

**PUBLIC ADMINISTRATION,  
PUBLIC POLICY & GOVERNANCE**

**Abstracts**

**IGU Commission on Geography  
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**International Geographical Union / Union Géographique Internationale  
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**CONFERENCE**

**"PUBLIC ADMINISTRATION, PUBLIC POLICY AND GOVERNANCE:  
CHALLENGES & INNOVATIONS"**

**Lisbon – Portugal 10–11 April 2003**

**Policy change and institutional reform in the public sector. Causes and  
consequences of changes in the mode of governance**

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*Abstract*

In the debates on the change processes of public administrations' management there is much talk about the need to adopt new techniques and instruments from other institutional contexts as an ideal solution to the problems identified. Such proposals ignore, on the one hand, diversity and complexity of State functions and, on the other hand, ignore institutions that characterized public organizations and the specifics of their administrative tradition.

The purpose of this paper is to analyse the role of institutions, viewed as a set of values, standards, rules, routines and processes that explain the particular layout and results of administrative systems. The consideration of the institutions is complemented by the analysis of the impact of the administrative tradition -through a comparison of Southern Europe and Anglo-Saxon referents, regarding both public administration layout and its modernization processes.

The capacity to formulate national restructuring and international repositioning strategies will therefore be a matter of crucial importance. This capacity will depend on a number of factors that will be analysed in this study: (1) the existence of leaders able to push through a structural reform program and overcome whatever resistance may crop up; (2) the country's institutional and cultural values, internalised and applied by the various relevant players; and finally, (3) the capacity to formulate and implement the public policies essential to facing challenges. Political institutions (formal and informal) will evolve toward a framework that eases incremental change. As it will be showed in this study, when there are no such facilitating institutions, or when organizational leaders lack sufficient manoeuvring power or freedom to negotiate, because they lack legitimacy in the eyes of those they represent, the possibility of arriving at give-and take solutions diminishes or completely disappears.



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**Lisbon – Portugal 10–11 April 2003**

**Constitutional change and governance in the English regions.**

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*Abstract*

It has often been stated that the UK possesses one of the most centralised systems of government in Europe. However, in 1997 the Labour Government embarked on a programme of constitutional reform leading to the creation of elected institutions for Scotland, Wales, Northern Ireland and London. Elected government has yet to be extended to the English regions but they, too, have experienced rapid institutional change over recent years. Here reliance is being placed upon a combination of administrative devolution, including a strengthening of central government's Regional Offices, the establishment of Regional Development Agencies and the installation of unelected Regional Chambers. This trioka of territorial institutions provides the umbrella under which a multiplicity of regional economic and social partners are coming together to formulate, co-ordinate and deliver multiple regional strategies.

In May 2002 the publication of the White Paper *Your Region, Your Choice* provided a further impetus for devolution in England, including proposals for Elected Regional Assemblies (ERAs), where there is evidence of popular support. In theory, the first ERA could be in place by 2006, offering the prospect of forging, over time, regional institutions vested with considerable autonomy and leading to a realignment of central-local relations. But the trajectory of regional government is problematic with different regions proceeding at variable speeds. English regional governance is, therefore, in a state of transition and uncertainty.

The significance of these trends is the subject of increasing debate. For some it is evidence of a shift in the locus of political control - the 'retreat of the state' - in which power and influence is 'spinning' away from the centre to the sub-national level. It is asserted that such a process can assist in creating new and denser regional policy communities and encourage more holistic and innovative approaches to policy making which more accurately reflect regional conditions and priorities. The outcome, it is suggested, is a recalibration of relationships between the regions and central government, in which policy making evolves through networking among policy elites from multiple levels of government and is characterised by interconnected rather than hierarchic relationships. An alternative view is that while we may be witnessing the emergence of a more inclusive, diffuse and networked form of regional 'governance', in practice it is fragmented with overlapping spheres of influence, competencies and multiple accountabilities and responsibilities, over which central government preferences continue to dominate.

