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LINKING REGIONAL LEVEL PARTNERSHIP PRACTICE WITHIN THE EU WITH THEORIES OF JUSTICE:

THE CASE OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS

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Key words

Theories of justice, regional level partnerships, Rawls, Sen, Cohesion policy, EU, contextual justice

Abstract

Since the end of the 1990-ies, partnerships operating at the local and regional governance levels have been promoted within the EU. The partnerships comprise the public sector, the private sector, and civil society organisations, improve the labour market, and enhance social inclusion as well as economic development. Although reducing injustices is not their primarily goal, regional level partnerships set activities and processes enhancing justice, when assessed against contemporary theories of justice.

The thesis presents survey results of the confrontation of central elements of theories of justice, in particular 'A Theory of Justice' by John Rawls (2006) and 'The Idea of Justice' by Amartya Sen (2009), with practical counterparts, exemplified by the Austrian Territorial Employment Pacts. It demonstrates that particular mechanisms applied by the practice, such as acting in accordance with the principles of good governance, can be regarded as efforts addressing issues offered by the theories of justice. On contrary, the theories of justice omit the regional level as a potential contributor to justice.

The aim of the research is to expose potential linkages between predominant theories of justice and regional level partnership practice. The thesis especially addresses scholars of spatial policy as well as political philosophy, and stakeholders operating at all governance levels, interested to learn about mechanisms and tools contributing to reducing injustices, apart from monetary redistribution instruments.

Zusammenfassung

Seit Ende der 1990-er Jahre werden innerhalb der EU Partnerschaften auf lokaler und regionaler Ebene gefördert. Die Partnerschaften setzten sich aus öffentlichen und privaten Institutionen und der Zivilgesellschaft zusammen, verbessern die Beschäftigungslage und fördern die soziale Teilhabe und die wirtschaftlichen Entwicklung. Obwohl die Partnerschaften primär nicht das Ziel verfolgen, zu mehr Gerechtigkeit beizutragen, setzen regional etablierte Partnerschaften Aktivitäten und Prozesse um, die sich - unter Betrachtung gegenwärtiger Gerechtigkeitstheorien - als gerechtigkeitsfördernd erschließen.

Vorliegende Dissertation präsentiert Untersuchungsergebnisse basierend auf der Gegenüberstellung zentraler Elemente der Gerechtigkeitstheorien, primär jener von John Rawls „Gerechtigkeit als Fairness“ (2006) und Amartya Sen „Die Idee der Gerechtigkeit“ (Originaltitel: ‘The Idea of Justice’, 2009), und der partnerschaftlichen Praxis, insbesondere der Territorialen Beschäftigungspakte in Österreich. Die Arbeit belegt, dass bestimmte in der Praxis angewandte Mechanismen, wie verantwortungsvolle Steuerung (‘good governance‘), den Ideen, die in den Gerechtigkeitstheorien dargelegt werden, entsprechen. Die Gerechtigkeitstheorien wiederum weisen Mängel aus Praxissicht auf, wie etwa das Übergehen des Beitrags zu Gerechtigkeit durch AkteurInnen insbesondere der regionalen Ebene.

Ziel der Forschungsarbeit ist es, potentielle Verbindungen zwischen führenden Gerechtigkeitstheorien und der regionalen Partnerschaftspraxis aufzuzeigen. Die Dissertation richtet sich an ForscherInnen der Regionalpolitik und Raumplanung sowie der politischen Philosophie und an AkteurInnen aller geographischen Ebenen, die an Mechanismen und Werkzeugen interessiert sind, die neben monetären Redistributionsinstrumenten zur Reduktion von Ungleichheiten beitragen.

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"Any society should be judged by the way

it manages to care for its most vulnerable citizens".

Project manager of a territorial employment pact in Austria
(ÖIR et al. 2012b, 93)

1 Introduction

Although Europe has one of the richest economies in the world, 17% of EU citizens have such limited resources that they cannot afford basic requirements (EUROPEAN COMMISSION 2015a). Big gaps exist also globally between the poorest and richest households and between rural and urban areas (UNITED NATIONS 2015). Past and future trends furthermore indicate that the gap is continuing to grow (OECD 2014). Inequalities will rise, resulting in an increasing separation of lives between the haves and have-nots (SANDEL 2010).

Rising inequalities have many effects: they create economic, social, and political challenges. *"Inequalities undermine efforts to achieve sustainable development and eradicate poverty: they dampen economic vitality, exacerbate health and environmental problems, increase social tensions and lead to political instability*", informs the BEYOND 2015 Campaign (2012, 2), the global civil society campaign pushing for a strong and legitimate successor framework to the Millennium Development Goals (MDGs). Not only that they act as barriers to development, social, economic, political, and material inequalities also intersect. Thus, inequality will inevitably impact economic performance as a whole (OECD 2014). A study funded by the European Union (EU), the GINI project that analysed data on earnings and incomes over the 30 years to 2010, showed that also in Europe, the rich are getting wealthier and the rest are falling behind. A major conclusion of the study is that as inequality increases *"political participation tends to fall among those who are at the bottom in terms of earnings, while the very rich are able to have a bigger influence on policy. This is a danger to democracy and a major concern"* states Wiemer Salverda from the GINI project (EUROPEAN COMMISSION 2014a). The increase of socio-economic inequalities thus has impacts in manifold areas.

In the EU, some actions are taken to stop or even reverse the trend of rising inequalities such as the introduction of wealth taxes in some member states, but current developments are not very promising. By setting the MDGs, the members of the United Nations also agreed to eradicate extreme poverty and hunger, achieve universal primary education and promote gender equality and empower women, amongst other goals. Despite many of the successes, the MDGs "*have not managed to integrate all principles outlined in the Millennium Declaration, including equality*", informs the UN SYSTEM TASK TEAM ON THE POST-2015 DEVELOPMENT AGENDA (2012, 3). The new global partnership for poverty eradication and

sustainable development that has been developed demonstrates the EU's willingness to positively engage in the global debate on the means of implementation for the future Sustainable Development Goals. It will provide the basis for an EU common position in the intergovernmental negotiations (EUROPEAN COMMISSION 2015b). Within the EU, apparent injustices mainly refer to inequalities of opportunity and the unequal distribution of income and wealth, as well as non-monetary aspects of social exclusion, between social groups, within territories (regional and national inequalities) and across the EU (transnational inequalities). Justice is closely related to equality: *the idea of equality can be understood as an issue of social justice*.

An answer provided to reduce social-economic disparities within the EU is *Europe's Cohesion policy*. It is the principle investment tool for delivering the Europe 2020 goals and the 'flagship of European regulated capitalism' (HOOGHE 1998). Cohesion policy aims at creating growth and jobs, tackling climate change and energy dependence, and reducing poverty and social exclusion. As *the instrument of solidarity* within Europe, Cohesion policy is frequently criticised for the policy's rationale, organisation and effectiveness (MANZELLA and MENDEZ 2009; BARCA 2009). In addition, there is a long-running debate on the future of cohesion policy. This is because it is the second biggest item in the Union's budget; accounting for more than one-third of total EU expenditure. The EU spent an average of almost 50 billion Euro per year on the policy within the financial framework 2007-2013. Moreover, the discussions concern the policy goals of EU Cohesion policy. "*It is a mistake to think that social inclusion will inevitably be enhanced through policies aimed at reinforcing growth and competitiveness. The goals of "smart, sustainable and inclusive" growth can indeed be mutually reinforcing, but this is not always the case*" informs, for instance, DHÉRET (2011a, 4).

According to CUELLAR (2009), social cohesion must be integrated into three dimensions:

> "*i) creating opportunities (…) to increase access to sustainable livelihoods;*
>
> *ii) empowering communities, municipalities and individuals to give them a say in matters that impact the quality of their lives (…); and*
>
> *iii) reducing the structural causes that generate and perpetuate the vulnerability of the disadvantaged*" (CUELLAR 2009, 8).

This clearly calls for a local approach in implementing the EU Cohesion policy. A potential answer for the integration of social cohesion into these three dimensions is partnerships operating at the local and regional governance levels: within the EU and OECD countries, partnerships are established at the sub-national levels to foster regional development, enhance employment, and support social inclusion. Partnership in our sense is understood as *cooperation between relevant stakeholders at specific territorial levels, in particular at the regional, the sub-regional and local levels.* The term 'regional' refers to the NUTS-2 level (basic regions for the application of regional policies) of the Nomenclature of territorial units for statistics (NUTS) of Eurostat, whereas 'sub-regional' is used for NUTS-3 (small regions; group of districts in Austria).

Partnership has emerged as a central priority in the socio-economic development strategy of the EU. The European Commission (EC), the European Parliament, the Committee of the Regions, and the European Economic and Social Committee, amongst others, have published a number of resolutions, opinions, and white papers that call for the strengthening of the *partnership principle* in the implementation of the Structural funds (see EUROPEAN ECONOMIC AND SOCIAL COMMITTEE 2010; EUROPEAN PARLIAMENT and COUNCIL OF THE EUROPEAN UNION 2013). In 2014, the EC published a European code of conduct on partnership. In order to maximise the impact of the EU Structural and Investment Funds for 2014–20,

> "*it is crucial that Member States' authorities at all levels — national, regional and local — work closely with each other and in partnership with trade unions, employers, non-governmental organisations and other bodies responsible, for example, for promoting social inclusion, gender equality and non-discrimination."* (EUROPEAN COMMISSION 2014b, 3).

The partnership principle is centred upon the premise that issues, such as employment and social inclusion, are too complex for single institutions to resolve on their own, and that cooperation between public authorities, social partners, non-governmental organisations (NGOs) and civil society organisations, is necessary for job creation, competitiveness, economic growth, improved quality of life, and sustainable development. According to the

EC, the implementation of the partnership principle within the framework of the Community Initiative EQUAL that called for partnerships at the local and regional governance levels,

> *"has contributed to progress towards the reduction of inequalities and discrimination; it has contributed to innovation, especially as ways of working together have sometimes been profoundly changed, and transfer of knowledge and experience took place between partners. It has contributed to transfer and mainstreaming, especially as partners became able to speak a common voice in key policy areas and therefore to influence policy"* (EUROPEAN COMMISSION 2009, xix).

The partnership principle is also supported by a range of initiatives working outside regulatory bodies, including the OECD LEED Forum on Partnerships and Local Development (in short OECD LEED Forum), and different national, regional and local programmes for growth and employment. "*Partnerships have become increasingly common in OECD and non OECD countries alike as a governance tool to: link up policies at the local level; connect local actors with other governance levels; stimulate initiatives; increase effectiveness and efficiency in the use of resources; enhance policy outcomes; and develop strong capacities at a local level.",* informs the Vienna Action Statement (OECD LEED FORUM ON PARTNERSHIPS AND LOCAL DEVELOPMENT 2010, 1).

The encouraging nature of these findings explains why partnership has been continuously promoted in the EU since the turn of the century, and why the EC believes that achievement of the five EU 2020 targets requires the ongoing engagement of different social actors at local, regional, and national levels (EUROPEAN UNION 2011). Among the five targets for the EU in 2020, three objectives directly refer to equality. These are the employment target (75% of the 20-64 year-olds to be employed), the targets in education (reducing the rates of early school leavers below 10%, at least 40% of 30-34–year-olds completing third level education), and fighting poverty and social exclusion (at least 20 million fewer people in or at risk of poverty and social exclusion; EUROPEAN COMMISSION 2015c).

The necessity to work in more strategic and innovative collaborative arrangements has been reinforced by the depth of the economic crisis that Europe has faced. Partnership as a means of assisting integrated approaches to complex problems on the ground is acknowledged as being more necessary than ever and is reflected in calls for stronger

involvement of sub-national governance levels in collaborative arrangements (EUROPEAN UNION 2011). Local and regional level partnerships include various stakeholders, apply integrated approaches to multi-dimensional problems for those in need and have a huge potential for organising sustainable change towards justice. They have emerged as a central priority in the EU especially in the area of rural development, local community development, economic development, employment and social inclusion. Consequently, many programmes and - as a result - many institutions, which are based on cooperation between various actors at specific sub-national levels, such as regional management associations, Local Agenda 21, LEADER and EUREGIO groups, as well as Territorial Employment Pacts (TEPs), to name just a few, have been established.

During the past decades, those partnerships have been in the focus of social scientists, political researchers, and economists. Scholars frequently emphasise membership arrangements, the power of partners and the partnership's institutionalisation and participation processes. GEDDES (2006), for instance, who examined local partnership's 'new' network governance in relation to their contribution to democracy and policy participation in England, identified the danger of making political and policy processes less transparent and public by partnerships (see also LOWNDES 2001). REGALIA (2002) pays particular attention to territorial pacts with regard to decentralisation of employment protection in Europe and confirms the importance of labour market policies rooted at the local and regional level. In addition, several evaluations were conducted to measure partnerships' impacts on nationally launched (and partly EU-funded) partnership programmes. These encompass the Local Area Agreements in the United Kingdom, the Social Inclusion Partnership Programme in Scotland, the Structural Fund Partnership Programme in Sweden, the Local Community Development Programme in Ireland and the Austrian Territorial Employment Pacts (see, for instance, RUSSELL 2008; ODS CONSULTING 2006; HUBER 2003; ÖIR et al. 2012a,b).

Social cohesion thus is of great concern to policy, research and the practice due to the manifold impacts on our societies and, consequently, also on our economies. Since ages, philosophers try to find 'ideal models' for human cohabitation. Plato and Aristotle established the first systemic considerations on justice in ancient European philosophy, followed by the many comprehensive theories of Thomas Hobbes, Jean-Jacques Rousseau, Immanuel Kant, and Karl Marx, to name just a few. These thinkers provide manifold insights into the varying

aspects connected to justice. Justice, in the contemporary concepts of John Rawls 'A Theory of Justice' (RAWLS 2006) and Amartya Sen 'The Idea of Justice' (SEN 2009), to which our particular attention is paid in this thesis, includes the parameters of freedom, liberty and democracy, all of which are manifested within the EU's present political systems.

John Rawls's egalitarian approach is recognised as a milestone in the theories of justice. He developed his concept over more than ten years and finally published 'A Theory of Justice' in 1971 (RAWLS 2006). Rawls follows a 'transcendental institutionalism' (SEN 2009): his model focuses on the choice of institutions and the identification of ideal social arrangements. It grounds on an 'original position', which excludes all factors that are arbitrary from the moral point of view. A social contract is developed for a 'just and fair society' under the 'veil of ignorance' in which citizens decide for the benefit of all without knowing their final social position. Rawls defines two principles of justice, one of which, the 'difference principle', aims at reducing social and economic inequalities to the greatest benefit of the least advantaged.

The Nobel prize-winning economist Amartya Sen, on the contrary, draws a 'realisation-focused comparison' in 'The Idea of Justice', published in 2009 (SEN 2009). Sen stresses that rather than spending one's whole life finding out what justice is, the focus should lie on reducing inequalities that are diagnosed as such. Sen discusses Rawls's theory of justice, introduces comparative assessments, and builds the idea of justice by focusing on important aspects such as the 'capability approach' and 'open impartiality'. Rather than the social contract, Sen's theory has its roots in social choice theory.

Studying the theoretical concepts led the author to consider how the theories are integrated into practice. Since partnerships established at the local and regional levels have become an important policy tool and action, in particular within the EU context, the missing link between efforts taken on the ground and theories of justice emerged. It is assumed that by contrasting the highly abstract ideas of justice with regional level partnership practices, potential relations will arise. Although many scholars have engaged in research of partnerships operating at the sub-national levels, findings with regard to partnership's contribution to justice, and, more precisely, the potential relations that arise by linking contemporary theories of justice with regional level partnership practices, as presented in this thesis, is missing so far.

References to available results presented by scholars on closely related research topics, such as on the implementation of the capability approach by BONVIN and FARVAQUE (2003), and, on social justice by CORNELIUS and WALLACE (2001), are included in the review wherever reasonable. Additionally, the investigation includes research results from the area of regional level politics and spatial justice (see, for instance, CONELLY and BRADLEY 2004; HARVEY 2007; LÖW 2008). Next to evaluation reports and studies on local and regional level partnerships, numerous debates and contributions deriving from scholars with varying views on moral philosophy are available. As said, academic work, however, that connects partnership practices with the theories of justice by assessing mechanisms with elements of the theories is absent. The author has also not identified surveys that contrast the theoretical ideas about justice with other partnerships established at the local and regional levels such as LEADER groups and local agenda initiatives.

The thesis, hence, presents work of a rather new research area: connecting partnership practice with the theories of justice by assessing theoretical applicable elements by mechanisms practiced is one of the various justice research fields. By informing on the potential consequences of the results a contribution to the theoretical discourse on justice, in particular on *regional level politics of justice*, can be made.

The audience of the thesis includes political philosophers as well as practitioners aiming at contributing to a more ‘just and fair’ society by building on what is already available. The research is addressed especially at stakeholders operating at the sub-national levels, who are interested to learn about mechanisms and tools minimising apparent injustices, apart from monetary redistribution instruments. Furthermore, the research adds to academic work by providing insights into the relations that exist between the theories of justice and the regional level partnership practice. The purpose of the research thus is to find solid evidence of what works and what does not in a given setting; thereby contributing to the debate on how to reverse the trend of overall rising inequalities. Though the theories of justice and the partnerships under scrutiny are of different natures, a link exists. In examining this relation, insights are gained that can lead to both an improvement of the regional level partnership practice and the theories of justice. Learning from the practice thus should also assist in building ‘more applicable’ theories of justice.

The doctoral thesis has six chapters: following the introduction (*chapter one*), *chapter two* informs on the research objective and research questions. *Chapter three* presents the chosen practice and the theories of justice for the appraisal and informs on the expected valued added in appraising regional level partnership practice with the theoretical concepts of justice. This is followed by providing information on the research approach, materials, and the applied method in *chapter four*. *Chapter five* describes the examination of three shared elements of the theories of justice and the regional level partnership practice (equality, cooperation and the territory). Subsequent research comprises the confrontation of mechanisms applied in practice with potential corresponding theoretical principles and ideas. Practical justice standards for local and regional level partnerships are presented that derive from the review and lessons learnt from the appraisal are reported. Finally, the thesis concludes by discussing transferability conditions of the findings and by introducing further adaptations to both the theories of justice and the regional level partnership practice (*chapter six*).

2 Research objective and research questions

The thesis provides insights into *what lessons are to be learnt when aiming at advancing justice by regional level partnership practice*. The overall research objective, consequently, is to expose potential relations between the ideas of justice and regional level partnership practices. The overarching research question concerns:

> ***What lessons are to be learnt***
> ***when assessing partnership practice***
> ***against contemporary theories of justice?***

Three main research questions serve to provide answers to this overall research question (please see also section 4.2). These are:

1. Assessment of the relations between the regional level partnership practice and the ideas of justice: *which relations arise by contrasting the highly abstract ideas of justice with regional level partnership practice?*

   The first research question aims at surveying the common ground between the theories of justice and the regional level partnership practice. Theoretical elements are reviewed, including underlying aspects such as plurality in viewing justice, trust, and social norms. Finally, the components are contrasted with partnership practice.

2. Analysis of the implementation of partnership mechanisms and potential counterparts in the theories of justice: *how are ideas of justice implemented in practice?*

   Three underlying research questions are answered in order to respond to the above question. These are:

   - *Which mechanisms are applied by the regional level partnership practice?*
   - *Do these mechanisms have counterparts in the theories of justice?*

- *Do the territorial employment pacts actually contribute to enhancing justice with the help of these mechanisms?*

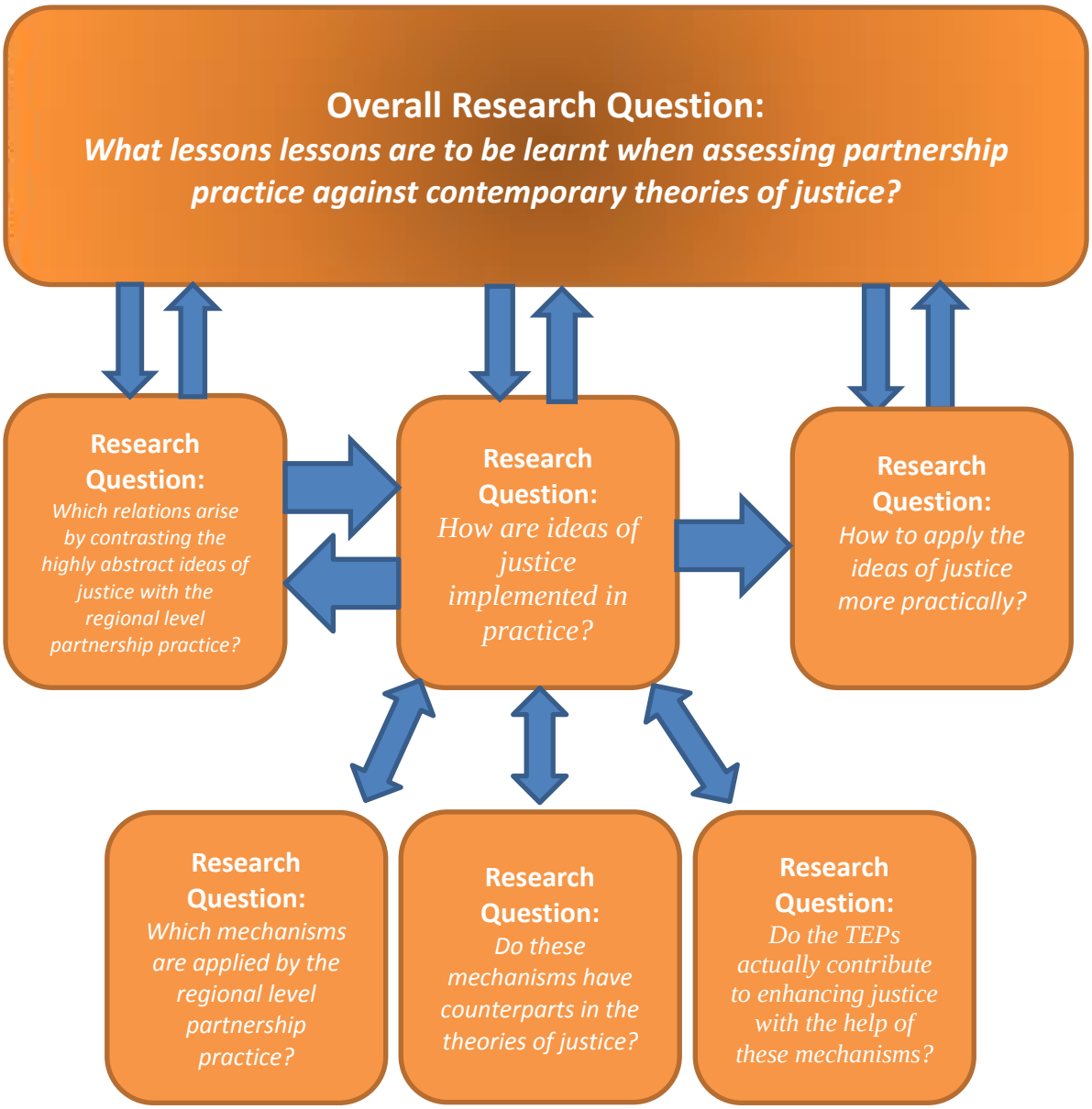
This research encompasses the identification, selection, and appraisal of applicable ideas in the concepts of justice and their potential counterparts applied by regional level partnership practice.

3. Development of suggestions: *how to apply the ideas of justice more practically?*

   Subsequent research aims at utilising the knowledge gained. If research should reveal interesting insights, lessons learnt on how to apply theories of justice more practically will be drawn.

Please find an illustration of the research questions and their linkages in figure 1 below.

