



THE EUPAN-HANDBOOK



THE EUPAN HANDBOOK

The Czech Up-Date

Foreword

During the Finnish Presidency (2006), it was decided that a EUPAN handbook would be drafted. It would be based on the work done previously for the IPSG handbook, the EUPAN Administrative Framework, the Communication Plan and the EUPAN Circa protocols.

During the Portuguese Presidency (2007) a second draft of the EUPAN Handbook was drawn up, taking into consideration the Finnish draft, several documents from previous presidencies available in the old CIRCA and suggestions from the working group members. The original version was approved by the Directors General in their 49th meeting of 10-11 December 2007 in Lisbon.

The first up-dating of the EUPAN Handbook passed during the Slovenian Presidency (2008), between all the merging NCP sub-group with HRWG and the usage of the *Your Europe* website.

During the French Presidency (2008) the Task Force on the Future of EUPAN was organised and terminated after the elaboration of the Final Report approved on the 30th November 2008 in Paris. Four areas have been identified where improvements in the organisation and procedures of the network were needed in order to enhance its effectiveness and efficiency, namely:

- Horizontal coordination and co-operation within EUPAN;
- Co-operation with other organisations;
- Dissemination of results – visibility of EUPAN;
- Sustainability and continuity of EUPAN.

The Czech Presidency (2009) has started with the up-dating of the Handbook, within the meaning of implementation of the Task Force. The process was made in three phases: (1) actualisation of the structure of the Handbook, (2) actualisation of the content of the Handbook with the help of the comments and discussions formulated during the WG Meetings and/or via email, (3) finalization and approval, by the Troika, during the 52nd DG Meeting in Prague.

WHAT IS THE EUPAN HANDBOOK?

This handbook has been drawn up for the use of the European Public Administration Network (EUPAN).

This handbook is a concise manual, intended to be a guideline book that provides specific information concerning EUPAN functioning.

It describes the EUPAN mission, structure, and standard procedures as recommendations for the different fora of the Network.

WHY THE HANDBOOK?

The aim of the EUPAN handbook is:

- To work as an information tool for new individuals joining the Network and its meetings.
- To promote information-sharing and horizontal co-ordination and co-operation inside the Network as well as strengthening their effectiveness.
- To share a common vision of knowledge management inside the Network.
- To promote good practice and continuous development of working methods.
- To provide information of the Network to outside co-operative and interested partners, and the general public.

HOW TO MAINTAIN THE HANDBOOK UPDATED?

This handbook is not intended to be a static document. It is crucial for its permanent usefulness that the Presidencies update the information when deemed necessary, in light of Network developments (e.g. the contact list).

HOW TO MAKE THE HANDBOOK VISIBLE?

The handbook should be available on the old CIRCA the new EUPAN Website. Furthermore, each Member State should make it available on their national websites.

LIST OF ABBREVIATIONS

AHG(S)	Ad-hoc Group(s)
CAF	Common Assessment Framework
CIRCA	Communication and Information Resource Centre Administrator
CAFRC	CAF Resource Centre
DG(S)	Director-General(s)
DISPA	Directors of Institutes and Schools of Public Administration
EC	European Commission
EFQM	European Foundation for Quality Management
EGOV WG	E-Government Working Group
EGPA	European Group for Public Administration
EIPA	European Institute of Public Administration
EU	European Union
EUPAN	European Public Administration Network
HR	Human Resources
HRM	Human Resources Management
HRWG	Human Resources Working Group
IIAS	International Institute of Administrative Sciences
IPSG	Innovative Public Services Group
LT(S)	Learning Team(s)
MS	Member States
MTP	Medium Term Priorities
OECD	Organisation for Economic Co-operation and Development
SC	Steering Committee
SD WG	Social Dialogue Working Group
SG(S)	Sub-Group(s)
TF(S)	Task Force(s)
WG(S)	Working Group(s)

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1. General information about EUPAN

1.1. DEFINITION

EUPAN is an informal network of the Directors General responsible for Public Administration in the Member States of the European Union, the European Commission and observer countries.

The informal structure of the Network is steered by the Ministers responsible for Public Administration.

1.2. ORGANISATION

EUPAN is organised on three levels:

- Political: Ministers and the Commissioner responsible for Public Administration;
- Management: Directors-General;
- Technical: Working-Groups.

1.3. HISTORY

Informal co-operation in Public Administration within the scope of the European Union Council has been taking place since the second half of the 70's in a structure designated as the Committee of the Directors-General for the Public Services of the Member States and the Commission.

This structure has always had an informal character as the Treaties of the European Union do not establish community powers for public administration organisations.

This Committee held annual meetings and discussed themes of common interest for public administrations in the context of European integration, with special emphasis on the free movement of workers.

The first Informal Conference on Management in Public Administrations of the European Community, bringing together the Ministers of the Member States responsible for public administration and the European Commission was organized in Maastricht on the 24-25 February 1988.

There the Ministers "agreed on the desirability to exchange information and experiences among themselves and between their top-level civil servants responsible for management and personnel policy in their administrations", and called upon these top-level managers to arrange informal meetings in order to prepare the next informal conference at ministerial level. Representatives of the European Commission also participated in this preparatory committee, which

requested submission for proposals on further improvement of public management in the European context.

The Ministers also agreed on the role of the European Institute of Public Administration (EIPA, created in 1981), this role being primarily to stimulate and coordinate studies on matters of public management.

The Second Informal Conference of the Ministers from the Member States and the EU-Commissioner in charge of public service took place in Luxembourg on 5-6 July 1990. In this meeting, the Ministers expressed the will to continue informal discussions on issues related to public administrations and their capacities to deal with European affairs. They also decided that the preparatory committee would meet at least once a year in the country holding the Presidency of the Council or at another agreed venue, such as EIPA. The Ministers discussed the possibility of associating the preparatory committee with the Committee of the Directors-General for the Public Services of the Member States and the Commission.

In 1991 a decisive push was given to structuring the network.

In their 18th meeting, held in Brussels on 19-20 September 1991, the DGs responsible for Public Administration debated and adopted the suggestion put forward by the French delegation that a request be put to Ministers to give them a clear mandate so as to allow for a better structure of the DGs meetings.

At their third informal conference, held in Maastricht on 19 November 1991, Ministers decided to entrust to DGs, in collaboration with the Commission and with the support of EIPA, the responsibility for the agenda and preparation of the documents for the meetings of the Ministers. This decision also included a clear mandate given to the DGs to meet regularly to exchange points of views on developments in public management within EU Member States and, in particular, to consider detailed matters such as quality in and access to public services. Procedural and organizational matters would be freely established by the DGs, who decided on a two-tier co-operation structure: political guidance would be ensured by the Ministers and the management/operational level by DGs (designated as Informal Group of DGs).

Following this mandate given by Ministers, the DGs agreed, on 4 December 1992 in London, on the terms of reference and organizational aspects for their meetings.

As terms of reference, they established that they would discuss questions of common interest arising from the involvement of public authorities in the activities of the Community with a view to improve its efficiency, including the contribution made through the modernization of the public administration in member states; strengthen collaboration between national authorities through regular exchange of information; prepare the meetings of Ministers and put into effect its conclusions; and assess regularly the value of their work. As far as the organizational aspects were concerned, it was decided to meet twice a year in the Member States holding the Presidency of the Council of Ministers, which would act as chair of the meeting.