This paper begins by exploring briefly the key drivers leading to the strengthening of institutional capacity in the English regions. Second, it presents an overview of the implications of these reforms at the regional level. Third, it charts how central government departments are responding to the decentralisation agenda through the shaping of new roles and relationships, both in Whitehall and in the regions. Finally, it reflects on the reform process by examining how far the emerging institutional structures are able to formulate, co-ordinate and deliver distinctive regional policies and the extent to which this is leading to changes in the relationship between sub-national and national government.



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**Decentralising the ‘unified’ British Civil Service: lessons from Northern Ireland.**

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The British Civil Service has been the subject of many studies over recent years. However, a lacuna has persisted on variations *across* the United Kingdom. In truth, cursory examination reveals that one must refer to the ‘civil services’ – the UK or Home Civil Service (UKCS) and the Northern Ireland Civil Service (NICS). Notwithstanding some notable exceptions, if mentioned at all, NICS is invariably afforded footnote status. The rationale for such omissions of coverage is understandable. It is tempting, when considering the system of public administration in Northern Ireland, to employ the clichés with which so much analysis of the Province is replete – ‘governing without consensus’, a ‘place apart’ and so on. Northern Ireland is detached geographically and, largely, politically from the British ‘mainland’, ostensibly making for tenuous comparison with the rest of the UK. That said, Northern Ireland remains an integral part of the UK and the practical functioning of its various administrative arrangements is relevant. Despite its differences, it is governed according to many of the precepts pivotal to the uniquely British way of doing things. In illustrating ‘parity with particularity’, the civil service arrangements obtaining within the Province vividly exemplify what is, in effect, the UK’s differentiated polity. The return of devolved government to the Province underscores this variegated pattern. Moreover, with devolved fora now established for both Scotland and Wales, with associated pressure for more distinctive (even separate) civil arrangements in each, Northern Ireland offers valuable insights into how the UKCS may develop in Scotland and Wales.



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**European urban policies and domestic responses. Towards a model for  
evaluating implementation performance in different urban areas**

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*Abstract*

The paper seeks to evaluate the domestic impact of EU structural Policies in Greece. It analyses the ways in which domestic actors at all levels of government (national, regional, local) respond to EU requirements for effective implementation of structural assistance programs. In order to do so the paper focuses on a rather neglected but highly innovative financial instrument, the Community Initiatives (CIs). In short, it addresses two fundamental questions:

- a) Are EU urban policies effective financial instruments to foster significant transformations on domestic structures and patterns of urban policy making and stimulate novel forms of urban governance?
- b) what are the local institutional conditions that contribute to differential implementation performance and, in effective, differential modes of response in different urban areas?

The analysis focuses on the URBAN and EMPLOYMENT initiatives. Both initiatives lie at the core of the Commission strategy to promote local mobilisation and experiment with innovative policy approaches to local economic and social development. The paper seeks to present an explanatory framework that offers some tentative insights concerning the interplay between EU requirements for the implementation of the two initiatives and domestic policy traditions in the area of urban policies. The analysis attempts to identify the local institutional conditions that explain variations in sub-national responses in different urban areas. In this context, it provides detailed case studies in the implementation of the CiS in three Greek cities, Athens Thesaloniki and Volos.



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**Developing options for decentralisation and local government in Kosovo**

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*Abstract*

The political and administrative situation in Kosovo/Kosova is still not clear and has to be developed. Formally, Kosovo is still a part of Serbia, but in the moment the political power is in the hands of the United Nations Mission in Kosovo (UNMIK) as an interim international administration. There have been elections for the Kosovo Assembly on November 17<sup>th</sup> 2001. The Kosovo Assembly is a democratic body bringing together the different peoples of Kosovo. The Assembly is thought to be the law-making body for the region, with powers to elect a President, a Prime Minister and to form a government. There are 120 seats in the Assembly - with ten reserved for the Kosovo Serbian community, and ten more are marked for the other communities - the Roma, the Bosniaks, the Turks and others. The president and the Government are elected, but the power is still reserved for the UNMIK. Also on the local level, there had been municipal elections on 26 October 2002. The Organisation for Security and Cooperation in Europe (OSCE), through its mission in Kosovo (OMIK), has been organising the election procedures.