Figure 1: *Research questions*



3 Setting the scene

3.1 Why contrasting regional level partnership practice with theories of justice?

In contrasting the practice with the theories of justice, regional level partnerships served for the review for the following reasons:

- Cooperation is a core element to advance justice in the theories and in the practice;
- Both the theories and the practice under scrutiny aim at reducing inequalities; and
- The Austrian territorial employment pacts, which are the case study, have a comparative frame: they are developed in all Austrian Federal provinces. Additionally, some TEPs are set up at the local level.

As aforementioned, partnership has emerged as a central priority in the socio-economic development strategy of the EU. The partnership principle is centred upon the premise that issues, such as employment and social inclusion, are too complex for single institutions to resolve on their own, and that cooperation between public authorities, social partners, and NGOs and civil society organisations is necessary for job creation, competitiveness, economic growth, improved quality of life, and sustainable development.

Cooperation thus is an essential concept in contemporary politics and additionally an important element in many theoretical fundaments on justice of the past and the present. In ancient history, Plato and Aristoteles dealt with the concept of cooperation already indirectly. Cooperation played a role in fundamental arguments and aims (AJAMAN n.d.). Human cooperation is also vital in Thomas Hobbes's political philosophy. His thoughts centre on the argument that it is extremely unlikely that human beings will live in security and peaceful cooperation without government. In his well-known work, the Leviathan, he poses to give our obedience to an unaccountable sovereign by creating a '*Common-wealth'* (HOBBES 1651). Furthermore, Jean-Jacques Rousseau builds his political thinking on a social contract in his main work 'Of the Social Contract, or Principles of Political Right' (ROUSSEAU 1762). In addition, many other philosophers, such as Immanuel Kant and Karl Marx, refer to cooperation as a central element of human life, albeit offering different philosophical constructs of ideas (see also section 5.1).

Next to cooperation as a common element, the theories of justice and the regional level partnership practice aim at reducing inequalities. Philosophers have provided considerable thoughts about how to reduce inequalities that emerge from human coexistence (especially from the social and political systems and the inequality distribution of human development achievements among its citizens; UNITED NATIONS DEVELOPMENT PROGRAMME 2015). Aristoteles introduced formal equality in his Nicomachean Ethics and Plato built on this principle in 'Politeia' ('The Republic'), written in 360 BCE. The latter philosopher states in his dialogues:

> "*The form of law which I should propose as the natural sequel would be as follows:–In a state which is desirous of being saved from the greatest of all plagues–not faction, but rather distraction;–there should exist among the citizens neither extreme poverty, nor, again, excess of wealth, for both are productive of both these evils. Now the legislator should determine what is to be the limit of poverty or wealth."*
> (Plato, 428/27 - 348/47 BCE, The dialogues of Plato, 682)

This message is still being valid today. Equality is of central concern in all eras: philosophers, from Hobbes and Rousseau to Rawls and Sen, develop theories that focus on equality. It is important to note, however, that there is controversy concerning the precise notion of equality, the relation of justice and equality (the principles of equality), the material requirements and measure of the ideal of equality (equality of what?), the extension of equality (equality among whom?), and its status within a comprehensive (liberal) theory of justice (the value of equality; STANFORD ENCYCLOPEDIA OF PHILOSOPHY 2007). Consequently, philosophers with varying views to the topic contribute to the debate. Amongst other ideas, Michael Walzer introduces complex equality (WALZER 2006) and Roland Dworkin distinguishes between two general theories of distributional equality: the equality of welfare and the equality of resources (DWORKIN 2011).

Further to cooperation and equality, democracy, freedom and liberty are elements of recent comprehensive theories of justice, as has already been mentioned. Although implemented with varying concrete forms depending on the political ideologies determining the form of government (be it liberalism, conservatism or socialism) and the economic system (free

market and capitalism dominate in the European economy), European countries share some common values and ideological views according to the Copenhagen criteria. Being democracy an essential point of EU ideology, all EU member states respect human rights and fundamental freedoms (freedom of thought, freedom of conscience, freedom of association, etc.), guarantee the rule of law and protect minorities. Since democracy, freedom and liberty are manifested in the European political system and because partnerships take them as a given, these elements are not in the scope of the research.

Partnerships are a common tool and practice within the EU. Therefore, the TEPs serve as the basis for the review. Furthermore, the Austrian pacts share the same characteristics. The results of the appraisal, however, have wider relevance to other countries, in particular in the EU, since Austrian policy developments are also driven by EU policies such as the EU Cohesion policy. Given that the theories and the practice under scrutiny aim at reducing inequalities, and, considering that cooperation is identified as a core element in the theories, it is likely that the theories of justice and the regional level partnership practice share a common ground. Consequently, this thesis examines the communalities and differences of the theoretical concepts and the practical consequences. It also highlights the practical issues of theories of justice, which can shed light on the link of justice research and public policy.

3.2 Why focussing on the two concepts of Rawls and Sen?

There are few issues of similar value to humans than justice. As said, Plato and Aristotle established the first systemic considerations on justice in ancient European philosophy, followed by the many comprehensive theories of Thomas Hobbes, Jean-Jacques Rousseau, Immanuel Kant, and Karl Marx, to name just a few. As aforementioned, conclusions about what is fair and what is not when appraising partnerships within the EU are framed by present EU practice. Partnerships act in their contextual setting. The approach they take to enhance justice, consequently, is not universal but rather contextual (MILLER 2005). Theories that mirror EU's context conditions are thus an appropriate choice. Next to other philosophers, John RAWLS (2006), Amartya SEN (2009), Michael J. SANDEL (2010), Martha C. NUSSBAUM (2010), Brian BARRY (2005), Roland DWORKIN (2011), and Michael WALZER (2006) provide contemporary theoretical fundaments.

The present review of regional level partnerships, nevertheless, mainly refers to ‘A Theory of Justice’ by John RAWLS (2006) and ‘The Idea of Justice’ by Amartya SEN (2009) for two main reasons:

- first, both theories of justice are widely referred to in academic discussions (see, for instance, SEN 2009, NUSSBAUM 2010, WALZER 2006, POGGE 2010, ALKIRE 2005, ROBEYNS 2000, VALENTINI 2010, DEVEREUX 2001, CLARK 2005, next to many others); and

- second, complementary approaches are followed, which provide additional insights when appraised towards practice.

Both theories of justice are outstanding: Rawls’s idea is considered as the recent substantial theory of justice whereas Sen’s work is appraised as the most important contribution to the subject since John Rawls’s theory. ”*It is generally agreed that Rawls was the most important political theorist within the Anglo-American world since John Stuart Mill, and his masterwork, A Theory of Justice, is at the center of modern thinking on its subject”,* informs, for instance, Chris BROWN (2010). Beyond doubt, Amartya Sen is one of the most important public intellectuals of our age and seems to dominate recent debates on ethical economics, especially in the context of development. The former UN Chief Kofi Annan, for instance, says of Amartya Sen that “*the world's poor and dispossessed could have no more articulate or insightful a champion*” (O’HEARN 2009).

John Rawls’s egalitarian approach is a milestone in theories of justice. He developed his concept over more than ten years and finally published ‘A Theory of Justice’ in 1971. Rawls follows a ‘transcendental institutionalism’ (SEN 2009). His model focuses on the choice of institutions and the identification of ideal social arrangements. The idea of justice grounds on an ‘original position’, which excludes all factors that are arbitrary from the moral point of view. Rawls approach to justice, however, is often criticised as being not applicable in practice, in particular by SEN (2009). The Nobel prize-winning economist Amartya Sen, on the contrary, draws a ‘realisation-focused comparison’ in ‘The Idea of Justice’, published in 2009. Sen stresses that rather than spending one’s whole life finding out what justice is, the focus should lie on reducing inequalities that are diagnosed as such. Rather than the social contract, which is in the focus of Rawls, Sen’s theory has its roots in social choice theory.

As briefly outlined above, the two concepts were also selected because complementary approaches are followed. The main differences include Rawls's institution-based and thus arrangement-focussed approach in which institutions distribute the main benefits and burdens of social life, while Sen's focus on actual behaviours that make a society reasonably just. Please find an overview of some characteristics of Rawls's and Sen's approach to justice in table 2 below. Drawing relevant consequences for the practice regarding the two approaches thus enlighten the examination exercise (see section 6).

Table 2: *Characteristics in Rawls's and Sen's approach to justice*

Characteristics of Rawls's approach	**Characteristics of Sen's approach**
Transcendental institutionalism	Realisation-focussed comparison
Social contract (contractarian tradition)	Social choice ('alternative' tradition)
Institution-based (arrangement-focussed approach)	Focus on actual behaviours ('what happens to people')
Procedural approach	Result-oriented approach (comparative assessments)
Rawls's social primary goods metric	Capability approach
Just institutions	Actual social institutions
Strong role of the state	Critique on sovereign states and justice
Sustainability of the structure	Sustainable development

Contemporary concepts of justice, in particular that of John Rawls, are frequently critiqued to lack implementation reality (SEN 2009; VALENTINI 2010; ROBEYNS 2000; DEVEREUX 2001). Laura Valentini, for example, states that political philosophers are frustrated with the "*inability to deliver principles capable of guiding action in real-world circumstances*" (VALENTINI 2010, 2). John Rawls's 'veil of ignorance', one of the central ideas of his theory, however, is a thought experiment and simply does not aim at implementation. Valentini

further argues that *"if political philosophy is meant to help us orient our actions in the real world, Rawlsian 'ideal theorizing' is just the wrong way to think about the subject*" (VALENTINI 2010, 2). Sen also claims that the transcendental institutionalist paradigm fails to give us what we want from a theory of justice. That is, it fails to deliver conceptual tools that can help us advance justice in the real world (VALENTINI 2010). Sen's basic argument is that Rawls is so focused on ideal, transcendentally just institutions that it is unable to offer practical guidance for advancing justice in an increasingly borderless world (ARJONA et al. 2012). The core claim of Pablo Gilabert is similar, namely that political philosophers *"should engage in careful consideration of issues of political feasibility bearing on their practical implementation*" GILABERT (2012, 1).

Like Rawls's, Sen's idea is also criticised both conceptually and empirically by its methodological individualism and the lack of applicability (ALKIRE 2005; NUSSBAUM 2010; ROBEYNS 2000; DEVEREUX 2001; CLARK 2005, VALENTINI, 2010). Sen's capability approach has been critiqued as an 'unworkable idea' even though it mainly depends on one's reading (ROBEYNS 2000, POGGE 2002). Nevertheless, ALKIRE (2005) confirms the human development and capability approach to have a value independent from and additional to their practical outworkings, and yet operational specifications are both possible and vital to the further development of the approach.

Even though the theories of justice are often highly abstract by their nature, a relation exists between the theories of justice and the regional level partnership practice under scrutiny. For this very reason, the aim of the research is to examine whether there are relations between Rawls's and Sen's theory and the practice, exemplified by the TEPs. The complementary approaches followed by the two philosophers are an interesting base for examination. These two fundamental latest ideas thus build the ground for the appraisal. By surveying the common ground of the theories of justice and the regional level partnership practice, applicable ideas are identified, selected and contrasted with the practice. Since the author also aims at enhancing the applicability of the theories of justice, the thesis further explores how the insights from the appraisal may help to improve them.

3.3 Why reflecting employment partnerships? Which partnerships are analysed?

Within the EU and OECD countries, local and regional level partnerships are established to foster regional development, enhance employment, and support social inclusion. As aforementioned, local economic development, labour market and social policy are confronted with particular challenges that clearly cannot be met by a few institutions working on their own. These challenges include the concentration of unemployment on certain target groups such as young people, older persons and migrants, gender segregation in the labour market or shifts between industries, economic sectors, and regions. European institutions thus call for the implementation of the partnership principle, as outlined in the introduction. Local and regional level partnerships include various stakeholders, apply integrated approaches to multi-dimensional problems for those in needs and have a huge potential for organising sustainable change towards justice. Consequently, partnerships are a profound basis on which to contrast theories of justice.

During the end of the 1990-ies, the Austrian territorial employment pacts were developed top-down in all Austrian Federal provinces. Additionally, some partnerships have been set up at a local level, operating under the frame of the provincial TEP. The partnerships have been established by an EU initiative of the European Cohesion policy in 1997-2000. Subsequently, they continued to work in the framework of the Operational Programme for Employment Austria 2007-2013 / ESF (in short OP Austria / ESF) until 2014. They can be seen as a policy instrument that assists in integrating social cohesion into three dimensions, namely creating opportunities to increase access to sustainable livelihoods, empowering communities, municipalities and individuals to give them a say, and reducing the structural causes that generate and perpetuate the vulnerability of the disadvantaged (CUELLAR 2009).

Partners include relevant stakeholders of the territories that is, in particular, the Public Employment Service (PES), the provincial government (by involving various departments), the Federal Social Welfare Office, social partners such as the Economic Chamber, the Chamber of Labour, the Austrian Trade Union, the Federation of Austrian Industries, the School Board, municipality and city delegates, Gender mainstreaming officers, NGOs, and local pact structures, amongst others (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015). The EU initiative ‘Territorial Employment

Pacts' of the EC called for the inclusion of *all relevant stakeholders* of a sub-national territory in the late 1990-ies. Austrian pact reality, however, showed that in order to be operational, a limitation in the number of contracting partners was necessary. Although only minimal requirements on the partnership composition had to be fulfilled for receiving funding from the OP Austria / ESF 2007-2014, the number of partners by the TEPs ranged from 10 to 40. The requirements were to include at least the PES, the Provincial government, and both sides of the social partners (see CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2000).

The TEPs are contracted regional partnerships to better link employment policy with other policies to improve the employment situation on regional and local level. The partnerships were set up among the relevant institutions to agree upon and implement joint programmes for promoting employment and social inclusion. The TEP partners jointly adopt these programmes and implement them based on a coordinated pact budget. The pacts coordinate programmes amounting 800 million Euro per anno in which TEP partners put together parts of their own budgets. Thus, also 'mainstream programmes', mainly those of the PES and the provincial government, are jointly discussed and brought together under the TEP umbrella. The partnership contracts last between one and seven years enabling for the implementation of regional-specific strategies and objectives. The Austrian TEPs renew their contracts and agree upon partners, objectives, funding and rules of procedure periodically. The main tasks of TEPs thus are coordinating partners and their topics, developing joint work programmes (TEP-programme) and implementing the measures according to the priorities of the TEPs. In Austria, the priorities vary from region to region. In 2006, the rural TEP Tyrol, for instance, placed emphasis on the regional coordination of offers for educational and vocational guidance, while the TEP Vienna focused on measures for the integration of specific target groups such as youth (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015).

By implementing the TEP programme, the partners neither take over the roles of each partner nor compete with the institutions, instead harmonise and complement the work done by the institutions (SCOPPETTA 2008). They balance interests, elaborate linkages, and use synergies between the institutions in order to find joint solutions. "*Actually, one of the factors that create added value of the TEPs is that the pacts solve long-lasting conflicts with one another at the regional level*", informs the TEP evaluation (HUBER 2003, 65). By working

together, partnerships fill gaps that are left open by single working institutions. Those gaps exist due to many reasons: changes in our economies and societies, political developments (e.g. rising unemployment rate of older workers as a result of early retirements), as well as the increase of complex situations made partnerships valuable. Furthermore, single working institutions often show resistance in reforming due to missing motivation, possibilities, competences, and, often, do not adequately adopt to new challenges but get trapped in institutional deadlocks (see also KLIJN and KOPPENJAN 2006).

The TEPs have clearly defined rationales, roles, functions, objectives and tasks. The specific aims of TEPs are:

1) to increase effectiveness and efficiency in the use of resources;
2) to improve the quality of support given to certain target groups;
3) to secure and create jobs;
4) to obtain funding for the region; and
5) to preserve in a sustainable manner the region as a place to live (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015).

When solving problems at local and regional levels, the pacts have to follow a thin line: while crossing institutional borders in their daily work, partnerships have to be cautious not to lose partners due to local interests, domination of partners, interests between partners, in particular of the social partners, and sectoral policy concerns. Moreover, conflicts and interactions exist "*between the provincial government and the regional entities of national authorities and agencies that possess different competencies such as the Public Employment Service and the Federal Social Welfare Office*" (HUBER 2003, 66; own translation).

However, the TEPs manage to change behaviour of individuals and institutions, transform (national) policies in a way to better meet the needs of the specific territory and, consequently, make policies more attractive to citizens. In Austria, many more actors (NGOs, Gender mainstreaming experts, the Offices of Social Affairs, municipalities, etc.) joined the partnerships over time and became responsible for active labour market policy. The increased involvement of local and regional actors resulted in the fact that responsibilities are taken and shared by many more actors than in times before the TEPs (HUBER 2003).

Although TEPs are contracted partnerships, also loose forms of cooperation are practiced within the same partnership organisation, requiring informal, voluntary activities and procedures. Given that mainly financiers, social partners, and other (mostly) official organisations are part of the decision-making committees, already strong actors are reinforced. In order to become a member in one of the partnerships' boards, a clarification process takes place. Generally, individuals and NGOs do not have decision-rights on TEP-programme level due to target conflicts. Thus, the TEPs play a minor role in relation to democracy. In all other boards, such as working groups and platforms, NGOs are important partners to drive the partnership forward, even though the level of influence varies form partnerships to partnership. Still, a lack is seen in integrating 'local voices' into policy design and delivery by some pacts (see below; section 5.1.3).

The partnerships increased the involvement of actors in labour market and employment policy, successfully linked policy areas on the regional, sub-regional and the local levels and – according to the TEP-evaluation (HUBER 2003) – contributed to a better coherence of objectives related to labour market and economic policies as well as to improved effectiveness, efficiency and transparency in labour market policy. The partnerships prove their value added by adapting measures to the local circumstances and target groups, improving policy services through continuous and systematic procedures and securing financial support for the regions (SCOPPETTA 2008).

As members of the OECD LEED Forum the TEPs show the following three characteristics:

- *Multi-level*: Partnership decision-making involves stakeholders from national, regional and local levels;
- *Multi-sectoral*: The partnerships involve stakeholders representing various policy areas and economic sectors/branches, and governmental as well as non-governmental actors; and
- *Multi-dimensional*: The partnerships apply integrated approaches to multi-dimensional problems (OECD LEED FORUM ON PARTNERSHIPS AND LOCAL DEVELOPMENT 2015).

The Austrian TEPs share the same characteristics: all partnerships are area-based, set up as cooperation between relevant actors in which the partners should have equal rights and take ownership, which stands for the partners' approach towards their partnership, its goals, and its work. Finally yet importantly, they share the same understanding that all problems have local ramifications.

Other partnership models networked in the OECD LEED Forum include, for instance, the Local Development Companies in Ireland, the Regional Structural Fund Partnerships and cooperation projects in Sweden and the Perspective 50+ Pacts in Germany. Please find a brief description of these models in the following:

- Local Development Companies in Ireland: Ireland's long history of working in partnership has ensured the integration of 'local voices' in policy delivery through a cascade system of connections between different national, regional and local levels. The partnership approach is often implemented through devolution of funding and service delivery to local partnership and community structures. Local Development Companies (LDCs) are local area partnerships established as independent companies limited by guarantee without share capital and have a clear framework within which to develop their activities. The partnership rationale is to respond to the multi-dimensional nature of social exclusion through a locally responsive, innovative, integrated approach, built on a partnership model, with local ownership. The main objectives are to counter disadvantage and to promote equality and social and economic inclusion, through a partnership approach at local level. LDCs also deliver a significant number of cross-cutting initiatives which positively impact on tackling unemployment (STOTT and SCOPPETTA 2013b; EUROPEAN COMMISSION 2013).

- Regional Structural Fund Partnerships and cooperation projects in Sweden: Sweden's long tradition of cooperation has been used to encourage diverse partners to drive and take responsibility for development. In order to link regional growth with labour market policies, a joint organisational approach was adopted for the implementation of the 2007-2013 Structural Funds with the ESF and the European Regional Development Fund working together regionally through Structural Fund Partnerships (SFPs) in the eight regions of Sweden. SFPs are established by a law that stipulates their composition and tasks. They include politicians (who must form at

least 50% of their membership) and other stakeholders, responsible for programme design, selection, and funding of 'cooperation projects' that operate at national, regional, and local levels. These multi-actor projects address employment and exclusion issues and are expected to work actively to promote gender mainstreaming, accessibility for people with disabilities and other cross-cutting issues, as well as cooperate with projects and organisations in other EU member states (STOTT and SCOPPETTA 2013b; EUROPEAN COMMISSION 2013).

- Perspective 50+ Pacts in Germany: Perspective 50+ is a nationwide programme aiming to re-integrate older long-term unemployed persons into the labour market. In addition, the programme aims to initiate and evaluate new ways of activation and re-integration. Job centres can participate in the programme on a voluntary basis. As of 2012, 421 out of 440 job centres were implementing the programme, reaching roughly 94% of the target population. The welfare offices and other labour market participants have come together to form 78 regional employment pacts. Where they have elected to participate in the programme, local job centres are lead partners in the collaboration. As the funding recipients, they are directly accountable to the responsible Federal Ministry for the allocation of funds. The regional pacts cooperate with external institutions such as training providers, private placement services, consultancies and a diverse array of other local actors. The Perspective 50+ programme is kept focused, flexible and non-bureaucratic. Indicators that measure results are kept to a minimum and dialogue and exchange at peer level are consistently practiced. These participative methodologies have facilitated ongoing learning processes and the incorporation of innovative elements such as 'idea competitions' and the use of 'pact ambassadors' to change public perceptions of older people (STOTT and SCOPPETTA 2013b; EUROPEAN COMMISSION 2013).

Since the Austrian pacts share characteristics with OECD LEED Forum partnerships, this research also offers particular assumptions on the transferability of results within the OECD LEED Forum network. Consequently, these partnerships are a profound basis on which to contrast theories of justice. Furthermore, these specific regional level partnerships are chosen for the appraisal with the theories of justice for the reason that cooperation is a core element in the partnership practice (see above). Moreover, the partnerships aim at reducing inequalities: while reducing injustices is the main goal of the theories, reducing inequalities is on the top agenda of partnerships. Minimising inequalities, however, often goes hand in hand

with reducing injustices. Finally, the partnership's expertise is outstanding: the TEPs have operated for over 15 years and have added an enormous amount of knowledge about what works and what does not work. Partnerships are predominantly well developed, have existed for decades, and are established across levels and between the public, private, and civil-society sectors.

4 Research approach, material and methods

4.1 Research materials

Theoretical concepts of justice reviewed include in particular ‘A Theory of Justice’ by John RAWLS (2006) and ‘The Idea of Justice’ by Amartya SEN (2009), next to theoretical fundaments such as those from Michael J. SANDEL (2010), Martha C. NUSSBAUM (2010), Brian BARRY (2005), Roland DWORKIN (2011), and Michael WALZER (2006), amongst others. In addition, relevant academic papers on justice and contributions provided by scholars on related issues, such as on governance and regional level politics, are studied (see, for instance, CLARK 2005; ARNULL 2013; BARCA 2009; ARJONA et al. 2012; CUELLAR 2009; DAVIES 2007; DEVEREUX 2001; HEINTEL 2004). Substantial research results regarding the contribution to justice deriving from the local levels are examined in addition. Most important in this respect is Jon ELSTER (1991, 1995). Since many vivid ideas are available about cosmopolitan justice, particular considerations from global justice are included in the review wherever reasonable such as those from Thomas NAGEL (2005), Jon MANDLE (2006) and Thomas POGGE (2010, 2008).