At that time, the task of preparing the meetings documents was given to EIPA.

At this meeting, it was also agreed to establish a Directors-General Troika for preparing DGs meetings. The Troika would be composed of the Presidency and the immediate past and next Presidencies and also the Commission and EIPA.

The mandate given to DGs was broadened by Ministers in 1996. DGs were asked to handle other subjects such as national civil servants' training in European affairs and the related issue of mobility between European Union countries' public administrations, alongside other areas where administrative co-operation ought to be strengthened.

At the DGs meeting held on Helsinki on 3-4 November 1999, the question was raised on the issue of setting up a permanent secretariat that would be responsible for making preparatory work in such detail as to prepare documents that would permit proposing conclusions to be adopted. The secretariat should follow the developments on the principal topics of concern to the DGs and should be directly linked to the troika.

Also raised in 1999 was the need to promote the continuity of the work carried out by DGs, ensuring that issues of a general interest to the EU Member States lose no importance or be simply left out of the agenda without the desired results being achieved. Unanimity was reached on the proposal for making multi-annual planning (medium-term). This left each presidency the room to develop its own initiatives or proposals in order to combine continuity with innovation. This project was developed by the following Presidencies and the first Medium Term Programme was presented in 2001 (Swedish Presidency).

In 2000, the Troika structure was redesigned in a formula of Troika+1. The extended Troika was now composed of the Presidency and the two immediate past and next Presidencies and also the Commission.

In November 2000, the DGs decided, at their meeting in Strasbourg, that each member of the Troika should appoint a correspondent who would take an active part in the organisation and follow-up of work of the DGs and related working group. This was the establishment of the Troika Secretariat.

The structure of the Network was established and the idea of EUPAN started to take form.

The idea of a permanent website for the DGs had been pursued for some time and new developments came in 2001 when the Commission stated that the CIRCA system could be used for that purpose. At their meeting in Uppsala on 17-18 May 2001, the DGs welcomed and accepted this offer and decided that the secretariat should be responsible for the operation of the permanent website which would serve as a database and tool for information sharing and that it should be evaluated after two years.

In 2002, the Danish Presidency made a self-evaluation of the Network (designated as European Public Administration Network - EPAN). The purpose of such an assessment was to establish whether the network was reaching its objectives and whether the functioning and

organisational structure of the network could be improved. No evaluation was made on whether the issues dealt with by the Network were appropriate.

The assessment was presented to the DGs in their meeting, held in Ellsinore on 25-26 November 2002, during which they agreed to continue and improve their co-operation by establishing some procedural adjustments on the Network's organisation.

The EUPAN website idea started also in 2002 under the Danish Presidency and its aim was to disseminate suitable documents to a wider audience, providing accessibility to everyone. In 2003, the idea was developed and the DGs welcomed the management and financing by EIPA of this new site. The website was presented in 2004 at the DGs meeting, held in Maastricht on 22-23 November, and became operational in 2006. As the abbreviation "EPAN" was already being used by another network, the website and the logo for the Network were produced under the name EUPAN.

During the French Presidency (2008), due to a wide-spread criticism concerning the weak outcomes and procedural heft of the network, but rather considerable human resources and financial input, a *Task Force on the Future of EUPAN* was set up at the 50th Directors-General meeting in Brdo in May 2008 and met four times during the French Presidency. Several Member States, together with the European Commission and EIPA, took an active part in the Task Force, providing input to the network reform with regard to internal reorganisation, cooperation with other organisations as well as dissemination and visibility. The final report of the Task Force, adopted by the Directors-General in Paris in December 2008, outlined various reform aspects, among which: creating a single EUPAN webpage; more effective, efficient and output-oriented results; closer cooperation among the working groups and other EUPAN structures.

These results were implemented into the current Version of the Handbook.

The Memorandum of Understanding between EIPA und EUPAN, approved in the 51st DG Meeting in Paris, specifies the process related to the setting-up of the new EUPAN website.

From 2008, Norway has been an observer in the EUPAN DG Meetings.

1.4. MISSION

To improve the performance, competitiveness and quality of European public administrations by developing new tools and methods, in the field of public administration, based on the exchange of views, experiences and good practices among EU Member States, the European Commission, observer countries and other organisations.

1.5. VISION

To support the implementation of the Lisbon Strategy by placing the citizen at the centre of public management and by working in various areas (human resources, innovation and quality of public administration, e-government and social dialogue) and with different actors in order to foster efficiency and customer orientation in European public services. Moreover, to further the essential nature of EUPAN as an informal network of Member States working together on a strictly voluntary basis and making their decisions by consensus, a network which is contributing to a gradual creation of a European administrative space.

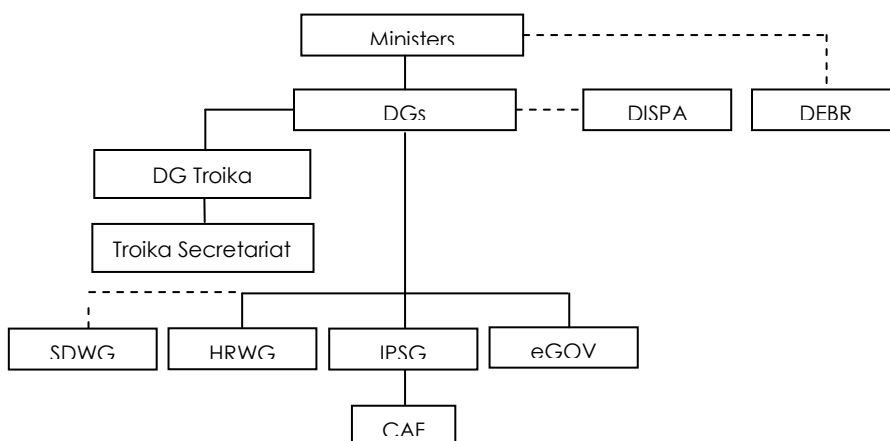
1.6. NETWORK

The Network is composed of three working groups (WGs) which report directly to the DGs:

- Human Resources Working Group (HRWG)
- Innovative Public Services Group (IPSG)
- E-Government Working Group (E-Gov).

The IPSG has a subgroup: Common Assessment Framework Expert Group (CAF).

The chart below represents the structure of the Network as well as the two Groups (DISPA and DEBR) that work in co-operation with EUPAN.



2. The role of the different actors

To make the internal organisation of EUPAN more effective, three principles should be taken into account in both horizontal and vertical structure:

- Improved continuity and output-oriented results;
- Collective governance;
- Pooling of resources.

2.1. MINISTERS

The Ministers responsible for public administration in the EU together with the Commissioner in Charge of Personnel and Administration meet approximately once every two years. The Ministers' meetings are the most important ones in regard to the approval of guidelines and the steering of the Network. The Ministers' meetings concentrate on the main issues of EUPAN and do not take a stand on what is happening in the detailed projects.

The Ministers' meetings are scheduled so as to steer the DGs in what is the political will with regard to the target-setting of the MTP.