So the issue is in the moment, how ethnic problems can be resolved and how economic and political development can be guaranteed by democratically elected and broadly accepted political and administrative institutions, and what will be the final political status of Kosovo. UNMIC and OSCE make an attempt for decentralisation and the strengthening of local self-government to improve the situation. It has to be developed which are the territorial units on the lowest level and what should be the tasks transferred to them.



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**Changing approaches to urban governance in post-apartheid South Africa:  
a critical appraisal**

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*Abstract*

As the democratic initiatives of the early 1990s gained momentum urban planners in South Africa attempted to reconstruct apartheid cities by pursuing initiatives to reverse the effects of racial planning. However, critical urban scholars argue that social and spatial inequalities in terms of services and amenities have become more pronounced in recent years as the impact of neo-liberal strategies become evident in South African cities. The aim of this paper is to critically assess urban reconstruction and development strategies in post-apartheid South Africa. The paper will reveal that the first wave post-apartheid urban planning and development strategies was driven by the Reconstruction and Development Programme (RDP). The focus was on the integration of segregated cities by concentrating on rebuilding the townships, creating employment opportunities, providing housing and urban amenities, reducing commuting distances, and introducing urban management policies which were environmentally sensitive. However, global economic restructuring forced a shift in the state's macro-economic framework with the adoption of the Growth, Employment and Redistribution (GEAR) structural adjustment strategy. GEAR emphasises fiscal discipline, debt reduction and cuts in public spending, and is viewed as a departure from the RDP. The state's response has been to increasingly support the privatisation of basic services, which has far-reaching geographical implications and militates against the aim to build an inclusive society. It is imperative that strong state intervention is both desirable and necessary in order to address the inequalities of the apartheid era.



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**New local partnerships in the context of prevailing structures**

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*Abstract*

The paper is based on a Finnish research project concentrating on rural development policies at the local level. A starting point for the research is the change strengthened by the EU (for example Leader programmes) and implying transition from traditional, sectoral and hierarchical policy-making towards new decentralized and horizontal ways of making local policies. A concrete change is the emergence of new local partnerships for rural development which is moving the local policy-making 'from government to governance'.

The research project aims at identifying both opportunities and obstacles in the progress of new local partnerships. The conceptual orientation is condensed into three approaches: partnerships as co-operation, as social networks and as processes. The empirical study is conducted in four cases which all are rural municipalities in southern Finland. The research material consists of 27 thematic semi-structured interviews of different partners in local partnerships. The results are focused on the functioning of partnerships as co-operative social networks, as evolutionary processes and as parts of local governance structure. The main conclusions on the strengths and weaknesses of local partnerships are recapitulated and related to findings of other studies.



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**Organising connectivity as the key to multi-level governance.  
The case of metropolitan planning**

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*Abstract*

The increasing complexity of organizing collective action in fragmented institutional contexts - such as metropolitan regions – urges to establish new strategies of multi level governance. Spatial planning can no longer be conceived as a *product approach* by territorial government, the organisation of collective action has become increasingly dependent on the success of *connecting* different spheres of action.

Three broad *spheres of action* are relevant for metropolitan development:

- the functional networks of private actors;
- the relevant national and international policies addressing metropolitan action;
- the practices of relevant local and regional actors within metropolitan areas.

The challenge of multi level governance is to organise synergy within and between these different spheres of action. In practice however, many constraints still are hampering optimisation of the aimed interconnectivity. In particular public – public relationships more often function as impediment to coordination than as synergetic forces in the metropolitan governance of regions in Europe.

The author will discuss the findings of a comparative research on Metropolitan Governance and Spatial Planning in twenty major European city –regions, which has been coordinated by Salet, Thornley and Kreukels (2002). The authors introduce an institutional typology of regions in order to differentiate the practices of governance in such different metropolitan circumstances. This methodology enables to analyse the characteristic problems and the typical solutions for each type of institutional context.

