

EUPAN Strategy Paper (July 2016 – July 2019)



first

The EUPAN Strategy Paper

Adopted during NL-Presidency

DG-meeting at 16-17 June 2016

In Amsterdam

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Introduction

To strengthen EUPAN's position and functioning, several recommendations are formulated and will be implemented during the next years¹.

The objectives include, for example, the implementation of more interactive working methods and the continuous update of the Rolling Programme, which establishes specific themes and topics for work and discussion during the 18 months programming perspective. In the upcoming future, EUPAN shall adapt to the new interactive working methods, the Handbook shall be renewed and improvement of the website shall be explored. But first of all, a Strategy Paper need to be drafted.

Following the recommendations² of the Evaluation of EUPAN, the DG's of EUPAN decided in their 65th DG meeting on 3 December 2015 in Luxembourg to draft a Strategy Paper for EUPAN for the next three years (July 2016 – July 2019). During the Evaluation of EUPAN in 2015, a SWOT and Stakeholders analysis were completed, together with a survey among the EUPAN members. The main results can be found in several documents³ and some overviews in the Annex.

Based on these documents and an analysis of trends for the future of EUPAN⁴, during the Dutch Presidency, a preparation group of NL, LU, SK, MT, AT and the EC developed in several steps this draft Strategy Paper. During the Working Level meeting on 28-29 April 2016 in Amsterdam all Members of EUPAN expressed their opinion on the most relevant domains for the future work in EUPAN.

The definition, organisation, role of EUPAN and the mandate of the members of the informal network can be found in the (2016 update of the) EUPAN Handbook.

This first Strategy Paper is adopted during the 66thDG meeting on 16 - 17 June 2016 in Amsterdam.

Objectives of the EUPAN Strategy Paper

The objective of the Strategy Paper (SP) is, in line with the conclusions of the Ministerial conference on 3 December 2014 in Rome, to focus on a limited number of strategic domains that value EUPAN's capacities and uniqueness and encompass the most important challenges for the future of Public Administrations in national, European and international contexts.

The EUPAN Strategy Paper defines for 3 years the strategic domains and topical areas to be dealt with at an operational level during each Presidency. The implementation and expected results will be defined in the Rolling Programmes (RP). Beside the regular EUPAN meetings, specific conferences can be organised by the respective Presidencies, like a CAF event or the Quality conference.

Slogan

'EUPAN: working together for high quality public administrations and public services in Europe'

Mission

To continuously improve good governance, performance, competitiveness, professionalism and quality of public administrations in Europe by inspiring and supporting each other, by organising joint activities, and developing new tools and methods in the field of public administration, based on sharing views, experiences and interesting practises among EU Member States, the European Commission, observer countries and other organisations. Members states are working together in EUPAN on a strictly voluntary basis and make their decisions by consensus.

¹ Evaluation of EUPAN –List of Implementation Actions, DG meeting 3rd of December 2015, Luxembourg

² Recommendations for the future of EUPAN, DG meeting 3rd of December 2015, Luxembourg

³ Report on the Evaluation of EUPAN and Stakeholders analysis, DG meeting 11-12 June 2015, Riga

Evaluation of EUPAN –List of Implementation Actions, DG meeting 3rd of December 2015, Luxembourg

⁴ Overview of trends and impact on Public Administration, EUPAN Dutch Presidency paper for EUPAN Working Level meeting on 28-29 April 2016, Amsterdam

EUPAN Strategy Paper (July 2016 – July 2019)

Vision

Shaping high professional and modern public administrations with citizen-oriented services in European Member States and the European Commission by working together in an informal network to foster economic growth and social inclusion in Europe. Therefore, EUPAN aims to be(come) the reference network for innovative HRM & Organisational development in Public Administrations, as well as for innovative public service delivery in Europe and -in the long run- for relevant European policy areas of good governance and public administration modernisation. Furthermore, member states can support each other in smaller groups or on peer- to-peer basis as sparring partners for modernisation of the public administration.

Added value of EUPAN in the field

EUPAN brings together the management, knowledge and experiences of all EU Member States, the European Commission and observer countries in several strategic domains of public administration. EUPAN strives to act as the reference network for public administrations in Europe, especially in respect to the areas of civil service, public services and good public administration. Working on shared visions, sharing innovative methods and approaches and learning from each other's experiences in relevant domains are the core strengths of the network (see Annex). The European context offers some additional support services that can be used by modernisation of public administrations.