2.2. DIRECTORS-GENERALS

Based on the guidance and visions the DGs have received from the Ministers, the role of the DGs is to set specific targets for the Network and react to the reports issued by the working groups. This means that, if necessary, the DGs have a role in redirecting the work if the targets are not achieved and if the work does not concentrate on priority areas.

The DGs meet once during each Presidency.

2.3. PRESIDENCY

The Presidency is the country that presides over the Council of the EU and is an important actor in EUPAN work.

One of the most important tasks of the Presidency is to push EUPAN work forward by taking the initiative in developing projects or by stimulating and coordinating the work of the WGs.

Within common targets, the different WGs have to decide upon how to reach the targets and plan what should be done during each presidency. This planning is made by the Presidency with the collaboration of the WGs members. Each Presidency should present amendments to the work programme at the end of the Presidency.

Each Presidency is assigned with tasks, as follows:

- To manage the documents available on the CIRCA¹;
- To organise and chair the Network meetings though other countries can volunteer to host specific meetings;
- To make documents available before the meetings, with at least one week's notice: the documents should also be available on the web.
- To produce the minutes and to make them available after the meetings;
- To update the contact list of Network members in different groups;
- To contact and provide information to outside partners of the Network (e.g. OECD, EGPA).

2.4. EUROPEAN COMMISSION

The main role of the Commission in EUPAN is to:

- Help identifying working areas which complement the activities undertaken in the Community Institutions;
- Advise and provide expertise.

The Commission actively participates in the three levels of EUPAN. The Commissioner responsible for administrative affairs assures representation at a political level. Participation at management level, where also the overall coordination of EUPAN activities takes place, is assured by the Director-General of the Personnel and Administration Directorate-General (DG ADMIN). Working and expert groups are attended by Commission staff from DG ADMIN, the Secretariat General (SG) and the Directorate General for Information Society (DG INFSO). The European Administrative School (EAS) participates in DISPA meetings.

2.5. EXTENDED TROIKA

The extended Troika is formed by the present, the previous and the two upcoming countries of Presidency as well as the European Commission. The Presidency may enlarge the Troika to the second past Presidency, according to needs. The role of the Troika is to ensure continuity in the planning and implementation of the EUPAN MTP agenda and to assist the Presidencies in the planning of the agenda and the meetings. The Troika countries also monitor the work and results of EUPAN on a more frequent basis so as to be able to give advice to the Presidencies on upcoming issues.

¹ And on the EUPAN website after its launching.

Troika co-operation is also vital in ensuring the whole-of- the network point of view in the work done by the WGs during each Presidency. Therefore, it is recommended that, in the Troika meetings, the different EUPAN WGs are represented as much as possible.

The DG Troika and Troika secretariat are important for the preparatory work but also as a meeting point of the representatives from the different SGs. The Troikas have a co-ordinating role as well as a role in surveying, between the DGs meetings, on how the work related to the goals is progressing.

2.5.1. DG-EXTENDED TROIKA

The DG-Troika (consisting of the DGs of the Troika countries and the European Commission) is important in planning DG-meetings and in keeping the DGs informed of the work done in the different WGs. The DG Troika meetings take place twice in each Presidency.

2.5.2. EXTENDED TROIKA SECRETARIAT

The Troika secretariat consists of members from the working group level of the Network and is in close contact by e-mail to help each Presidency to carry out its tasks. The Troika secretariat also works on connecting the different points of view of the WGs.

The Troika secretariat meetings take place twice during each Presidency. One Troika secretariat meeting may be cancelled by the Troika countries because of the lack of agenda or if the communication via email or videoconference is sufficient enough.

2.6. WORKING GROUPS

The WG form the EUPAN structures of work and are composed of national experts from the EU MS and the European Commission. A working group is permanently established within the network, unless the plenary DG meeting explicitly decides otherwise. It is understood that the Presidency will arrange for the organisation of WG meetings. In response to particular agenda items, member states are encouraged to nominate experts in relevant fields and issues to attend the working group meetings.

Each WG has core working area, although they all work towards the main aims of EUPAN.

The basis of the WGs work derives from the Ministers and the DGs resolutions and from the MTP which, along with each Presidency's priorities, defines the specific working areas, the projects and the results to be achieved.

The WGs also prepare the DGs meeting from the perspective of each WG's field of competence.

If a WG represents less than 50% of the Members States in two following meetings, it becomes, after the approval by the DGs, a learning team, and has to identify a leader country.

2.7. SUB-GROUPS

Depending on the DGs approval, the WGs can create SGs focused on a specific working area of the WG. These SGs can be seen as expert groups.

SGs are stable structures composed of delegates from the EU MS but do close down when the mandate is over.

The SG work programme is defined by the WG responsible for giving a mandate to the SG.

For the creation of a SG it is important that:

- A working area should be defined for the SG which requires specific meetings or specific tasks;
- The countries represented in the WG should volunteer to participate in the SG;
- The WG should give a clear mandate to the SG, approve the work programme, monitor the ongoing projects and evaluate the work done;
- The DGs should approve the SG creation in the DGs meeting.

2.8. AD-HOC GROUPS & TASK FORCES

The WGs can create AHGs or TFs to develop specific projects that need specific expertise.

The AHG/TF have a short life span which is limited by the mandate given by the WG and dedicated to the accomplishment of a specific task.

It is composed of members of the WGs and experts from the public administrations (if they are useful to the group task).

For the creation of an AHG/TF it is important that:

- The WG has some specific task that demands specific expertise to be undertaken properly;
- The members represented in the WG should volunteer to participate in the AHG/TF based on special interest or expertise;
- The WG should give a clear mandate to the ad hoc group, monitors the ongoing work and evaluates the results.

2.9. LEARNING TEAMS

A learning team is created in order to address a specific issue on the initiative of one or more countries and after the agreement of the Presidency. It is driven by an identified country that takes charge of the meetings organisation. The leading country can share the costs with other participating countries. Each LT has a sunset clause and, normally, the life-span of a learning team cannot exceed three Presidencies. Temporary LTs can be set up within each WG or within EUPAN on the basis of particular common interests of some members and with the objective of producing outputs to share within the WGs. The LTs work has to be connected to WGs/EUPAN mission and to the MTP in course.

The Learning Teams participants could be:

- Members of one group;
- Members of different EUPAN WGs;
- Experts/consultants invited by the LT.

There are some guidelines and principles that should be taken into account to ensure the LTs run well:

- The LT philosophy of action should be “win-win”: all LT members should learn with the LT experience.
- The LT nature is not academic but practical.
- The LT “clients” are the LT members, the WGs members, the EUPAN Network and the European public services.
- The LT is free to set up its form of work, i.e. coordination, responsibility for the minutes of the meetings, possible reports and presentations, etc. To avoid extra costs for the MS attending the meetings, the LT members are free to decide on their manner of work.
- The role of the Presidencies is strictly to approve the creation of each LT, oversee the work developed and collect the results of the LT working plan. Their responsibility is only to facilitate the work, not to finance or to assume direct coordination of the LT.
- The creation of LTs could be useful:
 - To align the WGs activity to the Member States' needs and expectations (volunteer basis).
 - To cover more themes in the MTP, increasing the WGs results.
 - To share practices and findings among MS in a deeper way.
 - To work on specific themes that do not have the necessary consensus of the WGs to be a common project.