Additionally, partnership characteristics, mechanisms, and quality criteria are surveyed and relevant elements identified. The research also builds on comprehensive expertise gained by the author with regard to partnerships established within the EU and OECD countries and in Austria, respectively. For research carried out, partnership practice is evaluated against the ideas of justice by focusing on the impact and quality of work. The approach taken includes the following:

- assessing data and statements provided by the regional level partnerships;
- analysing information collected by the Austrian-wide Co-ordination Unit of the TEPs, in short Kooo (see, for instance, CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015);
- incorporating available data from the OECD LEED Forum (OECD LEED FORUM ON PARTNERSHIPS AND LOCAL DEVELOPMENT 2015, 2010) and from the Community of Practice on Partnerships within the European Social Fund, in short COP on Partnership (COMMUNITY OF PRACTICE ON PARTNERSHIP IN THE ESF 2013, 2012, 2011a,b, 2010, 2008); and

- reviewing available evaluation reports and impact assessments.

In studying the Austrian territorial employment pacts, the following data are used in addition:

- The regional level partnerships have jointly developed standards for measures and processes that serves for the review and especially include the 'quality process' to secure high-quality services under changing conditions and the 'TEP quality criteria' of innovative measures.
- Numerous reports, evaluations, and studies drawn by diverse research organisations are reviewed for analysing the implementation of justice elements and case study descriptions presented in the thesis (see, for instance, HUBER 2001, 2003, ÖIR et al. 2012a,b).
- Moreover, data from the Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection (in short BMASK) is used (FEDERAL MINISTRY OF LABOUR, SOCIAL AFFAIRS AND CONSUMER PROTECTION 2013).

The data from the OECD LEED Forum relate to the latest years for which they are available. Data collection with regard to the COP on Partnership refers to the time of operation of the transnational network of ESF Managing Authorities. The COP on Partnership has been established in 2008 by the Flemish ESF Agency and due to the successful TEP implementation was led by the BMASK in 2011-2013. Seven peer review sessions, so-called PEO explorations are analysed concerning the research questions. PEO explorations are a specific peer review method developed for the COP on Partnership whereas PEO stands for: Partnership Practices of Member States on all levels; Effects on policies as well as impacts for ESF target groups; and Opportunities for improving policy planning and delivery. The PEOs were held in Vienna, Austria on 10 October 2011 ('Linking policy fields by partnerships: the Austrian Territorial Employment Pacts (TEPs)', in Budapest, Hungary on 6-7 June 2011 ('Strengthening Local Employment Activities by Promoting Partnership'), in Dublin, Ireland on 20 October 2010 ('The Irish Experience of Partnership Working in the Area of Gender Equality', in Chania, Greece on 17-18 June 2010 ('Partnership Perspectives on Strengthening Local Development'), in Berlin, Germany on 25-26 March 2010 ('Partnership Practices on Enhancing Employability in Germany'), in Stockholm, Sweden on 17-18 November 2009 ('Linking Regional Growth and Labour Market Policies via

Partnerships'), and in Lisbon, Portugal on 18-19 June 2009 ('Portuguese partnerships implemented within the scope of the ESF').

To complete the picture and to make results transferable, available evaluation reports from other partnership models are surveyed. These include, for instance, GEDDES 2006, GEDDES et al. 2006, LOWNDES 2001, REGALIA 2002, RUSSELL 2008 and ODS CONSULTING 2006. EU programme evaluations, such as the evaluation of the EQUAL Programme, a Community initiative within the ESF, are also incorporated whenever reasonable.

4.2 Research approach and methods

To examine the potential relation between the theories of justice and the regional level partnership practice various research methods were considered. For analysing this complex, theoretically based and practically applied topic, finally, a specific method is applied. Analytical research methods comprise comparative literature research, document analysis, qualitative and descriptive data analysis, and case studies. In surveying this rather new research topic, the following approach is taken:

In linking regional level partnership practice with the theories of justice, most important theoretical elements are identified first. Those encompass fundamental ideas, principles, and rules. Most important theoretical elements of Rawls's 'A Theory of Justice' (2006) cover the 'fair system of cooperation', the 'well-ordered society', the 'basic structure', and the 'original position'. Further ideas identified include 'free and equal persons', 'public justification', 'relative equilibrium', 'overlapping consensus', 'public reason', 'basic liberty', the 'difference principle', the 'principle of restricted utility', the 'maximin rule', 'publicity', 'reciprocity', 'stability', 'distributive justice', 'equality', the 'veil of ignorance', 'property-owning democracy', 'ideas of the good', 'equal political liberties', 'primary (social) goods', and 'reasonable moral psychology' (including trust and confidence). Central analysed elements of Sen's 'The Idea of Justice' (2009) comprise the 'capability approach', 'impartiality' (closed/open and universal), 'public reason', 'objectivity', 'plurality of (impartial) reasons', 'comparative assessments', critique on 'transcendental institutialism' of Rawls, 'social choice theory', 'freedom', 'human rights', 'equality', 'responsibilities', 'sovereign states and justice', 'communication' (cross-cultural) and 'sustainable development'.

Please find an overview of the fundamental ideas, principles, and rules identified in both concepts of justice with references to paragraphs and pages in the respective editions of the theories (RAWLS 2006, SEN 2009) in table 1 below.

Table 1: *Identification of most important theoretical ideas, principles, and rules*

Theories	Fundamental ideas, principles and rules	References
RAWLS	Fair System of Cooperation	§ 2
	Well-ordered Society	§ 3
	Basic Structure	§ 4
	Original Position	§ 6, § 23
	Free and Equal Persons	§ 7
	Public Justification	§ 9
	Relative Equilibrium	§ 10
	Overlapping Consensus	§ 11
	Public Reason	§ 26
	Principle of Justice 1: Basic Liberty	§ 13, § 30, § 32
	Principle of Justice 2: Difference Principle	§ 13, § 18
	Principle of Restricted Utility (comp. § 27)	§ 38
	Maximin Rule	§ 28
	Publicity	§ 35
	Reciprocity	§ 36
	Stability	§ 37, § 54-60
	Distributive Justice	§ 14, § 22
	Equality	§ 39
	Veil of Ignorance	§ 25
	Property-owning Democracy	§ 41
	Ideas of the Good	§ 43
	Equal Political Liberties	§ 45
	Primary Goods	§ 51
	Reasonable Moral Psychology (Incl. Trust and Confidence)	§ 59
SEN	Capability Approach	p 225ff
	Impartiality (closed/open and universal)	p 114-155
	Public reason (reference to 'Public reasoning')	part 4, p 321ff.
	Objectivity	p 155-174
	Plurality of (impartial) Reasons	p 194ff; p 202-204
	Comparative Assessments (on social realisations)	p 96-105
	Critique on transcendental institutialism of Rawls	p 4-10, etc.
	Social Choice Theory	p 91ff
	Freedom, Human Rights	p 225, p 355
	Equality	p 291-317
	Responsibilities	p 22ff
	Sovereign States and Justice	p 128ff
	Communication (cross-cultural)	p 87ff
	Sustainable Development	p 248-52

Regarding the analysis of the practice, partnership characteristics, mechanisms, and quality criteria are surveyed and relevant elements identified. The method used includes assessing data and statements provided by partnerships, analysing information collected by the Kooo, incorporating available data and expertise from the OECD LEED Forum and the COP on Partnership and including available evaluation reports and impact assessments.

In the next step, the regional level partnership practices are appraised against the fundamental ideas, principles, and rules identified in both theories of justice. Definitions and meanings of the terms are examined. Furthermore, the aims of the specific ideas, principles, and rules are reviewed. This is followed by scrutinising discrepancies between the two theories and by examining communalities and differences of the theories of justice and the regional level partnership practice.

Subsequently, *key justice elements* are identified and evaluated according to the relevance attributed to them by political philosophers and other scholars and/or by the practice. This means that elements (and underlying aspects) that are not given high relevance, for instance, by the partnership practice, such as liberty, freedom, and democracy, are not taken into account within the following research steps. Thus, the work focuses on the ideas presented in the theories that are most relevant to present partnership practice when aimed at reducing injustice in the EU context. Although the theories of justice do not attest high importance to innovation, partnership experiences are still incorporated in the appraisal (see section 5.2.3).

The aspects of the three common key justice elements that are analysed comprise, in particular:

- Plurality in viewing equality (SEN 2009);
- Recognising injustice (SEN 2009);
- Reasoning (RAWLS 2006; SEN 2009);
- Sustainability aspects (SEN 2009);
- Agreed contracts (SEN 2009; RAWLS 2006, § 2);
- Fair conditions of cooperation (RAWLS 2006, § 2);
- Social norms (RAWLS 2006; SEN 2009; OSTROM 2000);
- Trust (RAWLS 2006);

- Local/regional levels (Rawls 2006; ELSTER 1991);
- Local know-how (SEN 2009);
- Parochialism (SEN 2009); and
- Spatial justice (NUSSBAUM 2010; SEN 2009).

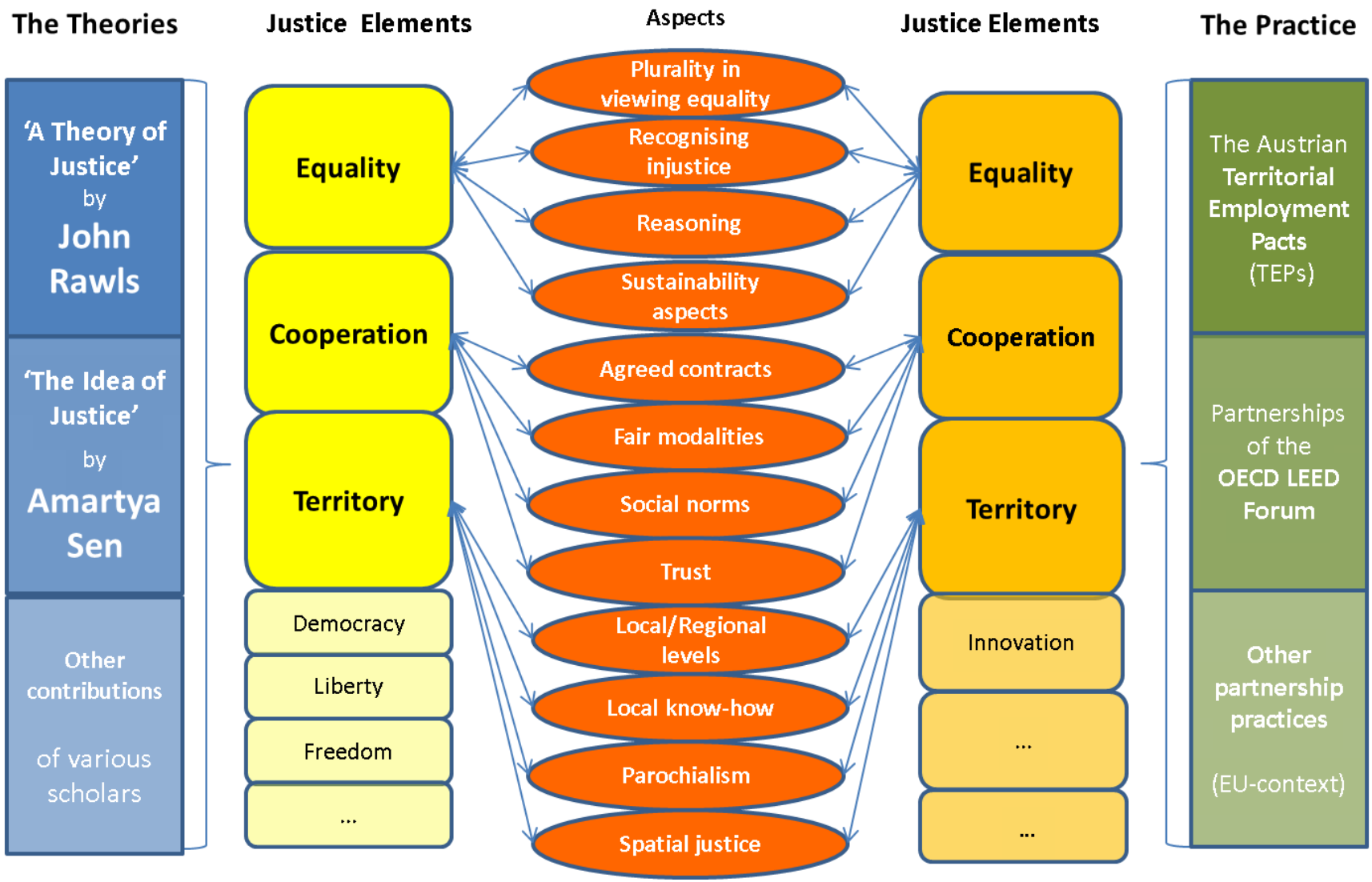
In the following, the different understandings of these aspects are surveyed. Please see figure 2 that illustrates the research approach.

While '*objects'*, i.e. key elements and aspects of justice, are in the focus of the first research step, the second research step emphasises on '*processes'*. This exercise is accomplished since additional insights are expected by adopting the process perspective next to an object investigation. To provide an example: the process of implementing a fair system of cooperation may distinguish from cooperation as an object, i.e. an element of justice. Concluding both research steps enables deeper insight into the research area.

Answers to three underlying research questions are provided that all respond to the particular research question of this research step, namely '*how are the ideas implemented in practice?'.* As informed, the underlying questions are:

- *Which mechanisms are applied by the regional level partnership practice?*
- *Do these mechanisms have counterparts in the theories of justice?*
- *Do the territorial employment pacts actually contribute to enhancing justice with the help of these mechanisms?*

Figure 2: *Approach taken in contrasting the two theories of justice with partnership practice*



Within this research step, central applicable theoretical ideas and potential counterparts are identified. Similar to research step one, the analysis of the partnership mechanisms also comprises evaluating data and statements, analysing information of the partnerships, the Kooo, the OECD LEED Forum and the COP on Partnership, and reviewing available evaluation reports and assessments.

Subsequent research includes confronting the mechanisms applied by the regional level partnership practice with the central applicable ideas presented in the theories of justice. This research step aims at finding out whether the theoretical ideas have counterparts in practice, and whether these help partnerships to reduce injustice. Mechanisms that are important to the practice, but which have no counterpart in the theories of justice are not taken into account in the analysis. Implementing equality strategies that focus on those most in need, for example, is a mechanism applied by the practice. Rawls's difference principle that aims at reducing social and economic inequalities to lead to the greatest benefit for the least advantaged is hypothetically applied at the institutional level, i.e. the arrangements that determine whether the difference principle is followed. When applying equality strategies that focus on those most in need, the institutional level is not of concern to the pacts. Accordingly, this mechanism is not scrutinised.

The appraisal is undertaken in a similar way as in research step one: definitions and meanings of the terms are surveyed and the aims of the ideas and the mechanisms reviewed. In a next step, discrepancies between the theories of justice and communalities and differences between the theories and the practice are scrutinised. Finally, relevant consequences for the practice are drawn.

The central applicable theoretical ideas comprise (please see also table 3 in section 5.2):

- 'Fair system of cooperation with fair modalities of cooperation' (RAWLS 2006);
- 'Capability approach' (SEN 2009);
- 'Result-oriented approaches such as comparative assessments' (SEN 2009);
- 'Impartiality, objectivity and the overcoming of parochialism' (SEN 2009); and
- 'Arrangements of spatial justice (global, domestic, local)' (SEN 2009; RAWLS 2006).

The counterparts applied in partnership practice and appraised against the theoretical elements include:

- ‘Acting in accordance with the principles of good governance’ (EUROPEAN COMMISSION 2001; EUSA REVIEW 2001, ÖIR et al. 2012a; HUBER 2003; CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2009);
- ‘Implementing capability-friendly employability approaches’ (ÖIR et.al. 2012b);
- ‘Applying result-oriented approaches” (HAUSEGGER 2008; ÖIR et al. 2012b; CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015);
- ‘Applying the mechanisms of learning and reflection’ (HUBER 2003; FAZLAGIC and SCOPPETTA 2003; CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015); and
- ‘Multi-level arrangements’ (OECD 2010; HUBER 2003; ÖIR et. al. 2012b; STOTT and SCOPPETTA 2013 a,b).

During the exercise of contrasting theories of justice with regional level partnership practice, lessons to be learned arose for the theories and the practice. To contribute to partnership’s performance on justice, especially the performance of the Austrian territorial employment pacts but also those of other partnership models implemented within the EU and the OECD countries, lessons to be learned for the partnership practice are developed in the third and final research step. The exercise comprises the deduction of key findings of the appraisal on how to apply theories of justice more practically.

The research approach adopted includes identifying applicable criteria that have proven to contribute to the reduction of injustice by the Austrian TEPs (results from research step 2). These criteria were compiled in a list. This was followed by studying activities and structures of other partnership models, in particular of the OECD LEED Forum. The exercise is accomplished to enhance the transferability of the criteria. Finally, the list was adjusted by incorporating findings on justice actions from other partnership models.

The criteria are compiled in the form of standards since this format is expected to enhance usability. Accordingly, the last research step is developing “practical justice standards for local and regional level partnerships” that serve as a tool that may assist to revers inequality by partnership practice (see figure 3).

To sum up, in order to examine the potential relation between the theories of justice and the regional level partnership practice a specific method is applied. In appraising regional level partnership practice with the theories of justice, three main research steps are taken. These comprise:

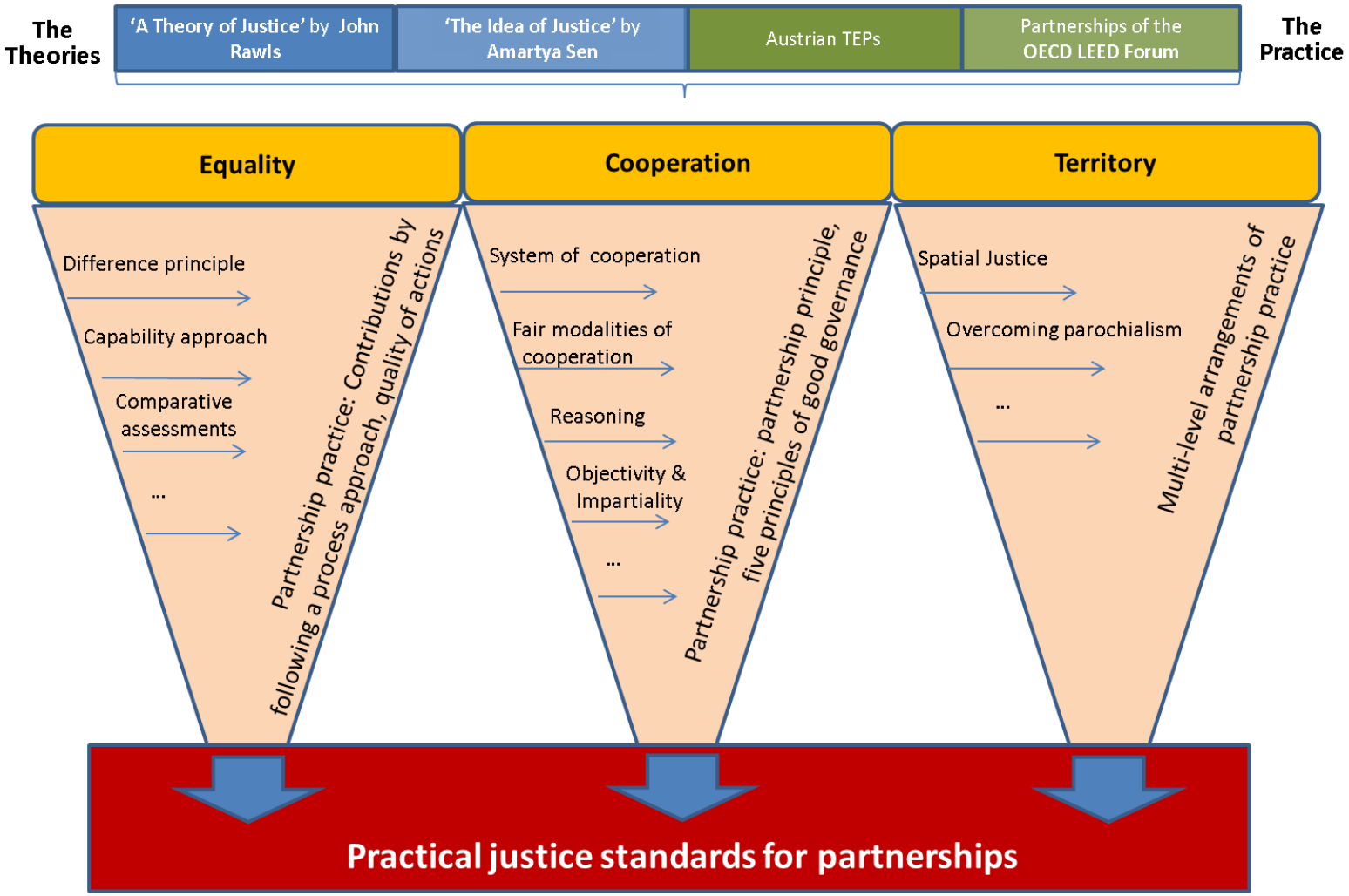
- Research step 1: the identification, selection and appraisal of central elements and aspects of justice (object-focus);
- Research step 2: the identification and appraisal of mechanisms and applicable ideas (process-focus); and
- Research step 3: the deduction of lessons learnt to enable for enhancing partnership’s contribution to reduce injustices.

This specific research method is employed to:

- reveal the general relation between the ideas of justice and the partnership practice;
- identify communalities and differences with regard to overall aims;
- scrutinize discrepancies between the two theories;
- clarify terms and meanings in the two different theories of justice and between the theories and the practice;
- detect communalities and differences of the theories and the practice;
- examine the elements and underlying aspects;
- issue clear statements about the efforts of partnerships to enhance justice by scrutinising their activities through the lens of justice ideas; and
- offer applicable tools for partnerships to improve their performance on justice.

Terms used and aims to be achieved are critically reviewed in the theories of justice and the regional level partnership practice. It is assumed that this specific method applied assists in gaining valuable insights and reliable results.

Figure 3: *Approach taken in appraising central theoretical ideas with partnership mechanisms*



The following remarks still need to be made before presenting the appraisal results of the regional level partnership practice with the theories of justice:

First, regional level partnerships act in their contextual settings and reflect the region's social circumstance and society's will. The approach they take to enhance justice is not universal but rather *contextual* (MILLER 2005). As informed, apparent injustices in EU member states mainly refer to inequalities of opportunity and the unequal distribution of income and wealth, as well as non-monetary aspects of social exclusion, between social groups, within individual member states (national inequalities) and across the EU (transnational inequalities). When assessing regional level partnerships within the EU, conclusions about what is fair and what is not are consequently framed by present EU practice.

Second, regional level partnerships' inputs have to be recognised as supplementary efforts to far-reaching policies for reducing inequalities in income and economic wealth such as redistribution policies. Partnerships are regarded as new forms of governance (OECD LEED FORUM ON PARTNERSHIPS AND LOCAL DEVELOPMENT 2015) and influence regions' policies via a strong commitment on the part of the government, in particular in the Austrian case. The pacts influence policies via regional governments provided that all partners, with their varying institutional backgrounds, such as trade unions, chambers of commerce, public authorities and NGOs, agree. Partnerships' contributions at the regional governance level also differ from the inputs of regional government. While real power lies with the politicians, the partnerships mostly possess weak steering opportunities.

Third, comparisons between partnerships are difficult and tend to be superficial. The thesis, accordingly, does not aim to present and compare regional data on justice or data on partnerships. Instead, the author explores one partnership model implemented within the EU, the Austrian territorial employment pacts, as a concrete example from the regional governance level. Although the TEPs possess a common frame, they still vary in terms of power and engagement in specific policy areas. To provide an example: given metropolitan specificities, the Vienna TEP differs regarding its partners, budgets, measures, processes and policy influencing powers from pacts set up in rural mountainous areas such as the Tyrol and Salzburg TEPs.

