ABSTRACTS

Autonomy Concepts of International Organizations in Comparative Perspective

Michael W. Bauer, Eugénia da Conceição-Heldt, Jörn Ege

The delegation of decision-making competences to international organizations has led to an intensive debate about their independence and autonomy. In this article, we map patterns of autonomy and show that the way these concepts have been conceptualized and operationalized does not differ as much as we had initially expected. We distinguish four particular perspectives of organizational autonomy derived from principle-agent analysis, organization-structure, organization-environment, and social constructivism. In a second step, we analyze the empirical foundations of representative studies in these four theoretical approaches. Finally, we discuss the implications of our findings for current and future debates in the field of organizational autonomy.

Keywords: Autonomy, Delegation, Influence, Independence, International Organizations

How International Organizations gain Autonomy through Structuring Decision-making Procedures

The Security Council and its Sanctions Committees as a Functionally Differentiated System

Thomas Dörfler, Thomas Gehring

The article analyzes how international organizations gain autonomy from their constituent members through functional differentiation, even if decision-making authority is transferred to a committee exclusively consisting of the delegating states. First, the article develops a theoretical conceptualization of autonomy, which draws on structuring of organizational decision-making and elucidates how organizations become a separate source of influence on collective decisions. The separation of rulemaking and rule-application influences the decision-making process, even if both functions are performed by the same group of actors. Subsequently, the article shows for the Security Council Al-Qaida sanctions regime how structuring collective decision processes creates organizational autonomy.

Keywords: autonomy, functional differentiation, international organizations, Security Council, sanctions

The emergence of UN missions as structures of international interventions – decoupled organizational processes from a world-society perspective

Kerstin Eppert, Mitja Sienknecht, Mathias Albert

The implementation of UN missions as part of international interventions has consolidated into a political instrument in the international management of conflicts. Referring to world society theory, the UN intervention in Iraq is analyzed as a conflict system. Using the United Nations Assistance Mission for Iraq (UNAMI) as an example, the decoupling of organizational processes between the initiating and the implementing unit of the organization are observed. UNAMI is analyzed as a global microstructure that translates policy
objectives of the UN Security Council into concrete projects and establishes specific knowledge about the conflict, connecting it to world societal discourse.

**Keywords:** UN-mission, world society theory, decoupling processes, global micro structure

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**The autonomy of international bureaucracies as agents of non-hierarchical policy transfers**

*Per-Olof Busch*

International public administrations are increasingly perceived as autonomous actors prompting states to adopt policies without resorting to coercion or legal obligations. Starting from these observations, I determine abilities and characteristics of international public administrations that contribute to their autonomy as agents of non-hierarchical policy transfers. To this end, I draw on theoretical considerations and empirical results from policy transfer research. I find that the various abilities that contribute to this autonomy of international public administrations are essentially rooted in two structural characteristics: in as many states as possible their staff should (a) be present and (b) analyze the state, development and reform need of national policies on a regular basis.

**Keywords:** international organizations, international bureaucracies, autonomy, policy transfer

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**Patterns of International Organization: Task Specific vs. General Purpose**

*Tobias Lenz, Jeanine Bezuijen, Liesbet Hooghe, Gary Marks*

This paper surveys fundamental contrasts in the articulation of international authority using a new dataset, constructed by the authors, estimating the composition and decision-making rules of 72 international organizations from 1950 to 2010. We theorize that two modes of governance – general purpose and task specific – represent distinctive ways of organizing political life, and this has stark implications for the exercise of international authority. In the spirit of this special issue, we engage theoretical perspectives that bridge rational and constructivist approaches to examine how general purpose and task specific international organizations exhibit systematic differences in their institutional configuration, delegation, pooling, and development.

**Keywords:** international organization, delegation, pooling, authority, autonomy

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**Social Legitimacy of Global Organizations under the Conditions of Cosmopolitan Politicization – A Study of Public Attitudes**

*Matthias Ecker-Ehrhardt*

Based on an analysis of public attitudes in Germany, this contribution discusses **three dimensions of the social legitimacy of global IOs**. Regarding their **social justifiability**, public attitudes first of all match political cosmopolitanism’s congruence principle to a remarkable degree as ‘global’ perceptions of problems strongly correlate to beliefs that global IOs are effective governance institutions. Secondly, **social evaluations** of global IOs depend on ‘input’ as well as ‘output’ criteria, however, public demands tend to be disappointed and may even more so in the future. Thirdly, dissatisfaction with global IOs explains the ob-
served lack of *social compliance*. In conclusion, results seem to suggest a self-reinforcing process of delegitimation.