Organisation:

- LT reports to the TROIKA Secretariat and to all countries participating in the LT,
- LT's activities may be presented in the WG or DG Meeting, according to the needs,
- LTs are granted access to the networks resources.

2.10. ASSESSMENT

The WGs / Sub-Groups / LTs must be accountable for the use of their resources and the quality of their output. There is no open-ended commitment for the continuation of any working group and in case of insufficient activity or acquisition detected by the assessment procedure, it may be disbanded by the DGs Meeting. The TROIKA could designate an experienced panel to analyse the production of each WG, validate their assessment and make the recommendation for the DGs.

2.11. DELEGATES

The delegates represented in the groups have an important role in the Network. Some of the most important tasks of the delegates are:

- To participate in the meetings actively;
- To participate in the WG projects by giving their opinion, responding to surveys and collaborating in the group activities;
- To share good practices or relevant information in the meetings;
- To take initiatives for new projects or new LTs;
- To feedback the EUPAN discussions and results back to their national administration.

For the proper work of the Presidency, each delegate is responsible for:

- Keeping the Presidency in course informed about the national representatives (name, organisation, e-mail, telephone);
- Making the registration for the meetings in time;
- Liaising, in his national administration, with actors and stakeholders concerned by the respective EUPAN topics;
- Commenting on the documents sent by the Presidency related to the meeting.

3. The EUPAN working groups

3.1. HUMAN RESOURCES WORKING GROUP (HRWG)

Definition

The HRWG is an interest group for discussing and sharing experiences on all issues related to the HRM policies of central government administrations and some general strategic matters concerning government reform and change.

History

In February 1995, the Ministers held their fourth meeting and the main concerns debated were related to the opening of public administrations regarding mobility (free movement of workers) and training.

Following the concerns showed by the Ministers, the Directors-General main priority in 1995 was to open the public service to Community nationals and training at European level. Within this framework, it was decided to set up two ad-hoc working groups that would operate under the overall control of the Troika. The first group should handle the "Entry to the Public Services of the Member States" and the second the "Pension Schemes for Officials". Their mission consisted of exploring the ways that could offer practical solutions for the opening-up of European public services. The Member States were invited to delegate 1 or 2 experts.

At the 28th meeting of DGs held in The Hague on 29 - 30 May 1997, the proposal of the constitution of a Network of national coordinators for mobility of civil servants was discussed, taking on the work developed by the previous ad hoc work groups. Three main questions were raised regarding the establishment of this network: the mandate for a working group in charge of coordination, the organisation of the work and the logistical support that the Commission could give. An ad hoc volunteers group was formed, including EIPA, in order to submit a preliminary report on these matters to the next Presidency.

In Luxembourg, on the occasion of the 29th DGs meeting held on 27-28 November 1997, the proposal drafted by this ad hoc group was presented and approved and the ad hoc group on mobility was set up.

In May 2001 (Swedish Presidency), DGs agreed to replace the mobility group by a working group for Human Resources Management (HRM) issues with a broader mandate. Besides continuing the ongoing and planned work on mobility, this group increased its scope of work to include issues related to training and to an informal social dialogue for the public sector.

In November of the same year, the mandate of the HRM group was broadened in the wake of a presentation made by EIPA and regarding human resources management. The group should handle all issues regarding HRM.

The National Contact Points sub-group (1998 – 2008) served as a forum for discussing and sharing experiences on the issues of mobility in the public administrations of each Member State. During the Slovenian Presidency (2008) this network merged with HRWG.

Delegates

The HRWG has representatives of all Member States, the European Commission and EIPA.

Observers

During the Finnish Presidency (second semester of 2006), it was decided that each Presidency could decide on its part whether to invite Norway to the HRWG meetings during their respective Presidency.

To reinforce the links with DISPA, the DISPA chairman is invited to participate in the HRWG meetings.

3.2. TEMPORARY SOCIAL DIALOGUE WORKING GROUP (SDWG)

The SDWG is a temporary working group which was established as part of the two-year European Social Dialogue Test Phase. The Test Phase began in January 2008 and will conclude with a final evaluation under the Swedish Presidency in December 2009.

In accordance with the DG Resolution of 20/21 June 2007 which was approved by the Ministerial Meeting under the German Presidency that approved the Action Plan to strengthen the European Social Dialogue for central government administrations and the DG resolution under the Portuguese Presidency, Director Generals approved the Social Dialogue test phase. The objectives of the test phase are outlined in said Resolutions to further enhance the European Social Dialogue for central public administrations and to run a comprehensive test on the practical implications of a strengthened and structured informal social dialogue. In the framework of the test phase EUPAN and TUNED undertake to test within this enhanced informal social dialogue topics and work forms of formal social dialogue which build upon a joint framework with TUNED including rules of procedure and a work programme.

According to the Resolution during the Portuguese Presidency the test phase is followed by interim evaluation during the French Presidency and a final one during the Swedish Presidency

3.3. INNOVATIVE PUBLIC SERVICES WORKING GROUP (IPSG)

Mission

The IPSG mission is to contribute to the improvement of the quality and efficiency of the European public services by developing tools and sharing good practices between Member States. The main goal is to introduce quality management and customer orientation in public administrations.

Important IPSG products are:

- The Quality Conferences for Public Administrations in the EU;
- The Common Assessment Framework (CAF).

History

The creation of the group of innovative public services has its antecedents in two initiatives related to quality in public services.

The first was the benchmarking initiative related to the development of the issue "influence of public service and administration on competitiveness". This initiative was the Conference on Benchmarking that was held in Copenhagen on 20 and 21 February 1997 and brought together representatives from 10 European Union Member States, the European Commission and a few other organisations such as the OECD and the European Foundation for Quality Management (EFQM).

The Conference conclusions stated that the group formed the basis of a network aiming to pursue the exchange of experiences by using methods which go further than the EFQM model. One of the goals of the formed network was to be a forum where ideas and experiences could be exchanged and to form a body for the encouragement and promotion of ideas and projects maintaining co-operation with participant organisations.

The results of this Conference and its conclusions were discussed and approved by DGs on their 28th meeting held in The Hague on 29-30 May 1997.

The second initiative was designated "European Award for Excellence in Public Administration" that started with the Austrian Presidency. The preparatory work of this initiative was made by a management committee that brought together the European Commission, EIPA, the EFQM and a representative from the Speyer Public Service Academy alongside the Austrian delegation in two meetings. The first meeting of the committee took place in Vienna on 31 March 1998 and the second in Brussels on 9 November 1998.

As a result of these meetings, a proposal was presented redefining the project of the European Award. This proposal was presented to the DGs meeting held in Vienna on 11-13 November 1998 and consisted of the joint development of a quality model and the setting out of

evaluation criteria for the selection of “best practice” cases to be presented during a European conference on quality.

This proposal was presented and approved at the Ministers' meeting held in Vienna on 12-13 November 1998, where a discussion was held regarding collaboration on issues related to administrative modernization, in particular regarding quality and performance comparisons.