Fourth and finally, when relating ideas of justice with regional level partnership practice, we have to accept that we may lose theoretical key components due to their inapplicability. John Rawls's 'veil of ignorance', one of the central ideas of his theory, for instance, is simply impracticable. His central idea is a thought experiment and does not aim at implementation: Rawls's 'just and fair' society is built under the 'veil of ignorance' in which citizens decide for the benefit of all without knowing their final social position. The loss of components, however, seems to be the price to be paid for ensuring the theory of justice is applicable. Undoubtedly, this precondition reduces the value of the examination. In return, other ideas of justice have increased practicability: parochialism, for instance, can be avoided by enabling multi-level exchange. For this reason, the thesis extracts those theoretical ideas that are applicable in practice.

5 Results and discussion

The appraisal of the Austrian regional level partnership practice with the two theoretical concepts of justice shows communalities in key justice elements and mechanism applied (see section 5.1 and section 5.2). It furthermore opens discussions regarding improvements for the partnerships practice (see section 5.3). Finally, key lessons learnt are summarised in section 5.4.

The key justice elements studied in section 5.1 are equality, cooperation and the territory. These elements are chosen for the review due to the high relevance attributed by philosophers and/or the practice. The aspects to which particular attention is paid are plurality in viewing equality, recognising injustice, reason and reasoning, sustainability aspects, agreed contracts, fair conditions of cooperation, social norms, trust, local/regional governance levels, local know-how, parochialism and spatial justice (see also figure 2 in chapter four).

The work that follows examines the mechanisms employed by regional level partnership practice; thereby confronting five mechanisms applied in practice with potential corresponding principles offered in the ideas of justice (section 5.2).

5.1 The common ground

Please find the description of the appraisal results of the three major justice elements (equality, cooperation, and the territory) in the following.

5.1.1 Equality

Not surprisingly, equality is of concern in theory and in practice. According to the Stanford Encyclopaedia of Philosophy, equality signifies correspondence between a group of different objects, persons, processes, or circumstances that have the same qualities in at least one respect, but not all respects, i.e., regarding one specific feature, with differences in other features (STANFORD ENCYCLOPEDIA OF PHILOSOPHY 2007). The term thus denotes a relation between objects that are compared regarding a ‘quality’. Amartya Sen named his famous Tanner lecture in 1979 ‘equality of what?’ since qualitative relationships may exist in

many respects: equality of resources, welfare, opportunities, income, and capabilities, to just name some options.

Both theories of justice under scrutiny include equality as a central justice element: Rawls builds his concept on the idea of free and equal persons (RAWLS 2006, § 7) and focuses on regulating economic and social inequalities. His second justice principle, the 'difference principle', states that the rich should not be better off at any point to the disadvantage of those in need. Social and economic inequalities are to be arranged so that they are to the greatest benefit of the least advantaged members of society (RAWLS 2006). When John Rawls presented his principle, critiques followed instantly. Ronald DWORKIN (2011) cautions against the one-dimensional perspective of equality that is followed. Likewise, Michael WALZER (2006) claims that equality is complex since - as he puts it - different goods ought to be distributed for different reasons, in accordance with different procedures, by different agents, and by applying different criteria. Still, Rawls's difference principle is one of the most valued principles by philosophers following a contractarian approach.

Sen also discusses distributional issues (equality of income, wealth, utilities) and includes equalities in political, economic, and social philosophy such as rights and liberties. Sen's approach to equality, however, differs from that of Rawls. Instead of the government that should pay attention to the 'social primary goods' (these include basic rights and liberties; freedom of movement, and free choice among a wide range of occupations; powers of offices and positions of responsibility; income and wealth; and the social bases of self-respect; RAWLS 2006, § 17), Sen introduces a perspective that goes beyond 'welfarism'. He suggests not only questioning the distribution of primary goods but also how effectively individuals are able to use the goods to pursue their ends. Sen presents the capability approach, which focusses on 'real opportunities'. It distinguishes from equal opportunities by incorporating also interpersonal variations in mental, physical, and psychological abilities beyond agents' control (BECKLEY 2002). Thus, individual advantage is measured by a person's capability to do things he or she has reason to value.

Determined by their scope of work, the notion of equality by partnership mainly refers to equal opportunities as well as equality of income and wealth, in particular. Partnerships, especially those in the fields of employment and social inclusion, such as the TEPs but also the Local Development Companies in Ireland and the Swedish Structural Fund Partnerships,

implement activities to enhance equal opportunities, fight discrimination, and increase the employment and social inclusion of the least advantaged groups in society. Partnerships especially minimise inequalities between the employed and the non-employed, as well as the highly skilled and the low skilled. According to OECD, these activities are required: "*Growing employment may contribute to sustainable cuts in income inequality, provided the employment gains occur in jobs that offer career prospects. Policies for more and better jobs are more important than ever*" (OECD 2011, 41).

Facilitating and encouraging access to employment for under-represented groups such as youth, older workers, women and migrants thus is a key challenge for policy (OECD 2011). Partnerships reduce inequalities by setting actions that support social inclusion and help those in need to re-enter the labour market. The Austrian pacts aim at improving the employment situation on regional and local levels in cooperating as partners. A specific aim of TEPs is to enhance the quality of support given to certain target groups. In 2007-2013, the TEPs developed and co-funded projects at local and regional levels to reach out those on the margins of the labour market and bringing them into the mainstream. The TEPs set measures in the framework of priority 3b of the OP Austria / ESF 2007-2013 that called for innovative projects for the integration of persons distant from the labour market. Evaluation results from the 101 projects implemented in the first two rounds confirm that the interventions gave an impetus to a broad-based opinion-forming process, which can lead to a holistic perspective regarding the changes of work processes counteracting the stigmatisation of persons distant from the labour market (ÖIR et al. 2012b). The ESF co-funded 47 million Euro in the period 2007-2013. This was more than doubled by regional means of the pacts (55 million Euro) to 102 million Euro that were spent for innovative measures concerning the activation and integration of marginalised groups of the society, in total. Compared to the overall TEP budgets (i.e. 800 million Euro per anno), the money spent for the least advantaged of the society, however, is small.

By implementing priority 3b, the partnerships pursue equality strategies that focus on those most in need. The target group of TEPs' measures includes, for instance, young people aged 15-18, who are not officially registered and are living on the streets, and who do not even approach the authorities due to fear and a lack of knowledge. Next to NEETs - Not in Education, Employment or Training -, other target groups comprise women, older persons, migrants, asylum seekers, person with multiple disadvantages, long-term unemployed and

persons with disabilities. The varying competences and resources of the TEP partners are combined to provide step-by-step assistance during the whole integration chain. Policy instruments that systematically link different policy fields with each other are applied for the benefit of the individuals. TEP actors demonstrate their engagement in implementing innovative cross-policy answers to multi-dimensional problems by applying equality strategies that focus on those most in need.

Statements about the contribution of partnerships to reduce inequalities from evaluations of other partnership models vary: while GEDDES (2000) informs on marginal positive impacts of local partnerships, Jonathan S. Davies hypothesis that "*in radically unequal societies (…) structures designed to be inclusive and empowering will tend to reproduce the inequalities they seek to overcome*" (DAVIES 2007, 32). Additionally, ARNULL (2013) warns that unintended effects and policy outcomes could emerge. One of the success factors, as identified by the TEP evaluation, is the creation of a scope for addressing target groups, which are not easy to reach (ÖIR et al. 2012). Priority 3b of the OP Austria / ESF has massively increased "*the awareness on the target group of those most in need but also the knowledge on their characteristics and specific demands*", informs the evaluation (ÖIR et al. 2012b, 91; own translation). Despite altering answers on the contribution of partnerships to enhance equality, evaluations of EU programmes confirm the success of working in partnership, as highlighted in the evaluation of the EQUAL programme:

> "*Overall, the implementation of the partnership principle (…) has made a significant contribution to the added value of the Initiative: It has contributed to progress towards the reduction of inequalities and discrimination*" (EUROPEAN COMMISSION 2009, Executive Summary, xix).

To sum up so far, the theories of justice and the regional level partnership practice under scrutiny share a similar understanding of equality. In addition, the Austrian TEPs have risen the awareness on the target group of those most in need. Their input thus should be recognised as a supplementary effort to far-reaching policies for reducing inequalities in income and economic wealth such as monetary redistribution mechanisms. Let us now examine the underlying aspects of equality in the theories of justice and the regional level partnership practice. In this thesis, these concern plurality in viewing equality, recognising

injustice, reason and reasoning, and sustainability. Please find the analysis results of these aspects below.

Rawls builds his ‘well-ordered society’ on an ‘overlapping consensus’, which can be agreed by the society, even though plural reasons may exist (RAWLS 2006). Plural and competing reasons are based on the diversity of standpoints and beliefs of the pacts’ partners and, hence, are relevant in practice. Philosophers also plea for *plurality in viewing equality*: Sen claims a plurality in viewing equality as part of a theory of justice by pointing to multiple dimensions in which equality matters (SEN 2009). As informed, partnerships also understand equality comprehensively. The diversity of a group, with varying individual backgrounds and, accordingly, with multiple approaches to justice, becomes evident when joint solutions need to be found on the ground.

Practical experiences are best exemplified: in 2010, the Upper Austrian employment pact established a one-stop shop to assist asylum seekers via the pilot project ‘IAW - Integration durch Arbeit, Bildung und Wohnen’ (Integration through work, education and housing). The systemic innovation was established as a result of the unequal job and housing opportunities of persons with refugee status compared to Austrians. All partners of various political beliefs had to

1) jointly diagnose the injustice, i.e. the unequal opportunities for persons with refugee status;
2) recognise and give priority to the diagnosed injustice (resources for pilot projects are limited);
3) find a consolidated answer: the IAW pilot was built by incorporating complementary components; and
4) act in accordance with the power of the partners.

Phases 1-3 took place before applying for project funding and had to be borne by the partnership and its available resources. In general, policy makers as well as programme designers draw little attention to the starting phase of actions, which includes the process of reasoning. It seems that the clarification processes to be undertaken before actions can get started are simply taken as a given. Although the partnerships frequently find ways to overcome conflicting positions as shown in the example above, partnerships often have to

act rather quickly: the time spent on these processes is limited because results have to be shown immediately. Clarification processes of this kind, in addition, are predominantly not funded by donors. Given the importance of reasoning attributed by the theories of justice, partnerships should allow for profound processes of reasoning and enforce 'impartiality' (SEN 2009) before actions get started. Justice-relevant clarification processes undertaken by the practice thus must be recognised as a fundamental step.

Recognising injustice is identified as an important motive for actions demanding justice in both the theories of justice and the regional level partnership practice. Sen directly refers to the diagnosis of injustice within his concept (SEN 2009). Practice confirms that sentiment and recognition of injustice are the starting points (see also phase 1 and 2 of the example above). The 'quality criteria of TEP measures' that were jointly developed by the partnerships, notify that problem analysis comes first. This analysis includes the review of the local and regional problem context, the assessment of the requirement to change, the analysis of individual and social problems and the utilisation of existing knowledge and structures. The criteria furthermore motivate the partnerships to learn where the problem is (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2000). In this respect, NGOs, acting as partners in the pacts, play an important role, since persons concerned sometimes do not sense injustice due to coercive environments. Next to strategic, political and administrative considerations, consternation and the proximity to injustice seem to be the key for actions taken by the partnerships.

Additionally, *reason and reasoning* is considered in practice and in theory: plural and competing reasons can appear, as demonstrated in Sen's exceptional 'flute example', in which three children have a dispute about a flute (SEN 2009). Three positions – the utilitarian, the egalitarian, and the libertarian – are in conflict with each other: utilitarians prefer to give the flute to the child, who can best play it. Economic egalitarians decide to give it to the child, who has no toys of his own and libertarians choose to give the flute to the child, who made it. Partnerships might bring in a compromise such as allowing for time slots so that each child can be satisfied. Such compromises, indisputably, are a mixed blessing. To avoid territorial deadlocks, ways to overcome conflicting positions, however, must be found by the practice. Dilemmas thus are regularly reduced with the help of compromises.

Finally, the theories and the practice under scrutiny acknowledge *sustainability aspects*. Sustainability in partnership practice refers to outcomes, impacts, and further development of successful actions. It also includes sustainable change in persons' biographies via, for instance, vocational training. Several partnerships consider sustainability from the outset, specifically during designing measures. Since local and regional actors take responsibility for actions and are accountable for the measures, they frequently take care of long-lasting effects. OIR et al. (2012b) confirms in the evaluation of the priority 3b that the partnerships were key to the success of the measures: *"The TEPs ensure not only good implementations of the ESF priority but also guarantee the support of the target group in the long-term through the engagement of all relevant stakeholders"* OIR et al. (2012b, 91; own translation). The consolidated holistic approach to reduce injustices by the partnerships incorporates sustainability aspects. Sustainability thus is an important element in partnership practice. Now, what do both philosophers state about sustainability? The two theories of justice refer to sustainability in altered ways: while Sen discusses sustainable development (SEN 2009), Rawls refers to long-term preservation of the basic structure through the principle of just savings (RAWLS 2006). Sustainability is also discussed in the context of cross-generational relations and intergenerational justice (see also HEYD 2008). Next to Rawls and Sen, other scholars, such as Brian BARRY (1997), provide valuable insights on obligations for future generations.

Let us briefly summarise the findings so far: theory and practice perceive equality as a justice element and recognise injustice as the starting point for actions demanding justice. While the theories of justice understand equality comprehensively, the regional level partnerships focus on equal opportunities concerning the participation in the labour market. Nevertheless, the theories of justice and the regional level partnership practice reflect several underlying aspects of equality. The process of reasoning, to which significant consideration is given within the theories of justice seems to be taken as a given in the practice, with little attention from donors. By linking theory with practice, finally, sustainability reveals as a common aspect, even though the understanding of the term differs between the theories and the practice.

5.1.2 Cooperation

Examining the equality element was followed by studying cooperation in both the theories and the practice under scrutiny. This exercise was concluded since cooperation is an

essential component in many social and political philosophies and important in Rawls's and Sen's concept, as already outlined in section 3.1. Additionally, partnerships are contracted alliances. Although the theories of justice and the regional level partnership practice ascribe importance to cooperation, divergences exist regarding the notion of the term.

Building on Thomas Hobbes's and John Locke's social contract, Rawls draws a theory of justice that is realised within a cooperative system between citizens. His model is based on a 'society as a fair system of cooperation' (RAWLS 2006, § 2). The basic structure of the society is subject to political and social justice. Partnership practice confirms the requirement for cooperation, even if the cooperating parties and the rationale differ from that presented by Rawls. To solve problems faced at the local and regional levels like the concentration of unemployment in certain target groups, a comprehensive approach is followed in which one basic idea is in the spotlight: a single institution on its own cannot solve the problems. Vulnerable groups frequently face multiple obstacles: poor education has effects on integration; outstanding debts repeatedly have consequences for health conditions; and ill health causes problems in the labour market. As competences are separated between institutions in various policy fields, the private, the public and the civil society are required to cooperate. Consequently, the TEPs understand 'cooperation' not as necessary feature of society but as requirement to solve problems faced at the local and regional levels. Although the contracting parties and the rationales differ between the theories and the practice, further research comprised the examination of the underlying aspects of cooperation (agreed contracts, fair conditions of cooperation, social norms, and trust), given the importance attributed by philosophers and by the practice. Please find the analysis results of the underlying aspects of cooperation in the subsequent paragraphs.

Both theories of justice inform on *agreed contracts*. Either the concepts refer to agreed contracts in the form of creating a fair system of cooperation (Rawls) or as an option that may work voluntarily towards the attainment of mutual benefits through cooperation (Sen). A social contract developed for a 'just and fair society' is the fundament of John Rawls's theory. Moreover, Sen refers to agreed contracts (SEN 2009). Also in the framework of TEPs (along with the many partnerships in place within the EU), partners jointly adopt programmes by contracting with each other. The Austrian TEPs renew their contracts and agree upon partners, objectives, funding and rules of procedure periodically. Jointly agreed solutions, however, can be fragile because they "*depend on adherence by all the main actors involved*

and are therefore subject to the disruptive effects of exit or opportunist behaviours, or of collusive coalition" (REGALIA 2002, 20). The Austrian TEPs are now running nearly over two decades and apply the principles of good governance (see section 5.2.1). What Austrian practice, however, confirms is that the partnerships are fragile because they depend on funds, in particular the European Social Fund. Recent developments point towards a much-reduced role for the TEPs in the Austrian active labour market policy in 2014-2020. This is due to the elimination of ESF subsidies for the TEP structures that were offered within the framework of the OP Austria / ESF 2007-2013 by means of a specific focus (priority 5 of the OP). Independently from the near future, agreed contracts are a shared underlying aspect of cooperation of the theories of justice and the regional level partnership practice.

The second examined aspect is *fair conditions of cooperation*. Rawls's second characteristic of the basic idea involves 'fair cooperation conditions' among free and equal persons, which also target mutual benefits. In John Rawls's understanding, cooperation - as necessary feature of society - is supposed to be fair in a just society (that is, cooperating members recognise public rules; their relations are characterised by reciprocity and mutual advantage, and all can reasonably agree to the terms of such cooperation). Rawls says,

> "*the question of fairness arises when free persons, who have no authority over one another, are engaging in a joint activity and amongst themselves settling or acknowledging the rules which define it and which determine the respective shares in its benefits and burdens. A practice will strike the parties as fair if none feels that, by participating in it, he, or any of the others, is taken advantage of, or forced to give in to claims which he does not regard as legitimate"* (RAWLS 1957, 657).

The Austrian TEPs practice cooperation based upon trust, responsibility, accountability, ownership, open communication, and transparency. Partners cooperate when 'fair games' are played. Team-building measures create a basis of trust, especially when new partners join the partnership. Mutually beneficial cooperation is a justice-promoting principle acknowledged by the TEPs. According to the pact evaluation, stakeholders are highly satisfied with the quality of the partnerships: "*This high acceptance is a precondition for the success of the cooperation*" (ÖIR et al. 2012a, 121; own translation). It thus seems that the pacts apply fair modalities of cooperation. The group seeks consensus and all partners have equal rights, at least in principle. Experience, however, show that some partners dominate

the partnership (in particular those financing the pact programmes; OIR et al. 2012a; HUBER 2003). Accordingly, a fair condition of cooperation *among free and equal* institutions exists only on paper. Reality looks rather different. Nevertheless, partners accept the stronger influence of some partners.

Social cooperation, Rawls says, is more than 'just socially coordinated actions' and includes norms and processes of governance that are accepted by all (RAWLS 2006). In line with Rawls, Sen refers to *social norms* that may work voluntarily towards the attainment of mutual benefits through cooperation (SEN 2009). Partnerships also recognise the relevance of jointly agreed norms, as underlined by Elinor Ostrom: "*norms seem to have a certain staying power in encouraging a growth of the desire for cooperative behaviour over time*" (OSTROM 2000, 147). For the time being, it is confirmed that all partners engaged in the TEPs accept the social norms and processes of governance that are in place.

Besides agreed contracts, fair conditions of cooperation and social norms, *trust* is a key: trust is a fundamental principle of continued cooperation and enables the building of unity between partners, which often favour different approaches to justice. Rawls refers to trust as an aspect of the psychology of the reasonable person and credits the difference principle with supporting mutual trust and virtues of cooperation (RAWLS 2006). GEDDES (2006) also identifies trust as a positive outcome of partnerships. Trust-building measures practiced by the Austrian partnerships include the establishment of pact coordination at a neutral, partner-independent organisation. The examples of pacts realised have shown that a predetermined organisational structure is essential for activities to be effective, informs the CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS (2015). Where full-time pact coordinators deal with the entire project, positive results are achieved much more easily. A feeling of cohesiveness that assists in raising team spirits can be build more effectively.

To conclude for the cooperative component, the investigation brought to light that the theories of justice and the regional level partnership practice ascribe importance to cooperation as an important element of justice. While Rawls suggests building a contract between citizens, the TEP contracts are established among institutions. Other divergences concern the conditions of cooperation: although all TEP partners have equal rights in principle, some partners, accepted by everyone, dominate the partnership. According to

Rawls's conditions, the 'pact reality' thus is not fair. Yet, the theories of justice and the regional level partnership practice share other underlying aspects of cooperation: agreed contracts, social norms, and established trust between the partners are fundamental.

5.1.3 Territory

Concerning the third justice element, the territory (i.e. any geographical area; be it the national or the sub-national governance levels) and its underlying aspects (local and regional levels, local know-how, parochialism and spatial justice), the appraisal revealed interesting insights: without any doubt, spatial components are relevant when sharpening contributions to justice. They are of value not only regarding the allocation of goods: access to resources and knowledge as well as human capabilities is also crucial for justice, as underlined especially by Martha C. NUSSBAUM (2010) and Amartya SEN (2009).

In the theory-based literature of political philosophy, such as the concept of Rawls and the many other social contract models of Hobbes, Locke and Rousseau, nevertheless, there is a focus on justice at the level of the national sovereigns. In addition, many vivid ideas are available about cosmopolitan justice: Thomas NAGEL (2005), Jon MANDLE (2006) and Thomas POGGE (2010, 2008), for instance, provide valuable insights into 'global justice'. Few references, however, are found regarding the contribution to justice deriving from the local levels, and none can be seen for justice inputs at regional governance levels. It seems that *geographically lower hierarchal levels* are of little relevance. As will be shown in the following, they are of significant value.

In 2005, the Austrian TEPs joined forces to fight against older persons' low labour force participation by developing a united strategy on active ageing published as a green paper. The strategy was created by linking labour market policy with the three policies most central to the topic, namely economic, social, and educational policies. The method facilitated broad consultation and involvement from stakeholders. At the regional and local levels, consultations with about 165 institutional stakeholders were held. A wide range of policy interventions aiming at sustainable economic growth and social cohesion was recommended, comprising pilots in various policy fields. The recommendations comprised, for instance, the development of alternative forms of work during transition, the introduction of smooth transitions into retirement, the promotion of intergenerational staffing policies at the regional level via road shows, competitions, internet fairs for best-practices exchange

and certifications for ‘age-appropriate SMEs’ and improved coordination of local and regional training offers. The paper facilitated the setting-up of bundles of measures at regional and local level, all to be adapted to respective territorial conditions. In total, 130 activities were recommended by the TEPs’ Active Ageing Strategy. As an intermediary result, the pacts integrated recommendations into their annual working programmes during consultation. In addition, the TEPs influenced policies governed at the national level: from the beginning, the partnerships implemented measures accompanying the minimum wage, which was finally introduced in autumn 2010. In this particular case, the pacts played a role in initiating reforms and influenced policy, thereby contributing to justice by enhancing distributive equality (SCOPPETTA et al. 2007; SCOPPETTA 2008).

Partnerships established at the regional governance levels can have an enormous say, as the above case has shown. The regional level at which the partnerships operate, however, is constantly omitted in theories of justice. Yet, Rawls and Sen mark out spatial components concerning local justice: while Sen underlines the relevance of ‘local knowledge’ (SEN 2009), Rawls distinguishes three levels of justice: the local, the domestic and the global. The area of application of rules and laws seems to be the criterion used for the division between the levels: institutions and associations apply local justice, whereas the international community influences global justice with adopted principles directed towards international law (RAWLS 2006). The ‘just and fair society’ is hypothetically created for and with a community, primarily at state level. The basic structure applies the principles of domestic justice, thereby crediting a minimal scope of action to local communities.

Jon Elster provides deeper insights into local justice, defined as a “*problem of allocating a given amount of a good among a given number of recipients*” (ELSTER 1991, 275). He identifies scare goods allocated by decentralised institutions at the local level such as care places for groups of society like children and public housing for tenants. He also discovers principles that institutions use in allocating the goods (egalitarian principles of ‘equality’, time-related principles like waiting lists, and principles that are defined by status like age, gender, race, etc.). In reflecting the importance of local justice, Jon Elster even believes that ”*local justice decisions are no less important than market and redistributive state policies in shaping the life-chances of the individual*” (ELSTER 1995, 2). Other studies, however, show altering results: “*Relating back to the regional scale, the distribution of qualities, access to labour market, housing etc are likely to be more spatially just in a polycentric organisation*

compared to a monocentric, but doubtfully better compared to smaller settlements" (CONELLY and BRADLEY 2004, 12).