(1) Willem Salet, Andy Thornley and Anton Kreukels, (2002 forthcoming) - Metropolitan Governance and Spatial Planning; A Comparative Study into European City –Regions, Spon, London.



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### "PUBLIC ADMINISTRATION, PUBLIC POLICY AND GOVERNANCE: CHALLENGES & INNOVATIONS"

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#### **Brussels: the contradictory results of multiple governmental re-scaling**

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#### *Abstract*

Brussels is one of the most successful metropolises in the world in terms of international intercity competitiveness. This success is primarily, although not exclusively, based on its role of international political centre of decision-making, in particular its role as capital of the European Union. Oddly enough, a striking characteristic of Brussels government is its defensive attitude toward the developments that explain the success of Brussels as an international administrative and business centre. This defensive attitude can be explained by the fact that the Brussels Capital Region does not constitute a metropolitan area in the geographical sense, but a member state of the federal kingdom of Belgium. The federalization of Belgium might be seen as an example of a general process: the transfer of powers from a national state (Belgium) to a supranational institution (EU) creates opportunities for substate nationalist movements to hollow out the national state from below. However, in this case the contradictory aspirations of the French-speaking and the Dutch-speaking communities have led to a unique twofold federalization of Belgium in communities and regions, whereby the Brussels Capital Region has been confined to a bilingual region that occupies only 1/10 of the metropolitan area. Moreover, this bilingual region has escaped from the large-scale amalgamation process of Belgian communes in 1976. The paper explains how this combination of four governmental tiers (Europe, Belgium, the member state of Brussels and the fragmented municipal level) exacerbates social and political tensions and precludes the development of well-considered public policy, based on a consensus on the future identity of Brussels as a world-city (either as a cosmopolitan city which renders account of its cultural diversity, or a European metropolis in the sense of a European District).



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**Governing Lisbon: challenge and change**

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*Abstract*

The shift towards network forms of urban and regional governance operating in a multi-level manner across different spatial scales and sectors is now well observed. Within major international cities, such governance structures have to meet a number of challenges. Not only must they ensure the retention of the city's position within a competitive global order, they must also promote economic structures capable of responding to rapidly changing external environments, as well as meeting the needs of a diverse and often socially polarised population. Yet whilst the needs of global positioning and competitiveness clearly inform the development of governance systems in major cities, it is also apparent that the precise forms of governance emerging in particular cities reflect a complex interplay between these wider global forces, particular national state and constitutional contexts, and the particularities of the cities themselves.

In the case of Lisbon and its surrounding region, the last fifteen years have witnessed a period of dramatic growth, modernisation and dynamism. As the socio-economic landscape has changed so too has the political and institutional one, with a significant evolution in the nature of systems of governance to manage, respond to and lead the city through this period of intense transition. Whilst shifts in governance have clearly been driven by increased international and particularly European integration, the role and constitution of the national state as well as development at the level of the city and region are also central to understanding the nature and scope of transition.

This paper examines the processes driving forward governance change in Lisbon to draw out the interplay between these forces and how they have manifested themselves in the current governance landscape. The first part of the paper explores the various processes of change that have produced important shifts in the style and nature of metropolitan governance and the extent to which this can be considered a shift from government to governance. The second part outlines in more detail current governance systems in Lisbon and explores the major continuities and changes since the late 1980s. Finally, the paper explores the contradictions and tensions inherent in the emerging system and its ability to meet current and future challenges is critically examined.



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**Globalization of the commercial property market and changing urban  
governance in Lisbon**

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*Abstract*

This paper aims to analyze linkages between globalization of commercial property markets and changes in urban governance in Lisbon. We argue that the growing literature on each of these processes fails to satisfactorily forge links between them. In earlier research on Copenhagen we developed a method and analytical framework for grasping the relations between globalization of commercial property markets and shifts in urban governance. Here, we attempt to apply these to the context of Lisbon. This proved more difficult than we expected. Based on a quite different set of data than we originally sought, we conclude that Lisbon has experienced marked globalization of its commercial property market and considerable change in its urban governance, and that these processes are inextricably intertwined. Comparisons are made with Copenhagen, underscoring similarities and differences.