As a consequence, two experts' networks were set up: the first with the aim to organise the Conference on quality in public administrations and the second to identify the common performance indicators that would allow international comparisons.

These two groups were merged six months later under the German Presidency (first semester 1999) and formed the Innovative Public Services Group. The first purpose of the group was to promote benchmarking between public administrations and the adoption of best practices. In the same year, the IPSG developed the Common Assessment framework and started preparation of the first Quality Conference (Lisbon 2000).

The IPSG mandate has been updated since then. In the MTP 2006/2007, the Group is presented through the following statement: *“The improvement in the quality of public services provided for citizens and business, as the main activity of IPSG, is the core of the reform of public administrations in the EU Member States.”*

The most visible outputs of the work done by IPSG are the Quality Conferences, the CAF model and the CAF Events.

Since the Czech presidency, there is a validity of the Memorandum of Understanding between IPSG and EFQM.

Delegates

The IPSG has representatives of all Member States, the European Commission, EIPA and EFQM.

Observers

In 2000, Norway joined the IPSG as observer. Since then Norway has also participated in the CAF Expert Group and in the Customer Satisfaction Management Group.

Ad-hoc groups

The IPSG has one ad hoc WG and two LTs: the Quality Conference ad hoc working group, the Customer satisfaction Management learning team and Learning Team on administrative burdens for citizens.

Increasing the synergies between the Quality Conference and the overall activity of EUPAN is considered as a means of increasing the network's visibility and dissemination capacity, by providing a special EUPAN space within QC, as well as including panels on EUPAN work results.

3.3.1. CAF Expert Group

In 1999 a basic tool introducing quality management in the public sector was developed – the Common Assessment Framework (CAF). At the DGs meeting in Strasbourg, on the 9th -10th of November 2000, it was decided to set up a support Resource Centre that could take charge of the CAF, specifying the methods of its use as a benchmarking tool between administrations.

The CAF Resource Centre (CAFRC)

In response to this, during the Swedish presidency in 2001, the DGs decided, at their meeting in Uppsala, that a Resource Centre should be established. They recommended that:

- Each country willing to co-operate on the CAF should appoint a national organization/ministry responsible for the CAF and designate a qualified person, attached to that organisation/ministry, as a country correspondent.
- These correspondents should stay in close contact with the IPSG and should be the natural first contact point for organizations interested in the CAF.

EIPA was assigned to act as the international CAF Resource Centre (CAF RC). This centre would be in charge of providing methodological support to administrations in applying the CAF, report on experiences related to its use in different Member States and set up a website and a training programme. The main tasks of the CAF RC are:

- to promote the use of CAF at European level;
- to act as the observatory of CAF applications in Europe (European data base);
- to provide up-to-date and reliable information on implementation of the CAF;
- to provide training in the CAF and technical assistance on demand of countries;
- to help the CEG in organizing its meetings and those of the CAF users network.

In 2004, the Irish Presidency funded a review on the operational effectiveness of the EIPA Resource Centre. The DGs recommend that the

IPSG oversees the development of proposals by the EIPA Resource Centre and the CAF Network to address the findings and implement the recommendations in the report.

The IPSG supervises and steers the overall work of the CAF RC. The CAF RC coordinates the CAF Network consisting of the national correspondents in charge of the dissemination of the CAF at national level.

The CAF Expert group (CEG)

In 2003, the Greek Presidency proposed the realization of an expert meeting related to the CAF. The idea was taken into account but the sense of the word "expert", the goals of such a meeting, the members of the meeting and the issues for discussion had to be further defined.

In 2004, the IPSG, in their meeting of 30 March held in Vienna, took the decision to set up the CAF expert group for developing a draft CAF Action Plan.

The CAF expert group is composed of the countries' CAF national correspondents and of the EIPA CAF RC and EFQM representatives. The group is open to the participation of experts of CAF/TQM nominated by the countries. It meets at least twice a year and the major tasks are:

- to improve and regularly up-date the CAF;
- to define in collaboration with EIPA the role of the European CAF Resource Centre (tasks, mandate, placement, financing);
- to develop, in collaboration with EIPA, CAF support tools (e.g. CAF website);
- to analyze the problem of self-assessment validation;
- to validate the different ways to adapt CAF for national or sectorial use;
- to assist and promote the exchange of good practices of operational managerial tools between European member states;
- to organize the CAF users events (content papers and programmes);
- to report back to the IPSG at least twice a year.

The CAF Users Network

The CAF RC, in cooperation with the CAF network of national correspondents, aims at registering the organisations in Europe using the CAF. As stated in the resolution of the DGs in December 2006 (Helsinki), it is important to invest in reaching the goal of 2010 registered CAF users by the year 2010.

Since 2003, CAF users can meet and exchange experiences at the European CAF events which are organised every two years. Since 2006,

the Quality Conferences has included a CAF Centre with specific workshops and information.

Mission

The CAF network's mission is to promote and facilitate the use of CAF to move public organisations towards excellence and to improve the performance of public administrations.

Vision

Keep Total Quality Management in the focus of public sector policies of the Member States and the European Institutions through our common framework, in order to raise the quality of services for the citizens.

3.4. E-GOVERNMENT (E-GOV WG)

Definition

The overall objective of the e-government working group (eGov WG or eGOV) is to facilitate and carry out the exchange of views, experiences and good practices among the Member States in the field of e-government, in particular with regard to public administration aspects of e-government. The e-government working group liaises with the European Commission with regard to various e-government initiatives at EU level.

History

In 2000, the Ministers responsible for public administration decided, at their meeting in Strasbourg on 7 November, to promote and develop e-government with a view to improving services provided to users, improve the functioning of administrations and the working conditions for civil servants. In this context, Ministers entrusted DGs with the responsibility to follow up the work on benchmarking and to ensure the accuracy, relevance and development of those tools.

At the 35th meeting of the Directors General held in Strasbourg on November 9-10, 2000, the Directors General agreed to the establishment of an e-government working group under their auspices.

In the DGs resolution at their 38th meeting held in La Rioja on May 28-29 2002, it was stated that the Directors General:

- Confirm the importance of exchanging views and experiences in the field of e-government.

- Recognise the need to strengthen the working relationship between themselves and their e-government working group.
- Agree to refocus the term of reference of the e-government working group into a distinctive public administration approach to e-government.

In the sequence of this, during the Danish Presidency (second semester of 2002), the terms of reference were approved by Directors General.

The first e-government ministerial conference took place in Brussels on 29-30 November 2001 and was organized jointly by the European Commission and the Belgium Presidency. The ministerial declaration issued in the context of this conference focused on e-inclusion, promoting trust and security, building on best practices, encouraging participation and the future steps for e-government.

The declaration issued at the Ministerial Conference held in Como in July 2003 gave further relevance to the role of EPAN in proposing recommendations and in promoting the exchange of good practices. The Communication of the Commission, adopted in September 2003, explicitly indicated the need for close cooperation with EPAN in order to follow up the actions identified. In view of this, the working group strengthened its collaboration with the Commission in order to further develop the issues discussed within the group.

