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Innovation journeys of governance technologies

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We present a conceptual framework for studying the emergence, development, and global expansion of policy instruments. At the core is a view on policy instruments as technologies of governance which are socially constructed and, over the course of an extended innovation journey, may get embedded in different contexts of political practice.

We build our framework on concepts from policy and governance studies, organisation studies, innovation studies and science and technology studies. Our goal is to devise a genealogical approach to the study of policy instruments which is able to account for the social life of policy instrument and their special momentum. This is to integrate knowledge production, consultancy, and advocacy work, organised around specific policy instruments, into political analysis and explore implications for broader dynamics of governance change within and across specific governance domains.

The paper illustrates the framework with cases from two families of policy instruments, tradable permit schemes (e.g. emissions trading, fishery quotas, biodiversity credits) and deliberative procedures (e.g. citizens' jury, consensus conference, scenario workshops) and two governance domains as context of implementation (nature conservation and climate protection in the EU and USA).

The following concepts will be developed in the paper and combined into an integrated framework of analysis.

- Public policy (as strategic attempts to reconfigure and control *de facto* governance)
- Policy instruments as technologies of governance (comprising globalised governance models and working configurations in local governance contexts).
- Innovation journeys of policy instruments (as the process in which instruments become gradually articulated and stabilised in interactions of social scientific model development, policy design and political reconfiguration work in the context of different domains of implementation)
- Emerging constituencies of policy instruments (extending transnationally and comprising heterogeneous actors who engage with the instrument, develop specialised knowledge, skills, standards and organisations, and add momentum to the innovation journey, be it as promoters or opponents of an instrument)
- Co-evolution with governance domains (as the transnational dynamics of policy instruments interact with established patterns of policy-making, problem framing and political struggle for authority in the context of specific problem areas and jurisdictions)

For concluding the paper we highlight some of the methodological challenges that we have to meet in putting this framework to use for empirical case studies of innovation journeys of governance technologies.