Indisputably, injustice is manifested on the ground. Poverty is experienced locally, missing care facilities are encountered in the community, and the various obstacles and discriminations involved in integrating marginalised groups into society are revealed when working in the field. Thomas Pogge also highlights the proximity to problems as a requirement to think harder about poverty and provides an example:

> "*Consider whether it is unjust to deny basic health care to citizens on account of their inability to pay. A poor person is rather more likely than a rich one to find this question important and more likely also conscientiously to believe the affirmative. Such discrepancies may be greater when groups live in mutual isolation and lack vivid awareness of one another's circumstances, experiences, and perspectives on the world*" (POGGE 2008, 4).

Many partnerships are set up at the local level: the *proximity to problems* and *local know-how* is crucial for advancing justice. Since all Austrian TEPs consider the integration of districts and municipalities into the partnerships important for a better adaptation of their measures to local needs, some TEPs on provincial level act as overall roof and strategic board for TEP structures on the local level. Existing local structures, such as regional management associations, serve as cooperation partners. Actors of both the regional and local levels coordinate their strategies and implement measures. However, not all Austrian TEPs have 'local structures': the intensity of cooperation, in particular with local authorities, NGOs, training providers and companies thus varies within the Austrian TEPs (ÖIR et al. 2012a). As outlined in section 3.3, the proximity of partnerships to the local level and thus to local problems can best be studied in Ireland. Expertise could be gained on how to improve the integration of 'local voices' in policy delivery from an intensified exchange, in particular with the Irish partnership colleagues.

Sen recognises the importance of 'local knowledge' (SEN 2009), but cautions about the danger of *parochialism* when discussing the contributions to justice of a particular locality (SEN 2009). To overcome parochialism, the Austrian TEPs apply different practices. Generally, actions at whatever governance level constantly have to be reviewed by the

outside. The need to coordinate ideas and actions horizontally, i.e. cross-thematically between different policies, and vertically, i.e. between governance levels (see, for instance, HEINTEL 2004), becomes obvious whenever governments make decisions based solely on territorial interests. Constant monitoring and benchmarking as well as comparative assessments, as suggested by Sen amongst others, can assist in overcoming parochialism. Peer reviews and the use of 'critical friends' (COSTA and KALLICK 1993), as practised by the Austrian TEPs, enable the provision of feedback based on assessment without obligation, as illustrated by STOTT and SCOPPETTA (2011). The COP on Partnership frequently have organised peer review sessions, so-called PEO explorations, to enable reflection between the partnerships (see section 4.1). The PEOs use a 'critical friend' review model in which visiting COP on Partnership members work together with their hosts as equals in a reciprocal relationship that promotes continuous learning. Critical friends use two complementary approaches:

1) they generate information through discussions that offer new perspectives or ideas; and
2) they ask challenging questions or suggest possible changes.

By acknowledging one another's unique contributions and engaging in constructive dialogue, the PEO exploration process thus promotes the production of new knowledge and insights. This method applied by the partnerships helps to overcome parochialism, as suggested by Sen.

To sum up regarding the territory: the theories of justice and the regional level partnership practice share the underlying aspects of local knowledge to resolve social challenges and the danger of parochialism. The two theories of justice recognise the territory as a justice element, but omit the regional level as a potential contributor to minimise inequalities although components of jurisprudence, such as social welfare benefits, housing subsidies and health insurance paybacks, are often applied by organisations at that specific level, especially in federal states such as Germany, Belgium, and Austria. As demonstrated by the TEP's Active Ageing Strategy, partnerships' actions can enforce or diminish justice. It seems that Rawls's justice classification of territorial levels simply lacks reality.

5.2 Mechanisms applied

Due to the highly abstract nature of the theories of justice John Rawls's and Amartya Sen's concepts are frequently critiqued to lacking implementation reality (see section 3.1). At first glance, it also seemed to the author that the theories of justice are not applicable in practice. When linking the theories of justice with partnership practice, the three shared elements of justice, namely equality, cooperation and the territory, however, arose, as shown above. Since studies on the application of central ideas of justice by regional level partnership practice are frequently missing, the work presented in the following offers appraisal results of the mechanisms applied by regional level partnership practice and their potential counterparts in the theories of justice.

Five mechanisms applied in practice were contrasted with potential corresponding principles offered in the ideas of justice: the mechanism 'acting in accordance with the principles of good governance' is appraised with Rawls's fair system of cooperation with fair modalities of cooperation. The mechanism 'implementing capability-friendly employability approaches' is contrasted with Sen's capability approach. Furthermore, 'applying result-oriented approaches' is assessed with Sen's idea of 'comparative assessments on justice'. This is followed by a review of Sen's ideas of 'impartiality, objectivity, and overcoming of parochialism' with the partnership's mechanism of 'learning and reflection'. Finally, arrangements of 'spatial justice (global, domestic, local)' are contrasted with the partnership practice of 'multi-level arrangements'.

Whether or not the ideas of justice guided to the implementation of the partnership mechanisms is not in the scope of this work. Rather than assessing these developments, the exercise aims at identifying applicable principles and ideas in the concepts of justice in order to assess whether they have counterparts in practice. Please find the mechanisms applied and their potential equivalent ideas in the theories of justice in table 3 below.

Table 3: *Mechanisms applied in practice and their potential equivalent principles and ideas in the theories of justice*

Mechanisms applied by partnerships	**Applicable principles and ideas in the theories of justice**
Acting in accordance with the principles of good governance	Fair system of cooperation with fair modalities of cooperation (Rawls)
Implementing capability-friendly employability approaches	Capability approach (Sen)
Applying result-oriented approaches	Comparative assessments (Sen)
Applying the mechanisms of learning and reflection	Impartiality, objectivity and the overcoming of parochialism (Sen)
Multi-level arrangements	Arrangements of spatial justice (global, domestic, local; Rawls)

5.2.1 Acting in accordance with the principles of good governance

The five principles of good governance as laid down in the White Paper on European Governance are openness, participation, accountability, effectiveness, and coherence (EUROPEAN COMMISSION 2001). The white paper targets at enhancing dialogue and contributing to the openness of an organised civil society. It offers formulated proposals for change in four areas: better involvement; better policies, regulation, and delivery; the EU's contribution to global governance; and refocused policies and institutions (EUSA REVIEW 2001). Participation crucially depends on central government following an inclusive approach when developing and implementing EU policies. The five principles of good governance thus is a framework provided within a context in which the partnerships are established. The theories of justice also refer especially to openness, participation, and accountability, albeit used in an altering context with potentially varying meanings. Since the theories of justice and the partnership practice under scrutiny highlight them, the principles are appraised within this research.

Openness and participation, the first two principles of good governance, are invitations to a wide range of stakeholders to participate in defining the direction of change (EUSA REVIEW

2001). Civil society participation, the integration of ideas into political debates, and responsibility are central parameters in both theories of justice: Sen discusses openness, for example, in relation to conditions of the reasoning process and Rawls refers to it in the 'original position' (RAWLS 2006, § 23), which embodies ideas of fairness, equality, and openness. In addition, both philosophers insist on participation: Sen stresses participation especially in the context of democracy. For Rawls, citizens are equal by virtue of having the capacity to participate in social cooperation over their whole life. Thus, participation is crucial in his theory. Participation in Rawls's sense, however, differs from that of the TEPs: Rawls refers to citizen's participation in social cooperation, while participation in partnerships relate to institutions that engage in a regional labour market stakeholder-driven cooperation.

Partnerships' rationales that encompass collaborating for the reason of providing multi-actor integrated solutions have clear implications for good governance, informs BRINKERHOFF (2007). This is the case by the TEPs: partners jointly define ways of cooperation and implement integrated approaches to multi-dimensional problems. The TEPs employ the principles of openness and participation, as has been observed by the Kooo in 2008/2009 (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS, unpublished data based on partners' statements). The social network analysis of the TEP evaluation demonstrates that TEPs involve several stakeholders: the Burgenland TEP, for instance, engages 14 pact partners and involves 40 stakeholders in its various committees. Within the Styrian TEP, 35 actors of 19 different organisations cooperate (ÖIR et al. 2012a). Participation in the partnership is voluntary. Stakeholder participation, however, varies between the partnerships: some TEPs involve many actors in the bodies established at the local and regional levels such as steering groups, thematic working groups, and committees. Other partnerships have established much leaner structures. As discussed in section 3.3, individuals and NGOs are partners of the pacts, but do not have decision-rights on TEP-programme level due to target conflicts (HUBER 2003). In all other boards, such as working groups and platforms, NGOs are important actors to drive the partnership forward. Openness and participation thus seems to be practiced by the TEPs.

When signing the TEP contract, local and regional TEP actors are made accountable and thus take responsibility for their measures. Sen also pays particular attention to accountability and responsibility: "*Freedom to choose gives us the opportunity to decide what we should do, but with that opportunity comes the responsibility for what we do*" (SEN 2009,

19). In contrast to Sen, the White paper on European Governance refers to the need for greater clarity and responsibility from member states and all those involved in developing and implementing EU policy at any level. In the white paper, however, "*the principle of accountability is equated with clearer definition of individual institutional responsibilities and does not really address the difficult problems of designing frameworks of accountability where there are shared responsibilities in multilevel systems of governance*", informs the EUSA REVIEW (2001). Independently from this critique, shared responsibility and accountability is a key for policy and a suggestion for the UN post-2015 agenda:

> "*Strengthening the capacity of local and municipal governments to provide essential services and commodities and apply local solutions has the merit of not only bringing international goals to local people, but also fostering their participation and shared responsibility and ability to exercise accountability in goalsetting and achievement.*" (UN SYSTEM TASK TEAM ON THE POST-2015 DEVELOPMENT AGENDA 2012, 14).

In order to conclude the picture, a few remarks on the remaining two principles follow. Effectiveness in the context of the implementation of EU policies means that they must be effective and timely, delivering what is needed on the basis of clear objectives, an evaluation of future impact and, where available, past experience. Effectiveness also requires that EU policies be implemented in a proportionate manner and that decisions are taken at the most appropriate level. Coherence, the fifth principle, implies that policies and actions must be coherent and easily understood. Coherence requires political leadership and a strong responsibility on the part of the institutions, to ensure a consistent approach within a complex system (EUROPEAN COMMISSION 2001). Since effectiveness and coherence, however, are not of concern to the theories of justice, no particular attention is paid to them within this research step. Coherences, however, is important to the pacts and thus discussed in section 5.2.5.

In short, the ideas of justice and the principles of good governance display certain similarities: openness, participation, and accountability are an issue in the two theories of justice and the regional level partnership practice under scrutiny, albeit varying meanings. Acting in accordance with the principles of good governance as practiced by the TEPs relates to Rawls's fair system of cooperation with fair modalities of cooperation because

good governance is not about 'just' (or correct) decisions but about the best possible process for making those decisions. Seeking for ways to improve decisions and activities, as accomplished by the EC with the framework of 'good governance' may lead towards a more fair system of cooperation. A more reliable evaluation, nevertheless, is necessary to account for an explicit assessment of partnerships' contribution to good governance when acting in accordance with the principles of good governance. An evaluation framework in this respect is, for instance, provided by BRINKERHOFF (2002).

Since the theories of justice share the elements of openness, participation, and accountability, - despite varying circumstances - enhanced participation of stakeholders, ensured openness to varying perspectives, and shared responsibility between actors should be regarded as efforts towards a fair system of cooperation. It thus is concluded that the pacts implement certain cooperation that shares similarities with Rawls's idea of creating a fair system of cooperation with fair modalities of cooperation.

5.2.2 Capability-friendly employability approach

Other than Rawls's difference principle, the 'capability approach' presented in Sen's work considers social realisations. It is a "*general approach, focusing on information on individual advantages, judged in terms of opportunities rather than a specific 'design' for how a society should be organised*" (SEN 2009, 232). The capability approach is a framework of thought (ROBEYNS 2000) that considers the capability of each person. NUSSBAUM (2010) lists ten capabilities, i.e. real opportunities based on personal and social circumstance. These include capabilities such as life, bodily health, bodily integrity, senses, imagination and thought, emotion, and control over one's environment.

As briefly informed, the capability approach distinguishes from equal opportunities by incorporating also interpersonal variations in mental, physical, and psychological abilities beyond agents' control (BECKLEY 2002). In other words, interpersonal evaluations should be conceptualised in terms of people's capabilities to function, that is, their effective opportunities to undertake actions and activities that they have reason to value, and be the person that they have reason to want to be (STANFORD ENCYCLOPEDIA OF PHILOSOPHY 2011). Sen's capability approach has led to a new policy paradigm that is mainly used in development studies, the so-called 'human development approach'. Though praised by many scholars, Sen's capability approach also has been critiqued as an

‘unworkable idea’ even though it mainly depends on one’s reading (ROBEYNS 2000, POGGE 2002). Still, ALKIRE (2005) confirms the human development and capability approach to have a value independent from and additional to their practical outworkings, and yet operational specifications are both possible and vital to the further development of the approach.

BONVIN and FARVAQUE (2003) examined the causal link between employability and capability on the one hand and access to employment and social integration on the other. They suggest that three conditions have to be fulfilled for an employability approach to be capability-friendly. These are:

1) guaranteeing that all partners’ points of view are duly taken into account;
2) having a long-term perspective for the development of capabilities; and
3) ensuring an adequate articulation between individual and collective responsibility.

Let us briefly analyse the pacts accordingly: first, enhancing the capabilities of individuals is of concern to the pacts. In designing and implementing measures, actions are taken that are based on the capabilities and needs of the individuals. One of the first steps in a successful integration chain is that confidence in one's own abilities is generated, informs a TEP project manager interviewed in the TEP evaluation (ÖIR et al. 2012b). After small senses of achievement in a positive environment, shared visions and individual life plans are developed. The TEP evaluation further confirms for another project that it tailors and reacts to the actual life situation of the individuals participating in it. Nevertheless, the ten capabilities - as listed by NUSSBAUM (2010) - may not serve as evaluation framework by the partnerships during problem analysis in all projects constantly.

Second, partnerships apply integrated approaches to multi-dimensional problems. The approach is integrative since all aspects that are relevant to tackle the problems are combined. This means that many projects are ‘low-threshold’ offers that empower individuals by helping them to overcome multiple disadvantages step-by-step: acclimatising them to a regular daily routine, restoring self-confidence, building a relationship with the ‘coach’, improving health conditions, reducing debt, provision of orientation, education and training, access to the labour market, and so forth. Thus, a long-term perspective is followed.

Third and finally, responsibility is shared between the partners of the partnership and the individual, as already described in the section above. The TEP actions thus are capability-friendly under to the conditions defined above.

To conclude, the mechanism 'implementing capability-friendly employability approaches' can be regarded as effort to address Sen's approach: the pacts design activities enhancing the capabilities of individuals and set actions that consider the capabilities and needs of individuals and that support individuals in overcoming multiple disadvantages. Implementing capability-friendly employability approaches for the least advantaged of our society, as practiced within priority 3b of the OP Austria / ESF 2007-2013, however, requires resources, knowledge and, amongst others and of upmost importance, the political will to demonstrate social responsibility by supporting specific programmes for those in need. This is required more than ever since "*the target group of persons very distant from the labour market frequently cannot be reached by the regular active labour market policy instruments"* (ÖIR et al. 2012b, 93; own translation). Since partnerships were a key to the success of the measures, it thus can be concluded that specific programmes that build on knowledge and cooperative structures are essential when aiming at reaching out those on the margins of the labour market.

5.2.3 Result-oriented approaches

NUSSBAUM (2010) differentiates between result-oriented approaches, such as comparative assessments (Sen), and procedural theories of justice like those of Rawls. By building on the concept on social choice theory, Sen focuses on actual lives in the appraisal of justice, and proposes comparative assessments.

Comparative assessments on justice should be undertaken for actual configurations of human conditions, institutions and capabilities (ARJONA et al. 2012). Furthermore, comparative assessments of feasible social scenarios are suggested by Sen to identify reforms that involve justice-enhancement, or injustice-reduction, even if the results fall short of perfect justice (GILABERT 2012). None of these comparative assessments on justice is carried out by the partnerships under scrutiny. This may ground on the fact that advancing justice, rather than being a core objective of the pacts, is an underlying facet (see section 5.1.1). Comparative assessments may undoubtedly serve as a point of departure for actions to follow. When aiming at reducing injustice in relation to income, wealth, utilities, and

capabilities, however, practice suggests that action-focused processes are essential. Action-focused processes are result-oriented and, at best, they should ground on comparative assessments.

Although the TEPs do not carry out comparative assessments on justice, they apply result-oriented approaches to enhance the equality for vulnerable groups by jointly defining quality criteria and by benchmarking their practices. Practical experiences are best exemplified: based on the recommendation by the TEP evaluation (HUBER 2003) safeguarding and improving the quality of the partnerships and their services came to the fore. In 2008, the pacts jointly developed quality criteria for innovative actions. The TEPs agreed on benchmarks for innovative actions, constantly reviewed the quality of their actions, and together improved them. The criteria comprise structural standards and principles regarding the development and implementation of innovative actions: structural criteria include, for instance, whether there is shared responsibility for actions, defined resources for innovative measures, and transparency. The quality criteria for the development and implementation of innovative actions are structured according to the project cycle. They comprise, for instance, the application of integrated approaches to social problems by implementing cross-policy measures with mixed policy-instruments assisting the individual; overcoming legal, financial, economic, and institutional obstacles; diffusion, and institutionalisation of innovative actions (CO-ORDINATION UNIT OF AUSTRAIN TERRITORIAL EMPLOYMENT PACTS 2015). Building on this benchmarking expertise, the pacts developed an 'innovation map' alongside four innovation dimensions in 2010. The innovations comprise:

- *Process innovations*: this refers to new (internal and external) processes, operations and procedures applied by the pacts. Practical examples of this type include a clearing process implemented by the Salzburg TEP that was partly adopted by the Austrian needs-based minimum wage system.

- *Structural innovations*: these can be described as organisational novelties. An example of a structural innovation created by the Vienna TEP is the counselling and support structure 'ABBE', which provides needs-based low-threshold offers.

- *Systemic innovations*: these renew the service and support system of the pacts' partners. Such innovations frequently introduce changes at the interface of policies

such as that between the labour market and social policy. The Upper Austria TEP, for instance, implemented a one-stop-shop principle for people with asylum status.

- *Methodological innovations*: these include new policy tools, instruments and measures piloted by the TEPs. A practical example of this type is the consultancy service for start-up companies run by migrants implemented by the Lower Austria TEP.

The innovations are created primarily at the interface between labour market policy and social policy. They would not have come to live without the ESF. Moreover, only few performance criteria had to be met to receive funding from priority 3b / OP Austria 2007-2013. The given leeway enabled new ideas, unusual processes, and novel approaches for people far away from the labour market (ÖIR et al. 2012b). In fact, a conflict of objectives between innovations for reaching the target group of vulnerable groups and the requirements in gathering data on participants was recorded by the TEP evaluation (ÖIR et al. 2012b). Due to the involvement of relevant stakeholders in policy planning and implementation, the Kooo reports on

- enhanced communication between stakeholders: an improved interaction between regional institutions was achieved, for instance, between the Federal province, the Austrian PES, the Federal Social Welfare Office, and the social partners; and

- the expansion of the scope of action by overcoming systemic, financial, economic and institutional barriers (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015).

The result-oriented approach followed by the pacts in jointly defining benchmarks resulted in the creation of innovations for those most in need; thereby following comprehensive approaches to solve problems: often a combination of counselling, support and qualification measures as well as activities ensuring assistance in social work and integration are implemented. The innovations contribute to the improvement of the processes, procedures and systems of the partners (arrangement-focus, as discussed by Rawls), and to changes in actual behaviour (realisation-focus, as discussed by Sen).

The TEPs innovate because they aim at modernising, adapting, and/or improving existing measures or because they target at designing a completely new measure, informs HAUSEGGER (2008). Systemic change, as informed in the 'BEPA study on social innovation', is "*reached through a process of organisational development and changes in relations between institutions and stakeholders*" (HUBERT 2010, 28). Due to their long-lasting cooperation between relevant stakeholders, regional level partnership actions thus can lead to systemic change in the understanding of Hubert.

Nevertheless, there is a difference between jointly defining quality criteria and benchmarking of actions, and comparative assessments on justice focussing on actual lives according to Sen. The pacts follow a result-oriented approach, where the changes in actual lives is in the focus. This also applies to actions targeting at changes in processes, procedures, and systems of the partners since also these actions are designed for the benefit of the individual. Nevertheless, the pacts' decisions for actions are not based on comparative assessments on justice, as far as known. Although following a realisation-focussed approach a la Sen, partnerships' decisions frequently ground on strategic, political, and administrative considerations (see section 5.1.1). Pacts implement action-focused process approaches including jointly defining quality criteria and benchmarking of actions as well as reflections and peer-learning processes. This, however, does not mean that comparative assessments on justice are not potentially applicable and very valuable for the practice. In contrary, comparative assessments on justice may serve as starting points. However, further actions have to follow. These comprise learning and reflection (see below) as well as practical guidance on examples of best practice, tools, instruments, and mechanisms that actually advance justice.

5.2.4 Applying the mechanisms of learning and reflection

As described in section 5.1.1, both philosophers pay attention to various aspects of the process of 'reasoning'. These comprise 'plural reasons' (SEN 2009) and 'public reason' (RAWLS 2006; SEN 2009), with sub-aspects such as 'public reason' and 'non-public reason' (RAWLS 2006) as well as the 'plurality of impartial reasons' (SEN 2009). In reviewing the ideas in the process of reasoning, the aspects of impartiality, objectivity and parochialism (SEN 2009) exposed.

Sen presents impartiality and objectivity as vital aspects of justice (SEN 2009). When aiming at justice, impartial choices, free from the influence of any vested interests, need to be made. He claims that assessments and procedures for making judgements must be carried out under the condition of 'open impartiality' (SEN 2009); thereby criticising Rawls's fair system of cooperation as being a 'closed' impartial system. Open impartiality, in his understanding, is the exercise of impartial assessment that is *not* confined to a fixed group. We will need 'reasoned scrutiny from different perspectives' to ensure ethical and political objectivity or legitimacy for the choices we make (ARJONA et al. 2012). A first step in any fruitful discussion of justice is to 'de-parochialise' our own thinking. By subjecting our views to broader scrutiny, we will find broader agreement on what to do, even if we still disagree as to why we do it. Taking into account views from the outside minimises parochialism, as highlighted in a previous section. Sen states:

> "*If the discussion of the demands of justice is confined to a particular locality – a country or even a larger region – there is a possible danger of ignoring or neglecting many challenging counterarguments that might not have come up in local political debates, or been accommodated in the discourses confined to the local culture, but which are eminently worth considering, in an impartial perspective*" (SEN 2009, 403).

When considering Sen's central justice ideas in practice, learning exposed as the main partnership practice related to impartiality, objectivity, and parochialism. Though learning by partnerships refers to many aspects, such as learning from other partners on their perspectives, their positions, problems and limits; learning from practices applied by others to improve actions; and in more general, learning about labour market policy, remarkable links to the three aspects of justice expose.