In 2001, during the Swedish Presidency, the DGs stressed the need for a co-ordination of efforts by and in different organisations in order to avoid duplication regarding e-government. This idea was reinforced in 2003 when DGs clearly stated that the e-government working group should work in recognition of other European and international e-government activities, including the activities of the OECD. The e-government working group should coordinate its activities with activities of the European Commission, including the IDA programme and the eEurope 2005 action plan and other EUPAN working groups.

E-government's most visible outputs are their Conferences. The first took place on November 2001 in Belgium, the second in Italy on July 2003, the third on November 2005 in the United Kingdom and the fourth in Lisbon in September 2007. (Please note: none of the conferences was a EUPAN conference. They were all organised by the Presidency and the Commission; EUPAN was only mentioned in the declaration as a group for best practice sharing).

Delegates

The eGov is composed of delegates from the Member States and the European Commission.

3.5. CO-OPERATION WITH OTHER GROUPS

3.5.1. DISPA

The informal nature of the network enables co-operation (informal) with other interest groups outside its structure.

Definition

DISPA is an informal network formed by directors and presidents of central training schools and institutes of public administration in the Members States of the European Union.

DISPA develops its work in close connection with EUPAN WGs, especially with the HRWG.

Mission

The main objective of DISPA is to promote co-operation and exchange of experiences throughout the EU concerning the training of civil servants.

History

At the DGs meeting held in Paris on 2-3 May 1995, it was agreed to organize a first meeting of the schools of public administration of the Member States in October. A preparatory meeting was scheduled in Strasbourg on June 1995 to present a proposal on a "provisional method of organization for the annual meetings of the training schools" that would later be submitted to the Troika.

A representative of the public administration from each MS was invited to the Strasbourg meeting along with a delegate from its PA school or institute. At the end of this meeting it was agreed to hold regular meetings in the country holding the Presidency of the EU that would be responsible for its financing. Regarding the specific characteristics of the presiding country, it should be possible to invite the regional schools of public administration, however, limiting the maximum number of participants per Member State to three or four delegates. EIPA participation in these meetings was emphasised and it was established that a report on each meeting should be drawn up.

The DGs meeting in Seville on November 1995 discussed the result of the Strasbourg meeting and the issue was raised as to whether these meetings should be released from the supervision of Directors-General. A statement was made so that informal relations between the directors of the national schools of public administration were developed while maintaining a structural links with the meetings of the Directors-General.

Having met three times, the schedule for these meetings was discussed at the DGs meeting of The Hague held on 29-30 May 1997 and it was agreed to hold the meetings on an annual basis insofar as there would be sufficient reason for a meeting and to combine the date and place of them with those of the EIPA Scientific Council, as many members belong to both bodies.

The coordination of work programmes between DISPA and EUPAN is foreseen, so that each of them has the possibility of working on subjects suggested by the other. Moreover, the DGs may propose concrete projects for DISPA undertakings.

During the French presidency (2008), the document called "The Strasbourg manifesto" was approved, where commitment to the following actions is envisaged:

- Increased participation in international scientific and institutional fora in the field of administrative training and research, while promoting European values in this context;
- Enhance the participation of DISPA members as service providers on the international market of administrative training and capacity building;
- Set up effective means for common delivery of training, as well as communication and exchange of information.

Meetings

This network meets in general every semester in the EU country that holds the Presidency.

3.5.2. DEBR

Definition

DEBR is an informal network formed by Directors and Experts of Better Regulation who work on better regulation in their respective countries.

It is a forum for identifying and sharing best practices in relation to drawing up regulations.

The participants report and comment on developments in their own countries and at EU level.

This group reports to the Ministers responsible for public administration.

Meetings

Generally, meetings take place twice a year, preceding the start of a new EU Presidency and hosted by the incoming EU Presidency.

4. Setting targets and reporting results

4.1. MINISTERS RESOLUTIONS

The Ministers' resolutions are the main output of their meetings in regard to decision-making and the establishment of the core priorities of the network. The Ministers' resolution does not include detailed information or guidance on how the working groups will run the given priorities, but it focuses on the larger framework of the network, including:

- EUPAN structure (working groups and sub-groups);
- EUPAN ambitions and priorities for the future work (MTP);
- The overall working areas of the working groups.

4.2. DIRECTORS-GENERAL RESOLUTIONS

The DG's resolutions during each Presidency are used for clarifying the MTP targets set for the next Presidency and for revising the targets if needed. The DG's resolution concentrates on the coming work and on possible revisions based on the reporting but do not include statements about the work already done.

4.3. TROIKA RECOMMENDATIONS

The Troika recommendations result from the extended Troika DGs meeting and consist of general recommendations for the WGs.

4.4. MEDIUM TERM PRIORITIES

The MTP is a brief strategic document presenting the priorities of EUPAN as an intergovernmental and informal network. It outlines the main strategic issues and common themes for the network, focusing on a horizontal approach of the main priorities and on increasing co-operation among WG's for an 18-month time frame. MTP is drafted in common by the three Presidencies that will have to implement it, and approved by the TROIKA Secretariat, before submission to the DG's for approval.

Each permanent WG has the responsibility for drawing up a work program of activities and an indicative schedule of meetings for the 18-month period.

The work programme will be revised every 6 months in consultation with the TROIKA.

The goal of the MTP-format is to strengthen the focus of, and reporting in, the EUPAN network in a result-oriented direction. This

development is in line with enhancing the role of the DGs to give direction to the WGs.

The DGs state common priorities to which the working groups connect their work. The working groups then report to the DGs on the results achieved. How the targets will be reached (what kind of projects and means) is up to the WGs.

EUPAN has limited financial means and other resources, as the Presidencies are most often the sole contributors. Thus it is vital that the network concentrates its resources on its core business.

The work programs are scheduled so that the targets have timeframes. Interim targets can also be set to guide the work. In reporting during the MTP period, remarks on the interim targets can be included. This way it is possible to monitor along the way whether extra effort needs to be made to reach the targets or whether the targets need to be discussed and reopened. The possible joint Presidencies would be helpful in scheduling the targets.

Nevertheless, it is consensual within the network that each Presidency has the room to develop its own initiatives or proposals in order to combine continuity and innovation.

YEAR	2008	2009	2010	2011	2012	...
PRES	FR	CZ SE	SP BE	HU PL	DK CY	...
MTP	TROIKA during the CZ PRES		TROIKA during the SE PRES		TROIKA during the SP PRES	
		TROIKA during the BE PRES		TROIKA during the HU PRES		
			TROIKA during the PL PRES			

Brief Historical Background

The first MTP was approved in 2001 under the Swedish Presidency in the context of the Directors-general meeting that took place in Uppsala. In the meeting of Ministers responsible for public administration that took place in La Rioja on 27th May 2002, the programme included in the first MTP was updated and received political recognition (backing).

In the context of the meeting of Ministers responsible for public administration in Rhodes in June 2003, the Ministers assigned the Directors-General Troika to co-operate more closely on the elaboration of the new MTP, taking into account the new environment resulting from enlargement. Complying with this resolution, the Directors-General of

Greece, Italy, Ireland and the Netherlands elaborated the MTP for 2004-2005. The 2004-2005 MTP was approved in Rome on 1st December 2003 by the Ministers and the Commissioner responsible for public administration.

