERESTS AND ATTITUDES TO EUROPEAN INTEGRATION

Justus Schönlaue

DRAFTING THE EU CHARTER

Rights, Legitimacy and Process

Katie Verlin Laatikainen and Karen E. Smith (*editors*)

THE EUROPEAN UNION AND THE UNITED NATIONS

Forthcoming titles in the series include:

Ian Bache and Andrew Jordan (*editors*)

THE EUROPEANIZATION OF BRITISH POLITICS

Palgrave Studies in European Union Politics

Series Standing Order ISBN 1-4039-9511-7 (hardback) and ISBN 1-4039-9512-5 (paperback)

You can receive future titles in this series as they are published by placing a standing order. Please contact your bookseller or, in case of difficulty, write to us at the address below with your name and address, the title of the series and one of the ISBNs quoted above.

Customer Services Department, Macmillan Distribution Ltd, Houndmills, Basingstoke, Hampshire RG21 6XS, England

Multilevel Union Administration

The Transformation of Executive Politics in Europe

Edited by

Morten Egeberg

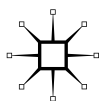
Director of ARENA – Centre for European Studies

and

Professor of Political Science,

University of Oslo, Norway

palgrave
macmillan



Selection, editorial matter, Chapters 1–5 and Conclusion
© Morten Egeberg 2006
Softcover reprint of the hardcover 1st edition 2006 978-1-4039-9765-4

All remaining chapters © respective authors 2006
All rights reserved. No reproduction, copy or transmission of this publication may be made without written permission.

No paragraph of this publication may be reproduced, copied or transmitted save with written permission or in accordance with the provisions of the Copyright, Designs and Patents Act 1988, or under the terms of any licence permitting limited copying issued by the Copyright Licensing Agency, 90 Tottenham Court Road, London W1T 4LP.

Any person who does any unauthorised act in relation to this publication may be liable to criminal prosecution and civil claims for damages.

The authors have asserted their rights to be identified as the authors of this work in accordance with the Copyright, Designs and Patents Act 1988.

First published 2006 by
PALGRAVE MACMILLAN
Houndmills, Basingstoke, Hampshire RG21 6XS and
175 Fifth Avenue, New York, N.Y. 10010
Companies and representatives throughout the world

PALGRAVE MACMILLAN is the global academic imprint of the Palgrave Macmillan division of St. Martin's Press, LLC and of Palgrave Macmillan Ltd. Macmillan® is a registered trademark in the United States, United Kingdom and other countries. Palgrave is a registered trademark in the European Union and other countries.

ISBN 978-1-349-54647-3 ISBN 978-0-230-50222-2 (eBook)
DOI 10.1057/9780230502222

This book is printed on paper suitable for recycling and made from fully managed and sustained forest sources.

A catalogue record for this book is available from the British Library.

A catalog record for this book is available from the Library of Congress.

10	9	8	7	6	5	4	3	2	1
15	14	13	12	11	10	09	08	07	06

Contents

<i>List of Tables</i>	<i>vii</i>
<i>List of Figures</i>	<i>ix</i>
<i>Preface</i>	<i>x</i>
<i>Notes on the Contributors</i>	<i>xii</i>
<i>List of Abbreviations</i>	<i>xiv</i>
1 Europe's Executive Branch of Government in the Melting Pot: an Overview <i>Morten Egeberg</i>	1
2 The Institutional Architecture of the EU and the Transformation of European Politics <i>Morten Egeberg</i>	17
3 Balancing Autonomy and Accountability: Enduring Tensions in the European Commission's Development <i>Morten Egeberg</i>	31
4 The College of Commissioners: Executive Politics as Usual? <i>Morten Egeberg</i>	51
5 EU Committee Governance between Intergovernmental and Union Administration <i>Morten Egeberg, Guenther F. Schaefer and Jarle Trondal</i>	66
6 Towards a Multilevel Union Administration? The Decentralization of EU Competition Policy <i>Øivind Støle</i>	86
7 Administering Information: Eurostat and Statistical Integration <i>Ulf Sverdrup</i>	103
8 National Regulators between Union and Governments: a Study of the EU's Environmental Policy Network IMPEL <i>Maria Martens</i>	124

9	The European Commission and the Integration of Food Safety Policies across Levels <i>Trygve Ugland and Frode Veggeland</i>	143
10	National Limits to Transnational Networking? The Case of the Danish IT and Telecom Agency <i>Gitte Hyttel Nørgård</i>	163
11	Transnational Networks Meet National Hierarchies: the Cases of the Italian Competition and Environment Administrations <i>Dario Barbieri</i>	180
12	Conclusion <i>Morten Egeberg</i>	194
	<i>Bibliography</i>	201
	<i>Index</i>	217