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**Understanding the causes of citizen satisfaction with the municipal services:  
the expectancy-disconfirmation model**

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*Abstract*

In European and North American public administration, there is growing use of *performance measurement* as well as efforts to make government more responsive to citizens. Thus, an increasing number of local governments in Europe and North America have begun conducting *citizen surveys* to gather subjective ratings of urban services and to assess overall citizen satisfaction with government performance. However, not much is known about the cognitive processes citizens use when forming overall satisfaction judgments. Understanding such processes is important both for policy analysts working with citizen survey data and for public managers seeking insight on how citizens respond to the performance of local government.

The *expectancy disconfirmation model* has dominated private-sector research on consumer satisfaction for several decades, yet it has not been applied before to citizen satisfaction with public services. Using a recent survey of over 1,500 New York City residents, this study finds strong support for the expectancy disconfirmation with performance model. The empirical results suggest that citizen expectations, which previously have not been considered in explanatory studies of citizen satisfaction, play a critical role in the formation of satisfaction judgments regarding key public services at the local level. Implications for research and public administration practice are discussed.



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**Enterpreneurial welfarism**

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*Abstract*

The pursuit of growth-oriented aims in the 'entrepreneurial' cities have been informed by a range of studies of processes that are enhancing alternatively impeding the competitiveness of cities – studies that has accompanied the emergence of post-industrial/service-based/knowledge-intensive economies. Here the question is whether cities and their surrounding regions are capable of being competitive (Begg, 1999), innovative, (Cooke, 1998), learning (Maskell et al., 1998) or creative (Landry and Bianchini, 1995 and Hall, 2000), hence able to readjust their economic base. There is a certain risk that the focus on competitiveness diverts interests away from issues related to the dynamics and conflicts of 'the social base'. Based on a study of new forms of economic governance in the Copenhagen Metropolitan Area from the end of the 1980s and onwards, this paper discusses whether the plethora of 'entrepreneurial' strategies have led to a situation where welfare-oriented goals have been redefined in order to meet the requirements of a more growth-oriented agenda.



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**Regulation of regional employment in Denmark, since the mid 80ties.  
A case of fragmented, decentralised multi-layered governance**

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*Abstract*

National geographical demand politics have never been strong and have been given up. To-day it is up to regional institutions and municipalities to support job creation in their areas. Public regional TICS (technological information centres) support entrepreneurship and local innovations. And municipalities compete to make their city attractive and their administration business friendly. Compared to the "free market forces" the effects are minor.

On the other hand supply politics have increased in form of decentralised labour supply politics and activation politics. A system of public, regional labour market councils, dominated by the two parts of the labour market have been set up. They deal with the regional labour market policy, the employment service and the activation of the labour force living from unemployment benefit. The counties, which have some interests in these fields are not part of this policy formulation and implementation. After the law of active social policy a second system of activation was created. It is based in the municipalities and deal with the activation of the clients living from social benefit, that mean long time unemployed people, people with no entitlement to unemployment benefit and people, which have other problems that missing a job. The two systems are dominated by different logics (values) and have collaborated very little until now.

Denmark has got an excellent reputation for its active labour market policy and active social policy, due to low level of unemployment in the country. We doubt that these types of policies make a great difference because they mainly are defensive "wait and hope policies". Further an unintended consequence of their working is a stratification of the activation clients into an A-group, those easy to return to job and a B group, which continues to stay in the activation system of the municipalities.

In those cases a part of the problem is "solved" by another type of regulation, the welfare regulation; that means by early retirement. This mean is especially used in cases, where the market induced employment growth has been slow or even negative. The article will examine the regulation systems both at demand and the supply side. But the focus will be upon the supply side and deal with the political organisation of the different systems, their values and logics, their interaction and the social "outcome" of their overall, fragmented governance. Empirically we shall analyse their working and social outcome in two labour market regions with quite different employment conjunctures.