EUPAN maintains relationships with stakeholders and with other relevant networks in Europe and worldwide to make their voice heard, to exchange knowledge and to avoid unnecessary overlap.

EUPAN disseminates its work to support the development of public administrations in Europe.

Main challenges of Public Administration in coming years

Global tendencies in politics, economy, development of technologies, migration and demography, society and civic participation will form an increasingly complex and dynamic environment also for public administrations in Europe. Future work environment is well characterized by four elements: volatility (characterises change dynamics, scale and pace), uncertainty (characterises lack of predictability, the fact that part of future events will be surprising), complexity (characterises varied forces and factors that affect the operation of organisations) and ambiguity (refers to difficulties to precisely determine the connection between the causes and consequences, high risk to erroneously interpret events).

These and other factors will determine the increasing demand for a high quality professional civil service and for strengthening the role of managers as leaders to balance different interests, to collaborate with people of various generations, backgrounds and opinions, with an orientation towards development – openness for new ideas and initiatives, development of employees and management of change.

Social changes and technological innovations have impact on the relationship between public administrations and the society. A greater participation and cooperation can be observed in new relationships both within and outside of existing structures. Citizens wish to be addressed and involved in an open way by the public administration, from policy making to public service delivery. They do not want a traditional civil service that devises and implements goals and solutions from their offices: instead they want a civil service that takes citizens seriously and works together with them and shares information and data. This open public administration brings along new challenges for the civil service in communication, co-creation, decision making, accountability, integrity, transparency and security issues, as well as in skills needed.

Economical and technological development also offers new opportunities for public organisations. At the same time it also requires more efficiency and effectiveness of public organisations, internally, as well as in external service delivery. More orientation on outcome performance and results, the need for other organisational structures (e.g. shared services) and more inter-organisational coordination requires also a change in culture.

Above mentioned trends and developments requires reforms in all public administrations in Europe.⁵ The EC offers individual Member States (financial) support in some areas of reform⁶.

⁵ Based on sources used for the Overview of trends and impact on Public Administration, April 2016, Amsterdam

⁶ In the framework of the European Semester and the Structural Reform Support Service (SRSS).

EUPAN Strategy Paper (July 2016 – July 2019)

Strategic domains and specific topics of interest for the future (2016 – 2019)

Based on the strengths of EUPAN in its areas of expertise, related to the outcome of trend analysis⁷ and the prioritising by Member States⁸, the following trends and main domains were identified – with high consensus – as priorities of EUPAN for the next 3 years.

A. Change in the composition of workforce and its challenges (ageing, migration and work-ability requires workforce and labour market trend analysis & strategic planning, modernisation of HR Policy & Management, capacity building, motivation and health management, leadership (of change)).

1. Capacity building, competence & career development, enhanced mobility and employability, lifelong learning, employee wellbeing and motivation for a professional and innovative civil service, and an attractive PA on the labour market.
2. Leadership & management development and accountability for diverse, inclusive and continuous changing PA (including knowledge management & inter-generational/-organisational/-national cooperation).
3. Demographic & workforce trend analysis on future (skills) requirements, and evidence based management for a future-oriented strategic HR and planning.

B. Embracing digital (r)evolution in Public Administrations (it offers new opportunities for internal and public services, processes and involvement of citizens & stakeholders but requires new skills and competences, transparency, accountability, values and integrity).

4. Effective, equal and demand driven high quality service delivery for citizens with stakeholders involvement, use of IT, use of behavioural insights & analysis.
5. Open government, transparency and accountability, integrity, (data) protection & security

C. Lower economic growth and therefore growing financial constrains (it requires internal efficiency, efficient and effective public service delivery by outcome orientation & performance assessment).

6. Professionalization of HR function and processes in PA
7. Improving internal efficiency by organisational development of structures, steering & coordination instruments and culture, process redesign (including Reforms of PA and PA in life cycle of policy design).

Cooperation with other stakeholders in the field

Many other formal or informal networks, expert groups, organisations and institutes are active in the broader field of public administration and good governance (see Annex).

In domains or topical areas where EUPAN is not the key player, relations with other expert networks can contribute to and complement EUPAN's work. It is important, however, to avoid duplication of work. Relevant stakeholders may be of benefit by exchanging information, results and sharing expertise. In some cases a specific contribution or tasks to be delivered to EUPAN can be agreed upon. Concrete proposals can be made in Rolling Programmes and discussed in the EUPAN 5 Secretariat before decision-making in the DG meetings.