List of Tables

4.1	Sectoral (regulatory) policy: how frequently the four roles are evoked in College	59
4.2	Budgetary matters: how frequently the four roles are evoked in College	60
4.3	Institutional policy: how frequently the four roles are evoked in College	60
4.4	Administrative policy: how frequently the four roles are evoked in College	61
4.5	Personnel policy: how frequently the four roles are evoked in College	61
4.6	Geographical policy: how frequently the four roles are evoked in College	62
5.1	Composition of the sample, by member state and institutional affiliation	70
5.2	Time consumed in committee work, by position	71
5.3	Working time consumed in committees and change of attitudes	72
5.4	Frequency and duration of meetings in the three types of committees	73
5.5	Availability of documentation for the committee meetings	74
5.6	Availability of interpreting facilities in committee meetings	75
5.7	English, French and German capabilities, by native language groups	76
5.8	Language use in and around meetings	77
5.9	Percentage who to a 'great extent' feel allegiance to (identify with or feel responsible to) the following when participating in committees	78

5.10	Officials' perception of the role of colleagues from other countries when participating in committees	79
5.11	Percentage who give 'much consideration' to proposals, statements and arguments from the following when participating in committees	80
5.12	National officials' perceptions of Commission officials' independence of particular national interests when participating in committees	81
5.13	Percentage of officials who coordinate their position 'most of the time' before participating in committee meetings	83

List of Figures

1.1	The ‘double-hatted’ national agency in a multilevel Union administration	9
2.1	A multidimensional conflict structure	19
2.2	The IGO and territorial cleavages	21
2.3	The Council and the related cleavages	21
2.4	The European Parliament and the related cleavages	22
2.5	The Commission and the related cleavages	23
2.6	The institutional differentiation and the related cleavages	24
2.7	Explaining change in the institutional architecture of the EU	29
7.1	Capabilities of Eurostat, staff 1952–2003	110

Preface

A key argument in this book is that the executive branch of government in Europe is being transformed in a profound way. It is not obvious that such a change is taking place. Although studies find considerable *policy* convergence across Europe, they also reveal remarkable *institutional* robustness at the national level. Also, the extent to which executive bodies at the EU level have emancipated themselves from national governments and taken on a life of their own seems highly contested in the literature. However, the studies presented in this book seem to indicate that particular organizational features and institutional dynamics of the European Commission tend to make it more autonomous of national governments in practice, although not necessarily more influential. Politics at the Commission appear to have become more like politics as we know them from national executives.

At the international level, the peculiar development of executive bodies (that is, the Commission and EU agencies) which are separated from councils of ministers seems, according to studies presented in this book, to trigger significant centrifugal forces within national governments. One cannot expect such forces to be generated by classical international organizations in which councils of ministers and their secretariats take care of all executive tasks. Thus, although national authorities as such may have changed only marginally due to European integration, new *relationships* between institutions nevertheless have appeared. National agencies emerge in this book as constituent parts of *two* administrations: on the one hand they continue to serve national ministries, on the other they take part in the formulation and implementation of EU policies in close cooperation with the Commission or EU-level agencies, relatively independently from their respective ministries. Thus, we argue that a genuine *Union* administration that spans levels of governance is in the making.

This book gradually emerged as a result of cooperation with several younger scholars who have all been, or are, affiliated to ARENA – Centre for European Studies at the University of Oslo in one way or another. The result, I hope, therefore reflects an integrated project in the real meaning of the word. My gratitude is first and foremost to the contributors: Dario, Frode, Gitte, Günther, Jarle, Maria, Trygve, Ulf and Øivind, with whom it has been a pleasure to cooperate. I would also like to thank Johan P. Olsen whose supportive *and* highly critical remarks have

been important. ARENA, by providing human, economic and technical resources has made this project possible. I am grateful to the rest of the academic staff and to the administrative personnel in this respect. In particular, I want to thank Øivind Bratberg for his quite extraordinary dedication as regards editorial and administrative support. Thanks also to the EU-financed Connex-Network of Excellence which has provided arenas for presentation and discussion of some of the draft chapters. Three of the chapters are revised journal articles: a previous version of Chapter 5 appeared in *West European Politics* 2003, 26 (3): 19–40. A previous version of Chapter 2 came out in *Comparative European Politics* 2005, 3 (1): 102–17 and, finally, a previous version of Chapter 4 was published in the *Journal of European Public Policy* 2006, 13 (1): 1–15. I thank the publishers Routledge and Palgrave Macmillan for accepting this without hesitation. I also would like to thank the staff at Palgrave Macmillan for their advice and support in the production of the book. Last, but not least, I am grateful to my wife Inger for her enduring tolerance and generosity.