**Keywords:** International Organizations, Politicization, Legitimacy, Cosmopolitanism, Attitudes

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**Many Pipers, Many Tunes? How International Organizations Strive to Communicate Their Legitimacy in Complex Environments**

*Klaus Dingwerth, Ina Lehmann, Ellen Reichel, Tobias Weise, Antonia Witt*

International organizations are confronted with an increasingly heterogeneous audience vis-à-vis which they have to legitimate themselves if they want to gain and maintain acceptance for their activities. By examining the IAEA, the UNHCR, the IUCN and OAU and its successor, the AU, we show how the legitimating constituency of the respective organization has widened, in how far this has led to a diversification of the demands on the respective organization and how the organizations have reacted to that. We find a general trend towards a more diversified audience-tailored form of communication. In contrast, each organization adopts its own content-specific reaction to the new demands.

**Keywords:** international organizations, legitimation, audience, normative demands

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**Politicization as a stimulus for processes of legalization and de-legalization: The Responsibility to Protect and the United Nations**

*Tanja Brühl, Anne Peltner*

The article shows the interdependence of politicization and legalization dynamics. It illustrates the non-linearity of legalization by the development of the prohibition of the use of force since 1991 and shows that legalization can also revert into de-legalization. Politicization serves as a trigger for legalization: It resulted in an increased significance of human rights and in the extension of Article 39 UN Charter. This led to the expansion of the exemptions of the prohibition of the use of force. A de-legalization aroused out of the intervention in Kosovo by the NATO, and generated a new politicization. This led to the emergence of the responsibility to protect and further legalization.

**Keywords:** legalization, politicization, prohibition on the use of force, humanitarian intervention, United Nations

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**The Politicization of International Organizations: A Theoretical Reconceptualization, Applied to the United Nations and the Responsibility to Protect**

*Wolfgang Seibel*

Just like national administration, international organizations are subject to politicization and its ambivalent effects. The present article makes use of relevant contributions to the theory of formal organizations and bureaucracy in an attempt to conceptualize the politicization phenomenon. A case of norm emergence and norm implementation within the system of the United Nations is analyzed, the principle of a Responsibility to Protect (R2P) and the phases of its constructive and obstructive politicization. The argument is that the impact of politicization increases when internal and external politicization impulses coin-
cide and that strategic communication of policy entrepreneurs may decisively influence the constructive or obstructive character of politicization.

**Keywords:** Politicization, Organization Theory, United Nations, Responsibility to Protect

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**A pragmatist perspective on inter-organizational relations: the Inter-Agency Standing Committee (IASC) for the coordination of humanitarian aid**

*Ulrich Franke*

Rationalists and constructivists tend to examine inter-organizational relations as follows: The first assume actors involved to be guided by a calculus to gain resources, while the latter believe that compliance with international norms matters most. This contribution proposes an alternative framework for analysis. Rooted in American Pragmatism and made plausible by means of the Inter-Agency Standing Committee for the coordination of humanitarian aid this framework makes it possible to address inter-organizational relations without having to enunciate in advance specific presumptions about the belief systems of the actors involved.

**Keywords:** Inter-organizational Relations, American Pragmatism, Structures of Corporate Practice, United Nations, Humanitarian Aid

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**On The Dynamics of Inter-Organizational Relations: How Competition Induces Division of Labor**

*Benjamin Faude*

This contribution theorizes the dynamics among functionally overlapping international organizations. Such organizations compete for regulatory competencies and provide states with forum-shopping opportunities. This triggers an inter-organizational dynamic, within which processes of organizational adaptation lead to the emergence of a functional division of labor. This division of labor is based upon states’ interest in functioning international organizations and upon the organizations’ interest in the preservation of their regulatory competencies. An empirical case study which analyzes the dynamics among the World Trade Organization (WTO), the World Intellectual Property Organization (WIPO), and the World Health Organization (WHO) lends empirical plausibility to the theoretical argument.

**Keywords:** International Organizations; Inter-organizational relations; Inter-organizational division of labor; Inter-organizational competition; Forum-Shopping

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**Interorganisational Harmonisation as *sine qua non* for Effectiveness of Global Governance? A sociological institutionalist analysis of interorganizational relationships in global health governance**

*Anna Holzscheiter*

Interorganizational relations in fragmented fields of global governance are increasingly subject to scientific analysis in International Relations. Existing studies on the causes and forms of interorganizational relations are dominated by rationalist-institutionalist approaches. This article, by contrast, offers an alternative conceptualization of interorganizational relations from the perspective of sociological variants of institutionalism. It ascribes...
the continuous growth of interorganizational relationships in global health governance to the effects of so-called metagovernance-norms. At the same time, it sees international organizations as actors that struggle for discursive power and seek to promote different visions of a good global institutional order (and their position in it) via the discourse on metagovernance-norms.