Let us briefly describe the relation: learning by partnerships, for instance, refers to the development of cross-policy measures for an effective reduction of inequalities for the least advantaged. To minimise institutional compulsion for action in which partners act according to their specific institutional target system, and, to develop, define and follow a common view of the partnership in relation to jointly agreed problems, various methods are applied. These include formal and informal discussions, networking, workshops, negotiations, conferences, meetings and diverse other forms of dialogue. Remarkably, many of these actions include external actors. This means that persons/institutions operating outside the partnerships, i.e.

outside the TEP structures, are engaged in the development and/or review of actions. Especially in the face of powerful interests and entrenched positions pact managers involve outside perspectives. These practices enable objectivity, reasoned scrutiny from different perspectives, and facilitate the integration of external views, as suggested by Sen. The TEPs also apply practices that reflect Sen's view regarding the danger of parochialism. The practices concern the application of multi-level arrangements (see following section) and peer reviews with the use of 'critical friends' (see section 5.1.3). Consequently, they are a valuable asset for partnerships taking them beyond institutional or territorial straightjackets. Undisputable, these practices minimise the danger of parochialism.

Now, are learning practices also in place facilitating 'closed' or even 'open' impartiality? A TEP practice may bring new insights: when the Kooo developed and implemented the new learning method, called "Open Reflection Cycle", together with the partnerships across the country, the TEPs engaged in a reflection process on successes and failures that were experienced by the pacts in the different territories (FAZLAGIC and SCOPPETTA 2003). With the help of this method (which requires trust), the partnerships practiced 'closed impartiality' according to Sen since they exchange views and make impartial choices that are confined to a fixed group (i.e. the Austrian TEPs).

Although HUBER (2003) confirms that the motive for TEP partners to join the partnership is clearly not to lobby for the own institution's position, partnerships, in general, cannot make impartial choices free from the influence of any vested interests even if they practice cross-regional dialogues or facilitate the integration of views from the outside. The partners always bring in their specific institutional perspectives. This even is a prerequisite of cooperation: The pact's rationale is to "*mobilise all available resources in favour of an integrated strategy which is accepted by all, based on the regions needs and entrenched in a formal commitment - the Territorial Employment Pact*" (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015).

Learning thus is an important motive for cooperation in the partnerships (HUBER 2003). Learning relates to impartiality, objectivity, and parochialism because the TEPs use this mechanism in favour of these aspects. Although the TEP practices do not facilitate 'open impartiality', they allow assessments from outside the focal group, and, hence, help to avoid parochialism. The quality criteria that are in place, and the many other activities realised by

the TEPs, such as multi-level arrangements (see below) and peer reviews, lead to the conclusion that the partnerships are very much aware of the problems that can be caused by insufficient consideration of the justice aspects of impartiality, objectivity and parochialism. It is, however, interesting to note that although being of great importance for advancing justice in practice, the theories of justice do not explicitly mention the powerful mechanism of learning.

5.2.5 Multi-level arrangements

"*An adequate degree of federalism and decentralisation seems to be important to guarantee responsivity of the governance system to the beliefs of the citizens and to the protection of their capabilities*", informs NUSSBAUM (2010, 425; own translation). As aforementioned, Rawls's and Sen's theories of justice refer to systems of spatial justice, even if focus is given to justice at the level of the national sovereigns, in particular in Rawls's concept of justice. Besides the theories of justice, globally set targets also frequently emphasise on the national level and thus might lead to a distorted view. The implementation of the MDG has shown that "*the MDGs' focus on national and global averages and progress can mask much slower progress or even growing disparities at the sub-national level*" (UN SYSTEM TASK TEAM ON THE POST-2015 DEVELOPMENT AGENDA 2012, 3). A need thus is seen to examine developments and contributions deriving from the lower hierarchical levels.

TEPs are established at the regional and local levels and implement remarkable practices at the multi-level scale. These arrangements match demands from the 'bottom', i.e. the local and regional level, and the 'top', i.e. the international and national level, and serve as a tool to improve governance (OECD 2010). The arrangements of global, domestic, and local justice (RAWLS 2006; see description in section 5.1.3) are therefore contrasted with the pacts' multi-level characteristics including the aspects of coherence and consistency between policy goals at different governance levels.

Multi-level exchange in our understanding means coordinating ideas and actions vertically (that is between governance levels). This practice has been employed by the Austrian TEPs since the very beginning. The BMASK established the Co-ordination Unit of Territorial Employment Pacts, called 'Kooo', in 1999. They saw a need for coordination and advice over the entire country. The common frame of the pacts eased the development of multi-level exchange mechanisms between partnerships at the regional and local levels, and between

the regional pacts and the national authorities, in particular. Regular discussions between the TEPs are considered to be supportive and to stimulate the development of innovative measures (ÖIR et al. 2012a). Kooo implements a complete service package that allows the development of Austrian-wide TEP-processes and ensures the regular transfer of knowledge regarding the status quo of political discussions and practical applications. By matching and clarifying the demands of different governance levels and closely integrating local activities within regional and national level strategies, partnerships are well-placed to make connections between policy and practice, and ensure that policy objectives are aligned between all levels of governance (STOTT and SCOPPETTA 2013b). Since 2004, when the OECD LEED Forum was set up in Vienna, the pacts have intensified their cooperation with partners from other countries. The 'Centrope project' was set up as part of cooperation between the Vienna TEP and the public authorities in Györ (Hungary) and Bratislava (the Slovak Republic). Upper Austrian colleagues transferred the policy instrument of labour foundations to Poland, using the long-lasting cooperation between the partners as a basis, to name just another example. These activities demonstrate the interest in joint project development and transfer of expertise across borders.

Evaluation attests the TEPs to contribute to a better coherence of objectives related to labour market and economic policies (HUBER 2003). The multi-level arrangements in place contributed to achieve this goal. Although in-depth assessments regarding the application of multi-level arrangements of other OECD LEED Forum partnerships are missing, initial findings of an analysis of four specific models suggest that they vary in the countries. Partnerships operating under a common framework and linked with each other through *partnership brokers* regularly apply multi-level arrangements. Such brokers are, for instance, 'Pobal' for the Local Development Companies in Ireland and 'Kooo - Co-ordination Unit of the Austrian Territorial Employment Pacts' for the TEPs in Austria. Next to the Austrian model, other multi-level arrangements scrutinised comprised:

- the "T-model" combining horizontal partnerships at federal level with vertical partnerships initiated at federal level that address regional and local levels in Germany;
- the Local Development Companies established under the national umbrella of the Local Development Social Inclusion Programme in Ireland; and

- the Structural Fund Partnerships (SFPs), acting as selection bodies for “cooperation projects” operating at multiple levels in Sweden (STOTT and SCOPPETTA 2013a,b).

Findings propose that well-functioning multi-level arrangements should include:

1) Concerted efforts to ensure local target group engagement;
2) The work of partnership brokers to support and give voice to local concerns;
3) Ensuring a balance between partnership accountability and flexibility; and
4) Using monitoring and evaluation processes to share experiences and promote learning (STOTT and SCOPPETTA 2013b).

Deeper investigation and exchanges on partnership brokering experiences, including those from Southern and Eastern Europe, are, however, still required, with information on the nature and evolution of their roles, different stakeholder perceptions of their value and the skills and expertise their work requires. Although further research is clearly necessary, preliminary analysis suggests that successful partnership brokering in the overarching European labour market context rests upon a set of common factors. These include warm neutrality; coherence and understanding; bringing in the local voice; insight and agility; and reviewing and learning. By transferring and adapting examples of best practice from other territories via such partnership brokers and the multi-level exchange models in place thus enhances justice.

As informed, the regional level, at which the TEPs primarily operate, however, is consistently omitted from theories of justice. In addition, only little information is available in the theories of justice about the linkage between the governance levels. This is an interesting insight since much research already has been conducted on territorial cohesion, spatial justice, regional development and decision-making processes. Many academic discussions are further available on spatial policy and on environmental issues (sustainability), and, more recently, also on the uneven geographical development and socio-spatial justice and solidarity within European regions after the 2009 financial crisis. Conelly and Bradley, for instance, compare national or regional monocentric structure with polycentric policies regarding their contributions to justice. They conclude that: “*a polycentric development can be said to improve the situation for the people in the smaller centres outside the main centre and if these are the typically disenfranchised groups, it could be said that polycentricity*

entails greater spatial justice" (CONELLY and BRADLEY 2004, 12). Thus, regional polycentricity could be seen as a crossroad between the 'unjust' monocentric structure and the problematic dispersed settlements. The attempt for devolution is especially necessary in centralised countries such as in the United Kingdom, as highlighted, for instance, by Massey et al.:

> "*In the absence of both a systematic attack on the spatial concentration of power, and a radical re-imagination of the nature of regions in an age of geographical connectivity and flow, the concessions on offer in the current debate on devolution and region-building will amount to little more than a pin-prick in tackling the alarming regional inequality and political centrism that currently exists in Britain*" (MASSEY et al. 2003, Abstract).

Spatial contributions to justice, thus, are of great importance. Contributions from actors of various governance levels interact, resulting in either diminishing or reinforcing the others. Comprehensive and insightful writings about the geopolitics of capitalism have been published by David Harvey, who advocates that space needs to be regarded differently: not as place but as an 'active moment' within social processes (HARVEY 2007). Other academics share this point of view, seeing spaces not just as natural containers but as a condition and result of social processes (LÖW 2008). Contributions to justice from each territorial level, regarded as a location *and* 'active moments' in social processes, are of importance, as presented in the research carried out here. Consistency and coherence of policy goals towards justice, however, is a necessity. Indisputably, there are limits faced by each actor at each territorial level. In deciding on actions to reduce diagnosed injustice (SEN 2009), partners at various governance levels consequently need to join forces and practise multi-level exchanges. Unfortunately, systems of this kind are rarely found. Consequently, awareness needs to be raised regarding spatial justice and the responsibility of actors to contribute to justice especially from the local and regional governance levels.

In conclusion, no specific attention is paid by the theories of justice to the regional level and the linkage between spatial levels although multi-level arrangements can lead to a more just society. Besides these theoretical shortcomings, consequences are revealed for the practice: by implementing multi-level arrangements, it is necessary to ensure coherence and consistency between policy goals of different governance levels to reinforce 'just actions'

taken. Furthermore, cross-thematic multi-level brokerage is required, i.e. the exchange of knowledge between experts in different policy fields, theoreticians and practitioners, representatives of various economic sectors, politicians at different governance levels, NGOs, enterprises, education and training institutions, social service providers, and many others. The exchange and transfer of knowledge regarding actual advancement on justice should to be promoted on a broad scale by replacing, in parallel, the 'old' top-down approach with modern governance patterns. Rather than focussing only on the national level, injustices should be removed with stakeholder contributions from all governance levels.

5.3 Practical justice standards for local and regional level partnerships

"For the things we have to learn before we can do them, we learn by doing them"

Aristotle, Nichomachean Ethics
(OXFORD UNIVERSITY PRESS 2006)

By relating theories of justice with partnership practice, the alliances can take value from the theories in many respects. Benefit can be found in taking the comparative approach as a point of departure next to the opportunity to apply justice-relevant mechanisms that support the reduction of inequalities in the partnerships' territories. Evaluations on the implementation of the practical applications in accordance with the principles, rules and ideas should be carried out so that adjustments can be made and actions improved, thereby following the dynamic nature of an action-focussed process approach to justice. In this way, the vivid ideas of justice could be brought to life.

Extracting applicable justice standards for local and regional level partnerships that derive from considering central justice ideas against the practice was carried out because:

- the theories of justice are often highly abstract by their nature and, as aforementioned, frequently criticised by the lack of implementation reality;
- the appraisal offered insights into some applicable ideas (see section above);
- the mechanisms applied by TEPs have proven to minimise injustices (see section above);

- the demand for minimising injustices is obvious on the ground (i.e. the local and regional governance level);
- the partnerships at the sub-national governance levels are potential contributors to minimise injustices;
- partnerships use tools, such as benchmarks and standards, for improving their work (see quality criteria of the Austrian TEPs; section above);
- some research results are transferable within the OECD LEED Forum network since the Austrian TEPs share characteristics with OECD LEED Forum partnerships; and
- experiences suggest that scientific results presented in the format of standards support the usability.

After examining the common ground between the theories of justice and the regional level partnership practice and following the assessment of applicable principles, rules and ideas of the concepts of justice against the mechanisms applied in practice, the third and final research step comprised the deduction of lessons to be learnt on how to apply theories of justice more practically. This exercise was conducted to provide a tool for the TEPs to improve their performances on justice and to enable other partnerships to learn from the appraisal and enhance their activities in minimising injustices.

Accordingly, practical justice standards for local and regional level partnerships are developed that can be applied to specific contextual settings and that may serve as guidance for practitioners and for policy makers and programme designers, in particular to reduce injustice on the ground. In addition, the exercise targets at a scholarly application for a contribution to a better integration of the profound ideas of justice into practice. The step thus aimes at utilising the knowledge gained from the research. In order to be of value to practitioners and policy makers, the information needs to be user-friendly. Since experiences with partnerships show that they use tools for improving their work, such as benchmarks and criteria, the format of standards is chosen (see quality criteria of the Austrian TEPs).

The ‘Practical justice standards for local and regional level partnerships’ comprise seven criteria. Please find a description of the standards in the following.

First practical justice criterion for partnerships: *"Concluding contracts which embed fair conditions of cooperation that are accepted by all and where responsibilities are shared"*

In studying major theoretical concepts of justice, it became obvious that cooperation is a key in nearly all theories of all eras, from ancient philosophies to contemporary concepts. The social contract model developed by Jean Jacques ROUSSEAU (1762) was followed by many modifications, all of which refer to cooperation. Cooperation is also an important justice element in the two theories of justice under scrutiny (see section 5.1.2). Successful cooperation requires that fair games are played. Partnership practice confirms that cooperation works best if all engaged agree on the form of cooperation: 'agreed contracts' between all relevant stakeholders of a specific sub-national territory where rules of cooperation are jointly designed and accepted by all and where responsibilities are shared, thus, is a key for success. Accordingly, the first practical justice criterion for partnerships is concluding contracts that embed fair conditions of cooperation which are accepted by all, and, where responsibilities are shared.

Second practical justice criterion for partnerships: "*Emphasising on those most in need by defining explicit objectives and actions to reduce injustices*"

Although the Austrian TEPs - due to their rationales - contribute to enhancing justice only to a small extent, the appraisal revealed their potential for minimising unfairness due to their proximity to local problems and needs and their embeddedness in the territories. The assessment of the actions regarding the integration of persons distant from the labour market in the framework of priority 3b of the OP Austria / ESF 2007-2013 has shown that the partnerships are well situated to adjust their objectives. Prior to priority 3b the TEPs' programmes included a wide range of actions to better link labour market with other policies such as economic development. When explicitly aiming at reducing injustice, increased contributions from partnerships for a more just society are expected. Since enhancing justice is also not a primary goal of other partnerships of the OECD LEED Forum, a huge potential is seen by enlarging their scope of work. In linking theories of justice with partnership practice, thus, the shortcoming of priorising justice by partnerships is revealed. The second practical justice criterion for local and regional level partnerships, consequently, reads as follows: emphasising on those most in need by defining explicit objectives and actions to reduce injustices.

Third practical justice criterion for partnerships: *"Ensuring inclusive behaviour of actors, guaranteeing good communication, openness and transparency and setting actions facilitating objectivity and impartiality"*

The appraisal has shown that beliefs and values of all actors in a specific territory must be considered. Accordingly, any cooperation that does not reflect the diverse perspectives in its partnership composition and that does not guarantee that all voices are heard is not behaving inclusive. Equal contributions of all sectors, such as the private, the civil, and the public, are essential. Since openness and transparency are justice-enforcing principles as shown in section 5.2.1, they should be ensured by partnerships. Objectivity and impartiality, as presented by Sen, are further vital aspects of justice. As actions taken should be *"free from the influence of any vested interests"* (SEN 2009, 123), partnerships should enforce assessments of their actions. In addition, views from the outside should be integrated with the help of any tool available such as peer reviews and the 'critical friend approach' employed by the TEPs. Accordingly, the third practical justice criterion for partnerships is ensuring inclusive behaviour of actors, guaranteeing good communication, openness, and transparency and setting actions facilitating objectivity and impartiality.

Fourth practical justice criterion for partnerships: *"Applying action-focused process approaches leading to fair practices and enabling for contributions to systemic change"*

Although result-oriented approaches are in the focus of NUSSBAUM (2010) and comparative assessments forced by SEN (2009), action-focused process approaches to justice are missing in ancient and contemporary concepts of justice. These distinguish slightly from Nussbaum's and Sen's idea by emphasising on *continuous processes* that are required in practice in order to improve unjust situations. Appraisal results have demonstrated that this mechanism can lead towards fair practices and contributes to systemic change (see section 5.2.3). It is likely that partnerships focussing on actions enhancing justice implement fair practices and, thus, also enable for sustainable innovations. The fourth practical justice criterion for partnerships, consequently, is applying action-focused process approaches leading to fair practices and enabling for contributions to systemic change.

Fifth practical justice criterion for partnerships: *"Ensuring sustainability and high quality of actions"*

As shown, sustainability is of concern to both theories of justice and is a justice criterion for implementing actions by partnerships. When taking a consolidated and holistic approach to reduce injustices, partnership's actions are also likely to be of high quality. High quality especially refers to:

- the application of integrative approaches (i.e. all aspects are combined that are relevant to tackle local problems);
- the implementation of the capability approach; and
- the provision of policy mixes (different policy instruments that systematically link different policy fields with each other during the whole integration chain for the benefit of the individual).

Ensuring sustainability and high quality of actions, subsequently, is the fifth practical justice criterion for partnerships.

Sixth practical justice criterion for partnerships: *"Facilitating reflection and learning"*

Although learning is omitted in the two theories of justice under scrutiny, the mechanism has proven to be of value for partnerships. Learning thereby relate to the improvement of actions, by enabling internal as well as external reflection, among other things. The ability to learn has been the central parameter to humans throughout mankind's history. We live in a 'learning society' where adaptation and development processes are evident. Learning thus has to be understood in a broad sense, not just in terms of 'adding' knowledge and skills. The act also enables acquisition of behaviours, values and preferences. Justice has a dynamic nature and must be understood as a development process within a framework established which enables learning, also at the multi-governance level. Comparative assessments on justice next to monitoring and evaluation, thus, have to be carried out constantly to further develop and adjust actions. The sixth practical justice criterion for partnerships thus is facilitating reflection and learning.

Seventh practical justice criterion for partnerships: *"Ensuring coherence and consistency of policies and actions"*

One of the five principles of good governance as laid down in the White Paper on European Governance is coherence (EUROPEAN COMMISSION 2001; see section 5.2.1). The principle specifies that policies and actions must be coherent and easily understood. Evaluations attest that the TEPs contribute to a better coherence of objectives related to labour market and economic policies (see, for instance, HUBER 2003). Since policies and actions may complement each other, synergies between actions and programmes and between territorial levels must be identified and used. Multi-level arrangements fostering communication and coordination between actors of different governance levels, as practiced by partnerships, improve coherence and consistency between policy measures (STOTT and SCOPPETTA 2013a, 2013b). Therefore, ensuring coherence and consistency of policies and actions is the seventh practical justice criterion for partnerships.

Box 1 below summarises the seven criteria.

Box 1: *Practical justice standards for local and regional level partnerships*

Practical justice standards for local and regional level partnerships

- Fair cooperative behaviour in reducing inequalities -

1. *Concluding contracts which embed fair conditions of cooperation that are accepted by all, and, where responsibilities are shared*
2. *Emphasising on those most in need by defining explicit objectives and actions to reduce injustices*
3. *Ensuring inclusive behaviour of actors, guaranteeing good communication, openness and transparency and setting actions facilitating objectivity and impartiality*
4. *Applying action-focused process approaches leading to fair practices and enabling for contributions to systemic change*
5. *Ensuring sustainability and high quality of actions*
6. *Facilitating reflection and learning*
7. *Ensuring coherence and consistency of policies and actions*

5.4 Lessons learnt from the appraisal

By assessing partnership practice, exemplified by the Austrian TEPs, against contemporary theories of justice, the following key lessons are learnt:

First, the regional level partnerships surveyed share a common ground with the theories of justice in relation to equality, cooperation, and, finally, a territory in which justice is embedded. Furthermore, they apply mechanisms that have counterparts in the theories of justice. With the help of these mechanisms, partnerships contribute to minimising injustices on the ground (see section 5.2 and below).

Second, the regional level at which the partnerships under scrutiny operate is constantly omitted in the theories of justice. Rawls builds his social contract at the state level and even within local concepts of justice (see, for instance, ELSTER 1991, 1995) references to existing cooperation models at the local and regional levels are rare. Regional contributions to justice, thus, are undervalued in the discourse of setting justice into practice, although components of jurisprudence, such as social welfare benefits, housing subsidies and health insurance paybacks, are often applied by organisations at that specific level.

Third, interactions between the spatial levels are apparent and should constantly be considered in the theories of justice and in partnership practice. Interestingly, only few references are provided within the theories of justice to the linkage between governance levels. There is a need to raise awareness regarding the responsibility of actors especially from the local and regional spatial levels to advance justice and on the linkages between the levels. Hence, stakeholders at all levels should be considered as potential contributors to enhance justice. Building on the expertise gained by the TEPs regarding their multi-level arrangements practiced to improve coherence and consistency between policy measures at the various levels, frameworks are needed in which justice-relevant policy aims are aligned and interactions between governance levels considered.

Fourth, two aspects deriving from practice are absent from the concepts of justice. The incorporation of these aspects into the theories of justice could support their applicability. The two aspects are:

1) An action-focused process approach to justice, and
2) the mechanism of learning.

Due to the highly abstract nature of the theories of justice, they risk failing to spot an important feature – that of the ability of mankind to develop and change. As briefly outlined in section 5.3, justice has a dynamic nature and must be understood as a development process within a framework established which enables learning. The two aspects, an action-focused process approach to justice and the mechanisms of learning, may be omitted in the theories of justice since they are recognised as underlying facets of justice or because theories simply follow different logics than practical exposures. In view of the fact that these components are relevant for reducing injustice on the ground, they are to be regarded as suggested improvements for the theories of justice, and, consequently, are specifically highlighted in the following paragraphs.

Rawls follows a procedural justice-based approach of contractarianism (NUSSBAUM 2010). Once the basic structure is created, it seems to possess a largely constant and non-dynamic appearance. Within this, development processes to advance justice are not required, for the reason that the construct is already at an 'ideal' stage. Nevertheless, Rawls pays full attention to the political stability of the basic structure (RAWLS 2006, § 54 - § 60). Sen, on the contrary, questions whether it is necessary to provide a theory offering resolutions for questions about the nature of perfect justice (SEN 2009). Instead, he advocates reducing injustices that are diagnosed as such. In criticising Rawls's institutional approach, he introduces a concept in which social realisations are considered largely. Undisputable, comparative assessments may serve as a point of departure for territories to set objectives for actions that have to follow. Any information that goes beyond the suggestion of comparative assessments, however, is missing in Sen's concept, as he unfortunately concludes at this point. When aiming at reducing injustices in relation to income, wealth, utilities, and capabilities, action-focused process approaches that go beyond comparative assessments are required. Similar to the concepts of justice under scrutiny, other theories of justice by their nature provide comprehensive ideas for explaining justice, but constantly miss *action-focused process approaches* to justice (see section 5.3; fourth practical justice criteria for partnerships). They are, however, required in practice to improve unjust situations and should encompass reflection and learning mechanisms as well as practical guidance on

examples, examinations, tools, measures, instruments, and mechanisms that actually advance justice, as proven by the regional level partnership practice.