MORTEN EGEBERG

Notes on the Contributors

Dario Barbieri is a researcher at L. Bocconi University in Milan, Italy. He was a PhD student at ARENA – Centre for European Studies at the University of Oslo, Norway, between February and June 2004. His research interests are public management and supranational institutions.

Morten Egeberg is Director of ARENA – Centre for European Studies and a Professor of Political Science at the University of Oslo, Norway. He has published several books, chapters and articles in international journals on governance and public administration at the national as well as the EU level.

Maria Martens is a PhD student at ARENA – Centre for European Studies at the University of Oslo, Norway. Her research interests are multilevel governance in the environmental policy area and the role of agencies at various levels.

Gitte Hyttel Nørgård holds a Master's degree in political science from the University of South Denmark, Odense. In 2003–04 she was affiliated to ARENA – Centre for European Studies at the University of Oslo, Norway, as a research assistant.

Günther F. Schaefer was a Professor of Public Administration and Public Policy at the European Institute of Public Administration (EIPA) in Maastricht, the Netherlands. One of his main research interests was EU committees. He is now retired.

Øivind Støle holds a Cand.Polit. (Master) degree in Political Science from the University of Oslo, Norway. In 2003–04 he was affiliated to ARENA – Centre for European Studies at the University of Oslo as a research assistant.

Ulf Sverdrup is a Senior Researcher at ARENA – Centre for European Studies at the University of Oslo, Norway, and has been a Jean Monnet Fellow at the European University Institute in Florence. He has published several articles in edited books and international journals on multilevel administration, implementation of EU policies and EU treaty reform.

Jarle Trondal is Director of the Centre for European Studies at Agder University College in Kristiansand, Norway. As a PhD student he was affiliated to ARENA. He has published several articles in edited books and international journals on multilevel public administration, EU committees and higher education.

Trygve Ugland is an Assistant Professor of Political Studies at Bishop's University, Canada. He was partly affiliated to ARENA during his doctoral studies. He has published several articles in international journals on public policy, particularly on food safety policy.

Frode Veggeland is a Senior Researcher at Norwegian Agricultural Economics Research Institute in Oslo, Norway. He was partly affiliated to ARENA during his doctoral studies in political science. He has published several articles in international journals on trade, environment and health.

List of Abbreviations

AGCM	Italian Antitrust Authority
APAT	Italian Environment Agency
BSE	Bovine Spongiform Encephalopathy
CC	Comitology Committee
CCA	Consultative Committee of Appointments
CFSP	Common Foreign and Security Policy
COSAC	Conference of Committees Specialized in EU Affairs
CWP	Council Working Parties
DG	Directorate General
EAS	External Action Service
EC	Commission Expert Committee
ECB	European Central Bank
ECJ	European Court of Justice
ECN	European Competition Network
ECSC	European Coal and Steel Community
EDA	European Defence Agency
EEA	European Environment Agency <i>or</i> European Economic Area
EEC	European Economic Community
EFSA	European Food Safety Authority
EFTA	European Free Trade Association
EIONET	European Environment Information and Observation Network
EIPA	European Institute of Public Administration
EMU	Economic and Monetary Union
EP	European Parliament
EPSO	European Communities Personnel Selection Office
ERG	European Regulators Group
ESA	European Standardized Accounts
ESCB	European System of Central Banks
ESDP	European Security and Defence Policy
ESS	European Statistical System
Etrios	European Training and Research Institute for Official Statistics
FVO	Food and Veterinary Office
IGO	International Governmental Organization
IMF	International Monetary Fund
IMPEL	The European Union Network for the Implementation and Enforcement of Environmental Law

IRG	Independent Regulators Group
ITTA	Danish IT and Telecom Agency
NFP	National Focal Point
NPM	New Public Management
NSI	National Statistical Institute
OECD	Organization for Economic Cooperation and Development
OEEC	Organization for European Economic Cooperation
OVPIIC	Office of Veterinary and Phytosanitary Inspection and Control
SEA	Single European Act
SG	Secretariat General
SPS	Sanitary and Phytosanitary
TES	Training of European Statisticians
UN	United Nations
WTO	World Trade Organization