**Keywords:** Interorganizational relationships; metagovernance; norms; global health governance

**Institutional interplay with international organizations in the external projection of EU rules**

*Sandra Lavenex*

This article links up with the literature on institutional density and regime complexity in International Relations and applies it to EU external relations. The EU's external projection of its internal rules towards non-member states in its neighborhood and beyond invokes the interplay with overarching international norms and organizations. After mapping three different constellations of institutional interplay, the article proposes a rational institutionalist framework for studying this interaction and investigates its plausibility in a comparative discussion of five policy fields. The analysis shows that hypotheses focused on the exchange of resources alone are not sufficient for understanding this area of interorganizational relations but that in addition, institutional routines play an important role.

**Keywords:** EU rule projection; institutional interplay; institutional nesting; international organizations

**Explaining Patterns in IO Openness: Governance Problems, Policy Approaches, and Institutional Design**

*Jonas Tallberg, Theresa Squatrito, and Thomas Sommerer*

While international organizations (IOs) in recent decades have expanded the opportunities for transnational actors (TNAs) to participate in policy-making, significant differences remain across and within IOs. We argue that a neglected source of variation in openness is the policy approaches of IOs, understood as organizational styles of problem-solving. Policy approaches matter because one and the same governance problem may be tackled in multiple ways. Based on a descriptive statistical analysis and two case studies (Asian Development Bank, Commonwealth), we show that IOs which pursue a centralized approach to problem solving are less likely to involve TNAs than IOs that pursue a decentralized policy approach.

**Keywords:** international organizations, transnational actors, openness, policy approach, governance problem

**Path Dependence and Paradox Reform Effects: The Fragmentation of the World Health Organization**

*Tine Hanrieder*

Reforms in international organizations (IOs) often fail, but nevertheless they drive organizational change. This essay takes a historical institutionalist approach to study how re-
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forms fuel a powerful pathway of IO change, namely organizational fragmentation. In fragmenting organizations, subunits can jeopardize reform due to their relative autonomy. Reformers therefore have to trade organizational power in exchange for subunit support, either by strengthening existing subunits or by circumventing them with the help of new organizational units. Both strategies reinforce an IO’s fragmentation. The argument is substantiated in an extreme case study of the World Health Organization and the growing autonomy of both, its regional offices and its specialized programs.

Keywords: Historical Institutionalism, institutional design, fragmentation trap, World Health Organization

International organizations and the protection of human rights

Monika Heupel, Gisela Hirschmann, Michael Zürn

Abstract: The policies of international organizations today often directly impact the lives of individuals. Hereby, international organizations occasionally violate human rights and thus fail to do justice to standards of legitimacy they are expected to conform with. We show in this chapter that international organizations establish provisions which are to prevent human rights violations and to provide affected individuals avenues for complaint. However, international organizations develop provisions of different quality. Their evolution can be traced back to different causal pathways, in which the parliaments in dominant member states, courts, a coalition of so-called like-minded actors, or anticipative actors within the organization provide decisive input.

Keywords: Human rights protection, legitimacy, accountability, causal mechanisms, theories of institutional change, legalization

Organizational Personality and the Conditions of Policy Change in International Organizations

Antje Vetterlein

This article examines the variation of IO policy change. Policy change in IOs is not a matter of taking place or not but varies for instance with regard to triggers of change. Empirical evidence shows that similar organizations faced with similar pressures to change react differently. The argument put forward here is that the way in which change takes place in an IO depends on the practical logics that any type of organization, or ‘community of practice’, develops throughout its existence. I develop the term organizational personality that captures those practical logics within an IO. The concept builds on recent studies in the IO literature that introduced ‘organizational culture’ to account for IO behavior, yet develops it further in two respects. First, personality is less structural than culture which means that it can also account for change and not only for continuity. Secondly, personality is broader than culture as it goes beyond an understanding of IO culture as mainly determined by formal and informal rules based on specific professional norms. Instead, personality refers to those unreflected, everyday practices of organizational actors that in its interplay shape an IO’s behavior as a whole.

Keywords: IO policy change, organizational culture, organizational practices, World Bank, IMF