The elaboration of the MTP for 2006-2007 took into consideration the new surroundings created by the enlargement and by the self-evaluation of EUPAN made in 2004, which had drawn up guidelines for implementing changes in the network. The MTP for 2006-2007 was approved in the Directors-General meeting of 9th May 2005 in Luxembourg.

The MTP 2008-2009 was approved on the 11th December 2007 in Lisbon.

The transformation of the 2-year Medium Term Programme into the 18-month Medium Term Priorities was worked-out by the Task Force on the Future of EUPAN during the French Presidency (2008).

4.5. WORK PROGRAMME

The WGs draw up their programmes according to the MTP, DG's resolutions and Presidency programmes. Of special importance is the co-ordination between Presidencies and between the different working groups. For example, it is important that, in the working group meeting, the representatives of the other working groups should not just report on the work done but are present to discuss the work to be done in common areas. The Presidency coordinates the working programmes of the different WGs.

4.6. AGENDA

In close co-operation with the Troika, each Presidency draws up its agenda so that it is related to achieving the common targets set in the MTP but also giving space for the Presidency's own priorities. The Presidency agenda is a work programme for the coming half-a-year. The Presidencies should work closely together towards joint Presidencies.

4.7. MEETING MINUTES

The minutes of meeting are an important task for the country that hosts the Presidency and chairs the meeting. It includes mainly the following aspects:

- the venue and date of the meeting;
- the participants' names and countries;
- what was discussed on the agenda;
- the decisions taken; and
- the next steps.

4.8. RESULTS REPORT

The WGs report in a short instruction way to TROIKA which decides what should be reported to the DGs. More structured and shorter presentation focused on one or two main topics is asked. This is done in a separate report not as part of the resolution as the resolution should be devoted to steering and target setting. Reporting and target setting need to be separated more distinctly from each other.

The DGs report to the Ministers about the results achieved in the network and how well the targets have been met and the political will of the Ministers fulfilled.

The Presidency, on behalf of the DG, sends the results of the most significant studies to the Ministers responsible for Public Administration of each interested countries.

4.9. FOLLOW UP OF RESULTS

Each working group should follow up and evaluate the results achieved, as follows:

- At the end of each semester: the Presidency should analyse the balance between *what was expected* & *what was done*. This kind of balance should be presented at the end of the second meeting.
- At the end of the 18th month of the MTP: the Presidency, with the support of the WGs members, should make a follow-up of the results achieved. Some indicators for the evaluation could be:
 - Number of activities planned vs. number of activities concluded,
 - Number of activities concluded vs. number of results available at the EUPAN website,
 - Others.

5. Directors-General Meetings Guidelines

5.1. THE FREQUENCY OF THE MEETINGS

The DGs meet twice a year, in general at the end of the ongoing Presidency.

5.2. CHAIRMANSHIP

The chairmanship shall be ensured by the MS holding the Presidency of the Council of Ministers.

5.3. VENUE

In principle, the meeting venue is in the country of the Presidency.

5.4. COORDINATION AND LOGISTICAL ISSUES

All issues regarding coordination and logistics of the meeting are the responsibility of the host country.

5.5. PREPARATION OF DOCUMENTS

All the documents that support the meeting are prepared by the country that holds the Presidency.

5.6. LANGUAGE REGIME

The Presidency will provide for interpretation at DG's meetings. The reports and other documents should be available in the English language.

5.7. EXPENSES

All the expenses regarding the organization (meeting room, reception, transport, visits) are the responsibility of the host country. Expenses relating to travel and hotel costs are the responsibility of each MS.

6. Working Groups Meetings Guidelines

6.1. GENERAL CONSIDERATIONS

In general the WGs meet two times per semester.

Besides the WG delegates, the informal nature of EUPAN allows for the admission of observers if agreed by the Ministers or DGs.

However, the meetings of the network should be kept manageable in logistical and procedural terms: large meetings are only recommendable if there is a clear gain for all participants.

6.2. BEFORE THE MEETING

Participants

The number of participants in every WG meeting should preferably be limited to two participants per Member State. This guideline does not apply to the Member State which previously held the Presidency or to the two Member States which will hold the following Presidencies.

Acceding² and candidate³ countries should be invited by the Presidency to participate actively in all WGs meetings.

Applicant countries⁴ and other European countries, that may or may not wish for EU-membership, are not automatically invited to attend WGs meetings.

However, in recognition of the informal nature of the network and the autonomous responsibilities of each of the members, it may be possible that a Presidency wishes to invite an applicant country or other European country (which may or may not wish EU-membership) or to honour a request for invitation from those countries. If so, the Presidency must indicate to them in writing that this participation only applies during that particular Presidency and that no precedent shall be created for future Presidencies.

In order to improve knowledge-sharing and co-operation within EUPAN, the chair of other WGs can participate, on a full basis, in every formal meeting of each WG. The main objective of these participations is to express the views of other WGs and gather first hand information about the work in progress.

Contact list

An updated contact list should be available at least one week before the meetings.

² Acceding members – countries for which an irrevocable accession date has been set.

³ Candidate countries – countries for which the Council has accepted the opening of negotiations.

⁴ Applicant countries – countries for which the Council has not yet accepted opening negotiations, but where the Commission accepted the application.

Agenda and documents

The draft agenda must reach the participants at least two weeks before the meeting.

The main documents to be discussed must be available at least two weeks before the meetings.

6.3. DURING THE MEETING

Chair

The WGs shall be chaired by the respective national representative from the Member State holding the Presidency of the Council of the EU.

The chair will be responsible for the course of works carried out during the Presidency.

Documents

In every WG meeting, the MS that holds the Presidency is responsible for providing all participants with the documents that support the meeting, especially those which were not yet made available.

Another option is to communicate by e-mail to all the participants, before the meeting, informing them that they should bring the documents to the meeting.

Presentations in meetings

To ensure the best possible use of the time in the meetings, presentations and follow-up discussions should be planned as far ahead as possible.

More extensive oral presentations should be prioritized in the meeting agendas.

It is suggested that an upcoming Presidency should consult WG members and discussing at the Troika to check on the interest in the topics being pursued in the presentations at the meetings. If there are a number of interesting proposals, there is also a possibility to organise parallel discussion groups, but it is important that these are announced in advance and that appropriate preparations are made through circulating background papers in advance to any presentations/discussions.

The presentations:

- Should be clear, interesting to the target group, touch on a significant subject for the working group and be related to the targets set in the EUPAN MTP.
- The layout should be in a way to enhance communication (e.g. powerpoints)

- Time allocation should always be respected to allow enough time for discussions and for the hosting Presidency to conduct meetings efficiently.

In the last meeting of the ongoing Presidency, the incoming chair shall present the main issues to be discussed during the next Presidency.

Language regime

The WG meetings shall be held in the English language. The Presidency may decide to provide for interpretation into other languages. All the documents should be available in the English language.

Records of the meetings

The WGs meetings can be recorded, under the supervision of the Chair, in order to facilitate the drafting of the Minutes.

Sharing practices

MS interested in sharing knowledge should contact the Presidency (and the Troika) to discuss which would be the best possible way to share information in order to keep the focus of the network on the agenda and targets set in the MTP.