Relations with the Rolling Programme

While the Strategy Paper defines the strategic domains for EUPAN's work for a given period, the Rolling Programme should define activities and expected results within these domains. The Rolling Programmes therefore shall be based upon the SP and provide specific areas and topics of work.

During every Presidency, the RP will be updated and expanded with the topics of the next Presidency in line. The Presidency in charge for the update of the RP should make sure the topics of the RP, including the third Presidency of their group, are and will be in line with the SP.

⁷ Overview of trends and impact on Public Administration, EUPAN Dutch Presidency paper for EUPAN Working Level meeting on 28-29 April 2016, Amsterdam

⁸ Polling with the Mentimeter App during the EUPAN Working Level meeting 28-29 April 2016 in Amsterdam

EUPAN Strategy Paper (July 2016 – July 2019)

Reporting on and renewal of the Strategy Paper

The experience of the SP and the way it was executed and/or respected as a guideline for designing Rolling Programmes should be reported prior to the termination of the SP in effect. This first SP shall be in force during the Presidencies of SK, MT, UK, EE, BG, AT and end on 30 June 2019.

In case new developments during the duration of the SP require any changes, the prevailing Presidency together with the EUPAN 5 Secretariat takes care of a process of updating the SP. Such an update shall comply with the general rules and conditions for creating a SP as described in the applicable chapter of the renewed EUPAN Handbook.⁹

Prior to the termination of the current SP on 30 June 2019, a process shall start to make a new (or renewed) SP for the next period of 3 years. The preparation of the new (renewed) SP should take into consideration the evaluation of the previous SP, a new trend analysis, a new SWOT and stakeholder's analysis, as well as a new playing field overview. For time management purposes, in order to have a new SP by the end of the three-years circle (the 6th Presidency), it is recommended to start the above process during the 5th Presidency (Bulgaria). The EUPAN 5 Secretariat is responsible for the process in general.

As Italy and (one delegate of) France had reservations, especially on the list of topics, this first Strategy Paper will be reviewed after one year instead of after 3 years. This means that at the end of the Maltese Presidency the DG's will look back on the usefulness and actuality of the Strategy Paper so far, and can propose adjustments for the future. The EUPAN 5 Secretariat is in charge for the monitoring and agenda setting of the EUPAN Strategy Paper.

⁹ The EUPAN Handbook shall be renewed during the Slovak Presidency in 2016.

EUPAN Strategy Paper (July 2016 – July 2019)

Annex

SWOT analysis EUPAN

Strengths	Weaknesses
<ul style="list-style-type: none"> ✓ The informal character of the network ✓ Exchange of experiences and knowledge ✓ Rotating presidencies, taking up responsibility for all aspects of the organisation of the meetings ✓ Networking and (bilateral) contacts - The existence of the network - The uniqueness of EUPAN: <ul style="list-style-type: none"> o Only forum for exchange of experience on PA and PA reforms at DG level o Strong orientation on HRM and service delivery o Mores specific and practical based than OECD groups - Use of commonly developed instruments like CAF in a number of countries, facilitating bench learning 	<ul style="list-style-type: none"> ✓ Low impact ✓ Lack of (tangible) results ✓ Toothless discussions ✓ Low visibility (no dissemination) in the Member States, nor horizontally, nor vertically ✓ Handbook instructions for the smooth preparation of the meetings is not always followed - Lack of continuity/consistency/coordination across presidencies - No clear direction / scope - Too many topics on the agenda - Sustainability / knowledge management needs to be improved - Involvement of the Member States is divers
Opportunities	Threats
<ul style="list-style-type: none"> ✓ Ambition of a large majority of MS to set ambitions higher in the future ✓ Increased demand by MS for more tangible results ✓ Demand of MS for fewer topics but more in-depth discussions - MS demand for more strategic role for DG meetings - Limited overlap with other networks - Public Administration Reform more and more on the European Agenda - Initiatives taken by the European Commission in the field of Administrative Capacity Building 	<ul style="list-style-type: none"> ✓ Not enough resources for qualitative and sustainable knowledge and communication management of EUPAN (website, intranet) - Hidden overlap with other networks - Lack of a comprehensive view on the networks - Lack of coordination at national level between members of various networks - Diversity of responsibilities of Ministries represented in EUPAN - Division on the network regarding the creation of a shared vision on PA and role to be played in the new EU context: risk for a EUPAN "a deux visittesses"

Source: Evaluation of EUPAN 2015