By omitting the action-focused pathway, little attention is paid, in parallel, to *learning* in the two profound concepts (see above, section 5.3 and the sixth practical justice criteria for partnerships). The ability to learn is a central parameter to humans. The past is full of justice-relevant examples based on learning such as the adoption of the Universal Human Rights Declaration by the UN General Assembly in 1948. 'Learning' here refers to acknowledgement of the atrocities of the Holocaust during the Second World War (GLENDON 2002). We live in a 'learning society' where adaptation and development processes are evident. "*If moral virtue is something we learn by doing we have to somehow develop the right habits in the first place*", supposes Michael J. SANDEL (2010, 197). Learning thus also enables acquisition of behaviours, values and preferences. Our knowledge-based society grounds on learning as a mechanism. Justice-relevant examples of learning processes within partnerships include the development of cross-policy measures to reduce inequalities for the least advantaged effectively and the role that partnerships can play in initiating reforms that enhance distributive equality. The overall success of the TEPs is, inter alia, based on their readiness to further develop the partnership on a continuous basis and to learn from one another in an atmosphere of openness. Experience and findings are, for example, exchanged within the 'Priority 3b Learning Cycle' (CO-ORDINATION UNIT OF THE AUSTRIAN TERRITORIAL EMPLOYMENT PACTS 2015). This is a dynamic learning process designed for the TEPs to assist in improving the integration of persons distant from the labour market by offering a platform to exchange experiences, reflect and spread findings on their implementation of the Priority 3b pilots. By learning from each other in an open way, the process aims to develop the partnerships and their activities further. Thereby innovations are generated within the TEP's core area of work and even beyond (see section 5.2.3). The experiences gained during conception and implementation of strategies and activities for persons distant from labour market are periodically revised. Learning is an important aspect for advancing justice in partnership practice, but, unfortunately, it is omitted in the theories.

The acknowledgement of an action-focused process approach to justice enables continuous learning. What is necessary, consequently, is to provide policy frames demanding for actual social justice. Social justice programmes may be launched with the help of which EU

member states set particular priorities (e.g. reduce the gender pay gap, improve integration to employment for NEETs, etc.). Policy frames, in parallel, need to allow more dynamic policy processes and learning not only between actors at these territorial levels but also between governance levels. By facilitating exchange and learning, successful actions can be transferred and adjusted to new settings. Cross-thematic multi-level brokerage is required, namely knowledge exchange and coordination between expertise gained in different policy fields and of theory and practice. The exchange of know-how on advancing justice needs to be promoted on a broad scale by reducing, in parallel, the 'old' top-down approach with modern governance patterns. A coordinated action-focused process approach to justice which enables exchange and learning supports the goal of a 'just and fair' society.

Fifth, practice does not pay sufficient attention to important theoretical components such as carrying out comparative assessments (SEN 2009). Sen thereby presents an "*attempt to investigate realisation-based comparisons that focus on the advancement or retreat of justice*" (SEN 2009, 8). Comparative assessments on justice should be undertaken by the partnerships for actual configurations of human conditions, institutions, and capabilities as suggested by ARJONA et al. (2012). Advancing justice, finally, is not a core objective of partnerships, even if it is an underlying facet. Prioritising justice aspects in daily partnership work, hence, is necessary.

Box 2 below summarises the five key lessons learnt of the appraisal of partnership practice and the contemporary theories of justice under scrutiny.

Box 2: *The five key lessons*

THE FIVE KEY LESSONS

1. **The regional level partnerships share a common ground with the theories of justice in respect of equality, cooperation, and the territory. Furthermore, they apply mechanisms that enforce justice and that have counterparts in the theories of justice;**

2. **The regional level at which the partnerships under scrutiny operate is constantly omitted in theories of justice;**

3. **Interactions between the spatial levels are apparent and have to be considered in theory and in practice. Furthermore, frameworks are needed in which justice-relevant policy aims are aligned;**

4. **Two aspects deriving from practice are absent from the concepts of justice. These are an action-focused process approach to justice and the mechanism of learning; and**

5. **The partnership practice under scrutiny does not pay sufficient attention to important theoretical components such as carrying out comparative assessments and prioritising justice aspects in daily partnership work.**

6 Conclusion

The doctoral thesis focussed on two theories of justice that of John Rawls 'A Theory of Justice' (RAWLS 2006) and of Amartya Sen 'The Idea of Justice' (SEN 2009). The theories were linked with a particular type of regional level partnership established within the EU, the Austrian Territorial Employment Pacts. The overarching research question concerned **'***what lessons are to be learnt when assessing partnership practice against contemporary theories of justice?'.* The research serves as a contribution to a better integration of the profound ideas of justice into practice. In contrary, learning from the partnership experience, in particular at the regional governance level, can assist in building more applicable concepts of justice.

The thesis has shown that the reviewed regional level partnerships possess a common ground with the theories of justice under scrutiny. The three shared elements are equality, cooperation and territory. Thus, potential relations arose in contrasting regional level partnership practice with the theories of justice. *Justice is enhanced by regional level partnerships employing an action-focused process approach where those most in need are in the focus and learning mechanisms are applied*. Advancing justice, however, is not a core objective of partnerships, even if it is an underlying facet. Prioritising justice aspects in daily partnership work, hence, would be necessary when aiming at contributing to reducing wide-spread injustices by the partnerships. The implementation of the partnership principle and actions taken in accordance with the principles of good governance still contribute to enhance justice (EUROPEAN COMMISSION 2014b; EUROPEAN COMMISSION 2001). Additional key lessons include:

- Although the theories of justice and the regional level partnership practice share that justice is embedded in a geographical territory, they differ in the importance attributed to the various levels of governance: the *regional level* at which the partnerships under scrutiny operate is constantly omitted in the theories of justice although components of jurisprudence, such as social welfare benefits, housing subsidies and health insurance paybacks are often applied by organisations at that specific level, in particular in federal states such as Austria, Belgium and Germany. Regional contributions to justice, hence, are undervalued in the theories of justice.

- Few information furthermore is available in the two theories of justice about the *linkage between the governance levels*. Spatial contributions to justice, however, are of great importance since they interact, resulting in both either diminishing or reinforcing each other. Multi-level arrangements as practiced by the TEPs ensure coherence and consistency between policy aims and should be regarded as a justice enforcing mechnanism.

- Two aspects deriving from practice are absent from the concepts of justice. The incorporation of these aspects into the theories of justice could support their applicability. The two aspects are: 1) *An action-focused process approach to justice* and 2) *the mechanism of learning.* As shown, action-focused process approaches to justice that include the mechanisms of learning are required to reduce injustices by partnerships.

- On the contrary, practice does not pay sufficient attention to important theoretical components such as the implementation of comparative assessments on justice (SEN 2009). Comparative assessments thus should serve as starting points. However, further actions must follow. These comprise learning and reflection as well as practical guidance on examples of best practice, tools, instruments, and mechanisms that actually advance justice.

Three research steps have been taken. Within each research step, particular attention has been paid to specific research questions. Details on research results are presented in the following by order of research questions and corresponding research steps (please see table 4 and 5 for an overview of the results).

Research question 1: *Which relations arise by contrasting the highly abstract ideas of justice with regional level partnership practice?*

The first research step focused on surveying the common ground between the two theories of justice and the partnership practice. Three elements revealed that have been undertaken an in-depth investigation. These are the equality component, the cooperative component, and the territory. Theoretical elements have been reviewed, including underlying aspects. Main results comprise that the theories of justice and the regional level partnership practice understand equality comprehensively. They also acknowledge recognising injustice as an important motive for actions and consider reason and reasoning. Different understandings of

sustainability, however, are apparent in the theories and in the practice. Agreed contracts are a fundamental aspect next to mutually beneficial cooperation that is recognised as a justice-promoting principle in both the theories of justice and the regional level partnership practice. In addition, the theories and the practice report on the relevance of social norms. Moreover, trust is acknowledged as a fundamental principle of continued cooperation in theory and in practice. Theory and practice also share that local knowledge is important to resolve challenges. They also see a need for the integration of views from the outside. The regional level, however, is omitted in the theories of justice. Although both consider spatial components, the theories and the practice attribute altering values to the contributions from different governance levels.

Research question 2: *How are ideas of justice implemented in practice?*

The second research step identified applicable ideas in the theories of justice and assessed them against mechanisms employed by regional level partnership practice. Central ideas of the theories of justice, such as the 'fair system of cooperation with fair modalities of cooperation' and the 'capability approach', have been appraised with mechanisms applied by the partnerships. The thesis has shown that the practice contributes to enhancing justice by employing particular mechanisms. Main further results encompass that the pacts implement certain cooperation that shares similarities with Rawls' idea of creating a fair system of cooperation with fair modalities of cooperation. The mechanism applied by the partnerships is 'implementing the partnership principle' and 'employing the principles of good governance'. Moreover, the TEPs design and set actions enhancing the capabilities of individuals and support individuals in overcoming multiple disadvantages by implementing 'capability-friendly employability approaches'. Nevertheless, comparative assessments on justice are not carried out. Although the learning mechanisms applied by the TEPs do not relate explicitly to the justice ideas of impartiality and objectivity, they allow assessments from outside the focal group, and, hence, help to avoid parochialism.

Research question 3: *How to apply the ideas of justice more practically?*

Based on the previous research steps, lessons to be learnt on how to apply the theories of justice more practically are provided. A set of principles is revealed that can be used in specific contextual settings. The 'practical justice standards for local and regional level partnerships' serve as guidance for practitioners to reduce injustice on the ground (see section 5.3). They include applicable ideas of the theories of justice, such as comparative

assessments and embed fair conditions of cooperation which are accepted by all, and, where responsibilities are shared. Moreover, the standards encompass the criterion to emphasise on those most in need by defining clear objectives and actions that reduce injustices.

Please see table 4 and 5 for an overview on the main results of the first two research questions.

Table 4: *Main results of the appraisal concerning the first research question*

Which relations arise by contrasting the highly abstract ideas of justice with area-based partnership practice?							
Lessons to be learnt by the theories	**The Theories**			**Main appraisal results**	**The Practice**		**Lessons to be learnt by the practice**
	Justice elements and aspects		**References**		**References**	**Justice elements and aspects**	
	Equality	Plurality in viewing equality	*Multiple dimensions, in which equality matters (Sen),; plural reasons (Rawls)*	**Equality is understood comprehensively but partnerships focus on equal opportunities.**	*Focus on equal opportunities*	Plurality in viewing equality	Equality
		Recognising injustice	*Diagnosis of injustice (Sen)*	**Recognising injustice is an important motive for actions in both subjects.**	*Sentiment and recognition are the starting points but strategic, political and administrative considerations come first.*	Recognising injustice	
		Reason and reasoning	*Sen's exceptional 'flute example'*	**Reason and reasoning is considered in both subjects.**	*Plural and competing reasons are apparent; compromises are made*	Reason and reasoning	
		Sustainability aspects	*Sustainable development (Sen); Principle of just savings (Rawls)*	**Different understandings of sustainability are apparent in theory and in practice.**	*Sustainability refers to outcomes, impacts, and further development of successful actions*	Sustainability aspects	
	Cooperation	Agreed contracts	*Creating a fair system of cooperation (Rawls); mutual benefits through cooperation (Sen)*	**Agreed contracts are a fundamental aspect in both subjects.**	*Contracted alliances renew their contracts on a regular basis.*	Agreed contracts	Cooperation
		Fair modalities of cooperation	*Rawls's second characteristic of the basic idea*	**Mutually beneficial cooperation is a justice-promoting principle in both subjects.**	*Partners cooperate when 'fair games' are played*	Fair modalities of cooperation	
		Social norms	*Norms must be are accepted by all (Rawls); social norms may work voluntarily towards the attainment of mutual benefits through cooperation (Sen)*	**Relevance of social norms is recognized by both subjects.**	*Jointly agree on norms*	Social norms	
		Trust	*Aspect of the psychology of the reasonable person (Rawls)*	**Trust is a fundamental principle of continued cooperation in both subjects.**	*Cohesiveness practiced requires trust*	Trust	
Regional level is omitted in the theories ←	Territorial scope	Local/regional geographical levels	*Local, domestic and global level(Rawls)*	**The regional level is omitted in the theories.**	*Established at the sub-national geographical scales (mainly at the regional/provincial level)*	Local/regional geographical levels	Territorial scope
		Local know-how	*'Local knowledge' (Sen); Local justice (Elster)*	**Both subjects share that local knowledge is important to resolve challenges.**	*Local know-how is crucial*	Local know-how	
Interactions between spatial levels are apparent ←		Parochialism	*Sen cautions about the danger of parochialism*	**Need for integration of views from the outside is shared by both subjects.**	*Peer reviews and the use of 'critical friends'*	Parochialism	→ **Interactions between spatial levels are apparent**
		Spatial justice	*Rawls and Sen mark out spatial components*	**Spatial components exist in both subjects but altering values are attributed to geographical contributions.**	*Multi-level arrangements are in place*	Spatial justice	
Lessons to be learnt by the theories	**Justice elements and aspects**		**References**	**Main appraisal results**	**References**	**Justice elements and aspects**	**Lessons to be learnt by the practice**

Table 5: *Main results of the appraisal concerning the second research question*

How are ideas of justice implemented in practice?						
Lessons to be learnt by the theories	**The Theories**		**Main appraisal results**	**The Practice**		**Lessons to be learnt by the practice**
	Applicable principles and	**Remarks**		**Remarks**	**Mechanisms applied**	
Action-focused development process approaches to justice are needed ← **Integrate the mechanism of learning** ←	Fair system of cooperation with fair modalities of cooperation (Rawls)	*Openness, participation, and accountability*	**The pacts implement certain cooperation that shares similarities with Rawls' idea of creating a fair system of cooperation with fair modalities of cooperation.**	*Implementing the 'partnership principle' and the employing the principles of good governance*	Acting in accordance with the principles of good governance	→ **Carry out comparative assessments**
	Capability approach (Sen)	*Information on individual advantages, judged in terms of opportunities*	**Pacts design and implement activities enhancing the capabilities of individuals and support individuals in overcoming multiple disadvantages.**	*Implementing capability-friendly employability approaches*	Implementing capability-friendly employability approaches	
	Comparative Assessments (Sen)	*Focus on actual lives in the appraisal of justice*	**Comparative assessments regarding justice are not carried out by the partnerships.**	*Quality criteria for innovative actions*	Applying result-oriented approaches	
	Impartiality, objectivity and the overcoming of parochialism (Sen)	*Impartial choices, free from the influence of any vested interests, need to be made.*	**Learning mechanisms applied do not relate explicitly to the justice ideas of impartiality, but they allow assessments from outside the focal group, and, hence, help to avoid parochialism.**	*Improvement of actions, by enabling internal as well as external reflection, among other things.*	Applying the mechanisms of learning, reflection and evaluation	
	Arrangements of spatial justice (global, domestic, local; Rawls)	*No specific attention is paid to the linkage between spatial levels.*	**Spatial contributions to justice are of great importance since they interact, resulting in each contribution either diminishing or reinforcing the others.**	*Coordinating ideas and actions vertically (that is, between geographical levels)*	Multi-level exchange including coherence and consistency between geographical levels	
Lessons to be learnt by the theories	**Applicable principles and**	**Remarks**	**Main appraisal results**	**Remarks**	**Mechanisms applied**	**Lessons to be learnt by the practice**
	The Theories			**The Practice**		

Understanding Rawls's and Sen's theoretical concepts of justice can help to improve the policy processes taken by the regional level partnerships in the following ways:

- Applicable ideas can be extracted (and implemented by partnerships);
- Communalities and differences of the theories and the practice that revealed suggest modifications for the partnership practice;
- Differences between the theories make statements on which approach to favour possible; and
- Relevant consequences for policies thus can be drawn.

Subsequent paragraphs therefore inform on the appraisal results in the above-described areas.

Communalities and differences between the concepts of justice and the regional level partnership practice

The communalities and the differences that revealed in comparing partnership practice, first with Rawls's fair system of cooperation, and second with Sen's idea of justice, brought additional insights:

Unsurprisingly, Rawls's fair system of cooperation distinguishes from the partnership practice since John Rawls creates a 'just and fair society' hypothetically. Cooperation, however, is an important feature and element of justice in Rawls's theory of justice and the practice (see section 5.1.2). Furthermore, a condition for cooperation is that fair games are played. Other conditions include agreed contracts and rules, social norms, and processes of governance that are accepted by all. Trust also reveals as a joint aspect. Rawls's theory of justice and the regional level partnership practice furthermore highlight mutual benefit through cooperation, fair conditions of cooperation, and voluntary participation.

Main differences between the regional level partnership practice and Rawls's system of cooperation are presented in table 6 below. These concern especially the rationale and the contracting parties: while cooperation is a necessary feature of society in Rawls's system of cooperation, cooperation by partnerships is a requirement to solve problems faced at the local and regional levels. In addition, John Rawls suggests building a social contract, i.e. a

contract between citizens, while the pacts establish contracts among institutions. The approach taken also differs: Rawls's follows a procedural approach whereas the pacts implement an operational approach. Additional differences expose regarding the sphere of operation, the aim, the equality aspect, the principle of law, the conditions for cooperation, the area of application, as well as the notion of participation, openness and sustainability.

Table 6: *Main differences between Rawls's fair system of cooperation and the partnership practice*

Characteristics	**Rawls's fair system of cooperation**	**Partnership practice**
Rationale	Cooperation is a necessary feature of society	Cooperation is a requirement to solve problems faced at the local / regional level
Parties involved	Contract between citizens (social contract)	Contracts among institutions
Approach taken	Procedural approach	Operational approach
Sphere	The basic structure of the society is subject to political and social justice	The TEPs link policies (labour market, employment, social, educational, structural, and economic policies, etc.)
Aim	Regulating economic and social inequalities (arrangement focus/distributive justice)	Implementing equality strategies focussing on those most in need
Equality aspect	Distribution of primary goods (difference principle)	Equal opportunities
Principle of law	Equal rights of free and equal persons	Equal rights between independently working institutions, in principle, but dominant partners are the reality
Conditions for cooperation	The difference principle supports mutual trust and virtues of cooperation	Shared understanding of the partners to jointly solve problems
Area of application	Domestic (state level)	Regional/local level
Participation	Participation of citizens in social cooperation over their whole life	Participation in the partnership during contracting period
Openness	The 'original position' embodies the idea of openness	The TEPs are 'open' to new ideas, participation of actors, processes, etc. (innovation)
Sustainability	Long-term preservation of the basic structure through the principle of just savings	Fragility of the system due to dependency on funds

Altered characteristics reveal when scrutinising communalities and differences of Sen's idea on justice and the partnership practice. Communalities of Sen's theory and the partnership practice concern plurality in viewing equality, parochialism, recognising injustice, shared responsibility, social norms, shared understanding regarding the allocation of goods (access to resources and knowledge as well as human capabilities), recognition of 'local knowledge', realisation-focus (change of actual behaviours), result-oriented approach, and objectivity.

Main differences include the equality aspect, the approach taken, and the idea of impartiality: while Sen focusses on social realisations and actual lives (capability approach; comparative assessments), the regional level partnerships employ strategies that support equal opportunities. They set realisation-focussed actions where quality criteria are defined jointly and benchmarking is implemented. Still, comparative assessments on justice regarding actual lives are not implemented. Though both Sen and the regional level partnerships seek impartiality, the philosopher favours open impartiality by building on Adam Smith's impartial spectator, whereas the partnerships' reality demonstrates that closed impartiality is applied. Further differences comprise openness, participation, responsibility, agreed contracts, and sustainability.

Please see table 7 below informing on the main differences between Sen's idea on justice and the partnership practice.

Table 7: *Main differences between Sen's idea on justice and the partnership practice*

Characteristics	**Sen's idea on justice**	**Partnership practice**
Equality aspect	Focus on social realisations (capability approach)	Equal opportunities
Approach	Realisation-focus; focus on actual lives (Comparative assessments)	Realisation-focus with jointly defined quality criteria and benchmarking
Reason and reasoning	Reason and the processes of reasoning is highlighted	Processes of reasoning are taken as a given, consensus is sought, compromises are the reality
Impartiality	Open impartiality (building on Smith's impartial spectator)	Closed impartiality (confined to a fixed group)

Characteristics	Sen's idea on justice	Partnership practice
Openness	Openness is a condition of the reasoning process	The TEPs are 'open' to new ideas, participation of actors, processes, etc. (innovation)
Participation	Participation is discussed in the context of democracy	Institutional participation in the TEPs
Responsibility	Responsibility comes with the freedom to choose	TEP actors are made accountable for their actions and thus take responsibility for their actions
Agreed contracts	Contracts are an option that may work voluntarily towards the attainment of mutual benefits through cooperation	Contracted alliances
Sustainability	Sustainable development	Sustainability refers to outcomes, impacts, development of actions and sustainable change in persons' biographies

Differences between the theories of justice and consequences for the practice

Now, which of the ideas should be considered by policies and the practice? As said, contemporary theories of justice have manifold practical implications for partnerships. These also derive from the appraisal between the two theories of justice that follow an altered approach to justice (Rawls/Sen) and the partnership practice. The author identified three most important differences between Rawls's and Sen's approach (see also table 2 in section 3.2). These concern:

- The *arrangement-focused approach* followed by Rawls (transcendental institutionalism) versus the *realisation-focussed approach* underlined by Sen;
- The *result-oriented approach* suggested by Sen versus *the procedural approach*, as discussed by Rawls; and, finally,
- The *focus on the national sovereign* (Rawls) versus *regional contributions to justice*.

First, what does the appraisal reveal concerning recommendations for either the arrangement-focused approach of Rawls or the realisation-focussed approach underlined by Sen? To remind us briefly on the difference: institutions distribute the main benefits and burdens of social life in Rawls's arrangement-focused approach, while Sen focusses on

actual behaviours that make a society reasonably just when suggesting the realisation-focussed approach. As informed, TEPs are no instruments of distributive justice although they are an institution-based cooperation. They apply equality strategies that focus on those most in need within priority 3b of the OP Austria / ESF 2007-2013. When partnerships implement equality strategies, they strongly build on their institution-based cooperation; thereby following realisation-focussed approaches, as suggested by Sen. Both approaches thus are found by the TEPs and likewise by other partnerships of the OECD LEED Forum.

Partnership practice also confirms that it is more likely to achieve goals by building on what is already available on the ground. In Austria, cooperation between labour market stakeholders has already existed before the pacts, mainly in the form of social partnership and within the Public Employment Service in which provincial governments had decision rights in specific cases. Since our social cohabitation is organised in communities that are steered by institutions, it was expected that – when introducing 'TEPs' as a policy tool - the partners at the regional and local levels easily accept 'TEPs' as an extended instrument of already practiced cooperation between institutions (as informed, the TEPs were initiated top down by the BMASK). Accordingly, we should build on what is available on the ground: within the EU (and beyond), institutions are accountable for employment and social policies, in particular. These institutions (and institutions of other policy fields) can link with each other at the regional and at the local levels in the form of 'partnerships for justice'. Rather than ignoring institutional realities, it thus is recommended to build concepts of justice together with them. The institution-based approach can then be complemented with the realisation-focused approach of Sen.

Second, another important difference between the two theories of justice concern result-oriented approaches, such as comparative assessments on justice as suggested by Sen, and procedural approaches, as discussed by Rawls. As informed, the Austrian partnerships as well as other partnerships of the OECD LEED Forum practice result-oriented approaches and are not in charge of procedural laws and affairs. Thus, when aiming at enhancing justice by partnership practice, result-oriented approaches are clearly favoured since they have proven to work on the ground.

Finally yet importantly, Rawls's focus of the national sovereign is criticised especially by Sen. However, also Sen omits the regional level as potential contributor to enhance justice in his

theory of justice. As has been stated before, contributions from various governance levels (local, sub-regional, regional) should be valued in the discourse of setting justice into practice. Because governments' actions are often too short-sighted and do not aim at reducing inequality in the long run (DHÉRET 2011b), practical contributions from the sub-national levels must be considered to help reduce the widespread injustices within Europe and to achieve greater EU-wide social and territorial cohesion. Since multi-level arrangements, as practiced by the TEPs (see section 5.2.5), assist in achieving consistency and coherence between policy goals, the relations between the spatial levels must be strengthened to better align policies towards enhancing justice.

Contemporary theories of justice thus offer clear implications for policies: the implementation of the practical justice standards that derived from the appraisal is only a tiny step towards enhancing justice. Ways to promote justice in European societies may ground on the EU Cohesion policy where the TEPs and other partnerships of the OECD LEED Forum can serve as a role model. Launching social justice programmes where 'partnerships for justice' at the local and regional levels are supported can help to limit or reverse inequality. Since far-reaching policy instruments to reduce injustices at the international / EU level as well as at the member state levels are not in sight, practice may take over the lead role: partnerships are already established in many EU and OECD countries and thus are well placed for contributions to justice from the lower hierarchical levels.

Policy frames, however, are needed, which demand for actual justice and allow more dynamic policy processes and foster learning not only between actors from all territorial levels but also between governance levels. By building on what is available on the ground, the policy frames can promote partnerships also on a broad scale; thereby aiming at building coherent policy goals between the various governance levels. Programmes for partnerships should call for implementing justice strategies focussing on those most in need that actually enhance the capabilities of the individuals. Monitoring and evaluating partnerships' achievements should be ensured constantly by, in parallel, using the idea of comparative assessments on justice. Fruitful learning environments, moreover, need to be established that enable for integrating views from the outside. As inequality continues to mount decade after decade, dynamic processes of delivering social justice that make best use of the valuable applicable ideas from the theories of justice, are required more than ever.

Contribution to theoretical debates

The research aimed at contributing to the theoretical discourse on justice by adding knowledge gained from this rather new and specific research area and approach. In demonstrating that the theories of justice share a common ground with partnership practice, the following main insights are gained that should contribute to further theoretical debates (see also key lessons learnt in section 5.4):

- The regional level is a potential contributor to enhance justice and thus should be reflected in the theories of justice (please see section 5.1.3 for the discussion);
- Interactions between spatial levels are apparent. Both the theories of justice and the regional level partnership practice thus should pay attention to the linkages between the spatial levels (please see section 5.2.5 for the discussion);
- The thesis has also shown that action-focused process approaches to justice are applied. Practice, furthermore, confirms that justice must be understood as a development process within a framework established which enables learning. Although justice has a dynamic nature, the theories of justice do not explicitly mention the powerful mechanism of learning (please see section 5.2.4 for the discussion).

Further contributions to the scholarly debate are presented in the section on the value added (see below). The appraisal results should feed into the discourses on political philosophy and political science by contributing especially to the future of territorial cohesion and by integrating regional level politics for justice into the EU Cohesion policy.

Limits of the research

Besides adding to the scholarly debate, the research also faced limits. These comprise:

- The thesis was conducted by focussing on two specific theories of justice (Rawls's 'Justice as fairness' and Sen's 'Idea of justice') and by examining one specific case, the TEPs, only. Other ideas of justice and expertise of other partnership models were incorporated whenever reasonable. Still, this limits the research since studying other theories of justice would reveal additional applicable ideas. Moreover, due to varying contextual settings, the transferability of results faces its limits (see below).

- The appraisal was conducted for ‘objects’ (elements and aspects of the theories) and for ‘processes’ (mechanisms applied by the TEPs). Other dimensions, such as the subject dimension (‘who’), the ‘locality dimension’ (‘where’) and the time dimension (‘when’), were integrated when reasonable. In specific cases, a de-contextualisation was necessary. To provide an example: Rawls’s ‘fair system of cooperation’ is applied between citizens, but, when appraised, it is related to institutions. This may distort results.
- Only most relevant research areas have been included in the thesis such as public policy (EU Cohesion policy), governance, and spatial justice. Further contributions from other disciplines, such as law, security, environmental studies, and institutional design, when integrated, would bring additional insights.
- Since the appraisal concerned a particular model that is embedded in the overall EU policy, no assessment, finally, was conducted on other globally very important beliefs such as democracy and freedom.

The value added of the thesis

In offering the research results to the scientific community and to practitioners, in particular, the thesis adds value in the following dimensions:

- **Research results:** Since evaluating partnership practice by using the reference frame of contemporary theories of justice, as presented in the thesis, has not been carried out, as far as known, new knowledge was gained regarding the contribution of partnerships to justice. Regional level partnerships, exemplified by the Austrian TEPs, employ mechanisms that actually enforce justice. Information is now available that can be applied to various contextual settings (please also see ‘transferability of research results’ below and ‘practical justice standards’ above). Moreover, the thesis revealed shortcomings in the theories of justice especially that the regional level is omitted as a potential contributor to justice and that interactions between the spatial levels are apparent. Other shortcomings concern the missing process approach to justice and the mechanism of learning. In addition, research revealed relations between the regional level partnership practice and theories of justice. The relations especially concern the elements of equality, cooperation, and territory. Finally, the thesis has shown that the mechanisms applied by the TEPs have counterparts in the theories of justice such as employing a capability-friendly employability approach.

- **Research approach and research area:** Numerous debates and contributions deriving from scholars with varying views on moral philosophy, amongst others next to evaluation reports and studies on partnerships' impact are available. As informed, connecting regional level partnership practice with the theories of justice by contrasting elements of the theories of justice with mechanisms practiced, as presented in the thesis, was missing. Surveys that contrast the ideas with other new forms of governance established on the local and regional levels, have also not been identified by the author. The research thus opens up new areas of investigation since the exercise of partnerships is one of various *practical justice fields*. A specific research method was used in relating the theories of justice with regional level partnership practice that encompassed identifying and assessing central ideas of the theories and mechanisms applied by the pacts (see section 4.2.).

- **Transferability of research results:** The results of the review were drawn from expertise on partnerships within Europe and, in particular, on a specific type of partnership - the TEPs. Transferability of results to other alliances is only possible if conditions are comparative. This is not the case in general. Assumptions on regional contributions to justice of other partnerships, such as the Workforce Investment Boards in the USA or the Regional Partnerships in New Zealand, thus cannot be made due to partnerships' varying contextual settings and aims (contextual justice).

  Given the different contexts of the partnerships of the OECD LEED Forum, the review, nevertheless, allowed the author to deduce aspects applicable to specific contextual settings. The cooperative component, for instance, is an element shared by all members of the OECD LEED Forum. Many partnerships also support social inclusion by implementing integrative concepts, minimising injustices by setting action-focussed process approaches and focussing on those most in need; this is especially the case with social inclusion partnerships such as the Local Social Inclusion Partnerships established in the Slovak Republic. By appraising practice with theory, a set of principles is revealed that can be applied to altering settings.

Further research

Linking theories with practice opens up new areas of investigation. As aforementioned, the exercise of partnerships is one of various 'practical justice research fields'. Further investigation on the application of ideas about justice needs to be concluded to gain in-depth insights. Additional research needs to be carried out regarding contributions to justice from other models within the OECD LEED Forum as well as outside the Forum such as regional management associations, LEADER groups, and local agenda initiatives. These assessments may offer additional answers about justice contributions from varying geographical scales and contexts. Future work, including constant monitoring and evaluation on the partnerships' input to reduce injustices, thus is clearly needed.

In addition, little is known about the linkage between actor contributions to justice from different governance levels. Interactions between the spatial levels need to be scrutinised in more detail. As revealed, spatial contributions to justice are of great importance since they interact, resulting in both either diminishing or reinforcing each other. More explorations should be undertaken to get profound insights into the linkage between the governance levels (e.g. based on quantitative data). Further research areas should also comprise the multi-level arrangements in place since recent studies only brought insight from four multi-level arrangement models applied within the EU.

Finally, research is needed to issue clear statements on the practicability of ideas of justice that have not been in the focus of this thesis. These comprise, for instance, principles and rules deriving from other philosophers presenting theories of justice.

Final remarks

For many years, regional level partnerships have been impressive in finding sure ways to overcome obstacles: innovative strategies are developed and new approaches introduced to deal with complex problems on the ground. Partnerships are working towards breaking institutional and organisational barriers and hierarchical rules; thereby offering valuable innovations within their area of work and even beyond. Although they are not key players in reducing injustices, the partnerships have a huge potential for organising sustainable change towards justice. The research has shown that regional level partnerships, exemplified by the Austrian Territorial Employment Pacts, apply mechanisms that enforce justice when using the reference frame of the theories of justice, in particular that of RAWLS (2006) and SEN

(2009). The regional level at which the partnerships under scrutiny operate, however, is constantly omitted in theories of justice. In addition, interactions between the spatial levels are apparent and should be considered in theory and in practice. Contributions to justice from each territorial level, regarded as a location *and* 'active moments' in social processes, are of importance. Because governments' actions are often too short-sighted and do not aim at reducing inequality in the long run (DHÉRET 2011b), practical contributions from the local and regional levels must be considered to help reduce the widespread injustices within Europe and to achieve greater EU-wide social and territorial cohesion. Rather than focussing on the national level only, injustices that are diagnosed as such should be removed by counting on contributions from stakeholders at all governance levels.

Considering the continuous trend towards growing inequality between the rich and the poor, globally but also within European territories, a need is seen for making best use of the valuable applicable theoretical ideas of justice. The theories of justice, however, lack the ability to implementation and the political power to change. Moreover, global, international, and national developments to reverse the trend are not promising. Only little progress is also expected in near future. Since local and regional level partnerships are already established in many EU and OECD countries, they are well placed for contribution to justice from the lower hierarchical levels, apart from powerful instruments of redistribution such as tax policies. It is likely that important steps towards a more 'just and fair' society can be taken at the local and regional governance level with the policy instrument of 'partnerships'.

Policy frames thus are needed which demand for actual justice and allow more dynamic policy processes and learning not only horizontally, between actors at specific territorial levels (i.e. the local, the regional, the national levels), but also vertically, between governance levels. Building on the expertise gained by the TEPs regarding their multi-level arrangements practiced to improve coherence and consistency between policy measures, frameworks are required in which justice-relevant policy aims are aligned and interactions between governance levels considered. Launching social justice programmes in which 'partnerships for justice' are supported in the framework of the EU Cohesion policy, in particular would link justice research with public policy and would integrate regional level politics for justice into the debates on the future of territorial cohesion. Moreover, policies that promote partnership as a tool can help to limit or reverse inequality. This may not only make our societies less unfair but also wealthier (OECD 2014).

"*Addressing inequalities in the post-2015 development agenda means looking at both equality of opportunities (or lack thereof), and entrenched structural factors, including discrimination, all of which effect equality of outcomes*" informs also the UN SYSTEM TASK TEAM ON THE POST-2015 DEVELOPMENT AGENDA (2012, 8). Dynamic processes of delivering social justice are required that build on what is already available on the ground and that make best use of the valuable applicable theoretical ideas about justice. An action-focused process approach to justice, hence, is a necessity when aiming at building a 'just and fair' society by the practice.

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8 List of abbrivations

BMASK	Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection
COP	Community of Practice
EC	European Commission
ESF	European Social Fond
EU	European Union
EUREGIO	Europäische Region; bezeichnet grenzüberschreitende Zusammenschlüsse auf kommunaler oder regionaler Ebene
IAW	Pilot project “Integration through work, education and housing”
Kooo	Co-ordination unit of Territorial Employment Pacts in Austria
LEADER	Liason entre Actions de Développement de l‘Économie Rurale
LEED	Local Economic and Employment Development
LDC	Local Development Companies in Ireland
MDG	Millennium Development Goals
NEET	Not in Education, Employment or Training
NGO	Non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
OECD LEED Forum	OECD LEED Forum on Partnerships and Local Development
OP Austria / ESF	Operational Programme for Employment Austria / ESF
PEO	Partnership Practices of Member States on all levels; Effects on policies as well as impacts for ESF target groups; and Opportunities for improving policy planning and delivery
PES	Public Employment Service
SFP	Structural Fund Partnerships
TEP	Territorial Employment Pact
UN	United Nations
USA	United States of America

9 List of tables, figures and boxes

Table 1 *Identification of most important theoretical ideas, principles, and rules*

Table 2 *Characteristics in Rawls's and Sen's approach to justice*

Table 3 *Mechanisms applied in practice and their potential equivalent principles and ideas in the theories of justice*

Table 4 *Main results of the appraisal concerning the first research question*

Table 5 *Main results of the appraisal concerning the second research question*

Table 6 *Main differences between Rawls's fair system of cooperation and the partnership practice*

Table 7 *Main differences between Sen's idea on justice and the partnership practice*

Figure 1 *Research questions*

Figure 2 *Approach taken in contrasting the two theories of justice with partnership practice*

Figure 3 *Approach taken in appraising central theoretical ideas with partnership mechanisms*

Box 1 *The five key lessons*

Box 2 *Practical justice standards for local and regional level partnerships*

10 Annex

10.1 Declaration of authorship

I, Anette Scoppetta, hereby declare that this doctoral thesis and the work presented in it is entirely my own. Where I have consulted the work of others, this is always clearly stated.

Signed:

Date: Vienna, August 24, 2015

10.2 Curriculum vitae

First name(s) / Surname(s)	**SCOPPETTA, Anette**
Address(es)	ZEUGGASSE 1/9, VIENNA 1050, AUSTRIA
Telephone(s)	Mobile: **0043 699 10 100 266**
E-mail	scoppetta@zsi.at
Nationality	Austrian
Date of birth	05 December 1970
Gender	Female

Work experience

Dates	1999 to date
Occupation or position held	**Senior researcher**
Main activities and responsibilities	Project lead and/or scientific/policy advise contributions to projects in the field of labour market policy, social inclusion, workplace innovation, social innovation and regional economic development, such as "SI-Drive: Social Innovation: Driving Force of Social Change" (FP7 project), the "European Innovation Scoreboard: Exploratory report on Workplace innovation" (by order of the European Commission), "New partnerships for successful programmes of social innovation" (by order of Eurofound)., "Comprehensive Sectoral Analysis of Emerging Competences and Economic Activities in the European Union" (in consortium with TNO / NL, Progress Programme), "OECD LEED Forum on partnerships and local governance" (by order of OECD LEED), "CE-Ageing Platform" (responsible for writing the white paper on Active Ageing & demographic change in Central Europe), "Territorial Employment Pacts in Austria" (by order of the Austrian Federal Ministry of Labour, Social Affairs and Consumer protection), "Local Performance Indicators for Active Employment Policies' Implementation" (Employment Observatory / Greek), etc.
Employer information	*ZSI – Centre for Social Innovation*, Linke Wienzeile 246, 1160 Vienna, NGO

Dates	2001 to 2015
Occupation/position	**Head of unit "Work & Equal Opportunities " and member of the ZSI- Executive Board**
Main activities and responsibilities	Strategic orientation of the ZSI, establishment of the unit, human resource development, strategic planning of the unit, project acquisition, etc.
Employer information	*ZSI – Centre for Social Innovation*, Linke Wienzeile 246, 1160 Vienna, NGO

Dates	2014 to date
Occupation/position	**Lecturer**
Main activities and responsibilities	Lecturer on "Work Environment and Employment" as well as "Demography"" at the Danube University Krems for the Master of Arts in Social Innovation.
Employer information	*Danube University Krems***,** Dr.-Karl-Dorrek-Straße 30, 3500 Krems

Dates	2009 to date
Occupation/position	**Lecturer**
Main activities and responsibilities	Lecturer on "Active Ageing" at the University of Innsbruck, Department of Educational Studies
Employer information	*University of Innsbruck***,** Innrain, Innsbruck

Dates	1996 until 1999
Occupation / position	General Manager of the Regional Development Association of the Imst district, Tyrol
Main activities and responsibilities	Organisation and Co-ordination of regional key projects, keeping international contacts with partner projects, Moderation of seminars and workshops, Organisation of Seminars and Excursions, Advisor for EU - fond in the region, PR, Presentation of the projects, Book - keeping.
Employer information	IRI – Initiative Regionalentwicklung Imst, NGO

Education and training

Dates	1989 until 1996
Title of qualification	Master of Sciences
Principal subjects/	Landscape planning and ecology, Regional management
Name and type of organisation	University of Natural Resources and Life Sciences, Vienna
Level	ISCED, level 5A

Personal skills and competences

Mother tongue(s): German

Other language(s)

Self-assessment	Understanding		Speaking		Writing
European level (*)	Listening	Reading	Spoken interaction	Spoken production	
English	C2 Proficient user	C2 Proficient user	C2 Proficient user	C2 Proficient user	C2 Proficient user
French	B1 Independent user	B1 Independent user	B1 Independent user	B1 Independent user	B1 Independent user

(*) Common European Framework of Reference for Languages

Social skills and competences	Excellent communication skills gained through my experience as manager; Team spirit; Good ability to adapt to multicultural environments gained though my work experience abroad and in international organisations (e.g. Stay abroad in Kenya in 1995 at ICRAF; various Consulting/Policy advice experience regarding issues of labour market policies and regional economic development in EU-27 as well as in Southeast-Europe (Bosnia-Herzegovina, Moldova, etc.); Advanced training skills acquired for my lectures at the University of Innsbruck as well as at other occasions (lectures at post-graduate SOQUA-courses, etc.); Policy advice and consulting capacity.
Organisational skills and competences	Excellent leadership skills and organisational skills gained through my work as manager; profound experience in project or team management; accustomed to work autonomously and under tight deadlines; result oriented as well as strong client orientation; outstanding skills in mediating processes and networking (many years of experience in network establishment and coordination/cooperation).
Technical skills and competences	Detailed knowledge in European and Austrian social and labour market policies as well as regional economic development (particularly local/regional partnerships, governance, social exclusion, social dialogue management, social innovation, workplace innovation, local / regional development, innovative initiatives, multi-level co-operation) Expertise in European Cohesion Policy and European Structural Fond (especially ESF, ERDF) and related EU-Programmes (e.g. Operational Programmes, Progress, ESPON, European Territorial Cooperation) as well as European Framework Programme (FP); Transnational research/evaluation of projects / programmes; Networking of stakeholders and projects in OECD LEED Forum countries, experience in co-ordination and mediating processes of programmes and projects, Expertise in cross-sectoral and international networking, policy advice and project management.
Computer skills and competences	Advanced PC user, all MS packages as well as SPSS, knowledge in online-tools such as Lime-Survey, etc.

List of projects (selection):

- SI-Drive: FP7 SSH (Social Sciences and Humanities); large scale Integrated Project, Social Innovation: Driving Force of Social Change (2014-2017)
- EmployID: FP7-ICT-Technology Enhanced Learning project on scalable & cost-effective facilitation of professional identity transformation in public employment services (02/2014-01/2018)
- CASI (FP7) - Public participation in developing a common framework for assessment and management of sustainable innovation (01/2014-06/2017)
- Sinn: Social Innovation Trainings in SMEs (11/2014-04/2015)
- European Innovation Scoreboard: Contribution to the Exploratory report on workplace innovation (10/2013-05/2014)
- PES to PES Dialogue: Analytical paper “Successful partnerships for delivering employment services” commissioned by GHK Consulting Limited for the EC (08/2013 - 11/2013)
- Eurofound-Study “New partnerships for successful programmes of social innovation: Involvement of social partners and factors influencing the development of successful actions by new partners” (07/2012 - 03/2013)
- OECD LEED Forum on partnerships and local Governance (2004 to date): OECD / LEED Program, Research, Policy advice, networking
- Central European Knowledge Platform for an Ageing Society (2011): Central Europe Programme, Research
- Age-Work-Balance (2011): European Commission, DG Empl/Progress, Social Experiment, Research
- Community of Practice on Partnership in the ESF (2009): European Commission, DG Empl / Learning for Change (ESF 2007-2013)
- Coordination Unit of Austrian Territorial Employment Pacts (1999 to date): Operational Program Employment Austria (European Social Fond / ESF, 2007-2013)
- European Citizenship Consultations 2009 (2008): European Commission, "Debate Europe", Research and moderation
- Analysis of Emerging Competences and Economic Activities (2008): European Commission, DG Empl/Progress, Research
- Active Aging und TEPs (2007): EQUAL, Research
- Local Performance Indicators for Active Employment Policies' Implementation (2006): Employment Observatory, Greece, Research and Policy advice
- Project Identification - Labour Market Policy in Moldova (2005): OEZA/Austrian development Agency

- TEP_Equal_ELDERLY (2005): EQUAL, Research, networking
- Feasibility Study – cross-border Pact AT/HU (2003): PHARE CBC, Policy advice, research

Selection of international short term missions, trainings and lectures:

Trainings on Social Innovation for KMUs (Modules Active Ageing, Workplace Innovation; Project Sinn), Kapfenberg/Mürzzuschlag, February/March 2015

Keynote "Social innovation: just a new buzzword or a new way forward?", Creative Industries Austria Event "Need a boost towards Social Innovation", Brussels 18.-19 November 2014

Expert Workshop Moderation on "Workplace Innovation" within the framework of the Innovation Union Scoreboard, Vienna, 25 June 2014

Keynote "Neue soziale Praktiken im Vormarsch: Soziale Innovation & Soziales Unternehmertum", Innovationstag der Uni Linz, Upper Austria University of Applied Sciences FH OÖ Management GmbH, Linz, 10 April 2014

Workshop moderation: "Implementing the Youth Employment Initiative and the ESF to support the Youth Guarantee; develoing partnerships and stakeholder capacity" at the ESF Conference: Tackling youth unemployment in Europe: Building a better future for young people Vilnius, Lituania 14.-15.11.2013

Lecture: "Successful partnerships for delivering employment services", PARES Stakeholder Conference, Brussels, 24-25 October 2013

Lecture: "Social Innovation in civil society organisations", Soqua Summer School Social Innovation in Europe and Beyond: The concept, its potential, and international trends, Vienna, 12 July 2012

Peer reviews: 'PEO explorations' in Ireland (October 2010), Greece (June 2010), Germany (March 2010), Sweden (November 2009), Portugal (June 2009) (The 'PEO exploration' is a peer review method developed and implemented within the 'COP on Partnerships in the ESF' in order to examine partnership actions in EU - see http://partnership.esflive.eu)

Lecture: "Community of Practice on Partnership in the ESF 2009-6/2011" (Open days, 7 October 2008, Brussels as well as at Powering a new future: European meeting on Social innovation and Transnational cooperation, 11 December 2008, Lisbon)

Lecture: "OECD LEED Forum: Vienna Action Statement on Partnerships" (Conference "Open days"; 9. October 2007, Brussels)

Lecture: "Multi-level co-operation of the Austrian Pacts: Lessons learnt from the Green Paper on elderly people at the labour market" (Conference "Governments & Communities in Partnership"; 25.-27. September 2006, Melbourne, Australia)

Austrian Delegate at the UN-„Commission on the Status on women" for the topic "women and IT" (47th Session, New York, 3-14 March 2003)

Publications (Selection)

Scoppetta, A. (2015): Compilation of state of the art reports on policy fields. SI-DRIVE - Social Innovation: Driving Force of Social Change.http://www.si-drive.eu/wp-content/uploads/2015/06/D3.4_Compilation-report_policy-fields_30062015.pdf

European Commission (2014): Workplace Innovation - Concepts and indicators, Exploratory report written by Kesselring, A., Blasy, C. and Scoppetta, A., Part of the European Innovation Scoreboard (EIS) 2013-2014 project for Directorate-General Enterprise and Industry, Unit B3 Innovation Policy for Growth. August – 2014

Scoppetta, A., Buzin, A. and Rehfeld, D. (2014): Social Innovation in the social economy and civil society. Howaldt, J., Butzin, A., Domanski, D., & Kaletka, C. (ed.). Theoretical Approaches to Social Innovation - A Critical Literature Review. A deliverable of the project: "Social Innovation: Driving Force of Social Change" (SI -DRIVE). Dortmund: Sozialforschungsstelle.

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