6.4. AFTER THE MEETING

Minutes of the meeting

These minutes must be available at least one week before the following meeting where they will be presented and submitted for approval.

Dissemination of information on EUPAN website

If there were presentations of good practices in the meeting or if there were other kinds of results (studies, guidelines...), they should become available at the EUPAN website no later than fifteen days after the meeting.

7. Knowledge management, working methods and tools

7.1. CO-OPERATION WITHIN THE WORKING GROUPS

One of the most important benefits of EUPAN is the possibility of sharing practices between different public administrations.

The participants of the WGs can, whenever they believe it is of the interest of other WG members:

- inform/share their good practices;
- compare national strategies and initiatives;
- ask for opinions and suggestions;
- ask for collaboration in specific matters;
- suggest the creation of LTs.

7.2. CO-OPERATION BETWEEN THE WORKING GROUPS

The information sharing and closer co-operation between the different WGs has for long been one of the aims of the network's knowledge management. This goal can be reached in several different ways, such as:

- sharing information;
- asking for different views or suggestions about specific subjects;
- asking for responses to questionnaires;
- participation in the other WGs meetings in order to present specific projects;
- participation of the chairs in other WGs meetings;
- developing common themes and working areas with the participation of several WG representatives;
- creation of LTs, limited in time and mandate;
- assessment / evaluation of WGs (mission, structure, results);
- EUPAN forum of all WGs once in the MTP period.

7.3. CO-OPERATION WITH EIPA

EIPA plays an important role in the dissemination of EUPAN results. The co-operation with EIPA can be reinforced through the "knowledge transfer workshops" by EIPA.

The Memorandum of Understanding between EUPAN and EIPA, approved in the 51st DG Meeting in Paris, highlighted the importance of the co-operation between EUPAN and EIPA in the work on the new EUPAN website.

EIPA is invited to the WG, TROIKA and / or DGs Meetings.

7.4. CO-OPERATION WITH OTHER ORGANISATIONS

Making EUPAN more open to other organisations may take concrete forms of an ad hoc co-operation and / or institutional partnerships.

It is proposed to initiate, on an experimental basis for three years, a limited co-operation plan with two organisations: OECD/GOV and EGPA (IIAS). The representatives should be invited, if needed, for the TROIKA Meetings, WGs or DGs. After the assessment of this period of experimentation, closer co-operation initiatives could be envisaged with institutions whose activity is close in nature to the work done by the EUPAN network. Such initiatives would be implemented case-by-case and submitted to the approval of the DGs according to EUPAN priorities.

Co-operation will be organised according to needs and objectives of each Presidency.

Co-operation with other organisations will be technically intensified by the new EUPAN website with the cross-referencing link.

7.5. WORKING METHODS FOR SHARING KNOWLEDGE

Several working methods can be used by the WGs with the aim of sharing knowledge, such as:

Ad-hoc groups/Task forces

The creation of AHGs or TFs with participants of two or more WGs, for the development of specific projects in order to achieve specific results.

Learning teams

The creation of LTs with participants of two or more WGs with the objective of producing outputs to share within the WGs.

Questionnaires/surveys

Surveys among the member states can be a very valuable tool for collecting information on public administration developments, practices and policies. However, there are difficulties in possible overload for members of the Network to handle all surveys. Sometimes, there are also difficulties in understanding the specific purpose and terminology of the survey.

To avoid these problems, each Presidency in co-operation with Troika assesses the options for the practical use of the outcomes and the dissemination of the findings according to the MTP before deciding and commissioning any study / questionnaire / report.

Seminars/Workshops

The WGs can organize seminars or workshops with the purpose of sharing knowledge.

If the WGs work together on common themes, they can organize common seminars or workshops in order to share the results achieved. In this case the country that holds the Presidency can establish the link between the different groups. MS shall as often as possible invite experts on the matters.

Presentation of practical cases

The country that holds the Presidency can make use of its meetings to invite other MS to present some practical cases on the subjects under discussion in the meetings.

But, if one MS thinks its experience in a certain matter is of interest to other MS, it can ask the Presidency if they agree on the presentation.

7.6. TOOLS FOR SHARING KNOWLEDGE

Documents in meetings

Besides the documents that support the meeting, the country that holds the Presidency or any other participant (in this case after communicating to the Presidency) can deliver documents considered of the interest to the WG or to the Network.

E-mail

Nowadays, e-mail is the most accessible tool to get closer to EUPAN WG members. However, this communication tool should be used in a balanced way, avoiding uncontrolled growth.

The e-mail message should explain its purpose and, if it includes documents, it should describe them and explain whether they are for collecting comments or to give information only and if the documents are available on the CIRCA⁵.

Between meetings e-mail communications should be used to develop the work in progress e.g. circulating important papers for comments and revision in advance.

New EUPAN Website

The new EUPAN website is an important tool for the EUPAN visibility and for the dissemination of results. The content of the website is focused on the "past" (studies, programmes and minutes of the previous meetings, photos, etc.), "present" (contact list, actual documents, discussions, invitations, etc.), and "future" (programmes of the future meetings, list of the meetings, etc.).

The EUPAN website is divided both horizontally (time) and vertically (WGs).

The technical items are specified in the Memorandum of Understanding between EUPAN and EIPA.

Until the launching of the new EUPAN website, the old CIRCA is still in service.

⁵ And on the EUPAN website after its launching.

Virtual meetings

The Video Conferences are a welcomed tool for small meetings because of the low additional costs. Their organisation is up to the Presidency country.

7.7. CONTINUOUS IMPROVEMENT

The EUPAN Network aims at continuous improvement of its working processes. Therefore, also this handbook should be frequently revised and completed according to upcoming practices and ways of working.

For this it is important that:

- the aims of knowledge management are always defined clearly;
- there are report mechanisms in place for addressing problems and suggesting improvements;
- technology is used in best possible way to communicate with EUPAN members.

8. Visibility of the Network, products and accessibility⁶

In order to make EUPAN knowledge sustainable, available, visible and disseminated, the following principles must be kept:

- continuity of studies / reports within the MTP,
- the potential of practical overlapping of studies / reports,
- ease of access: publishing of studies / reports on the EUPAN website.

8.1. STRATEGY TO IMPROVE THE VISIBILITY OF THE RESULTS

- solution oriented targets: all presentations have to include proposals for follow ups and dissemination of results;
- more coherent and focused work programme, which is oriented to small number of topics with political relevance;
- each Presidency, after consulting the Troika, identifies one or two topics to be discussed at DG;
- The most significant studies should be sent to the Ministers responsible for Public Administration;
- national forum of experts in EUPAN related fields could be set up in order to share the information;
- each Presidency evaluates the practical use of the outcomes before commissioning any work;
- improving connection with DISPA to disseminate the results (EUPAN/DISPA co-ordinate their work program, DISPA chair should be invited to DG meetings to inform how the EUPAN work can be disseminated and how it could be put in practice);
- use of the quality conferences to improve the dissemination (the Presidency / host country in charge of the Quality conference could select with the Troika the topic and the results to be discussed in Quality conference);
- the new EUPAN website (see below).

8.2. EUPAN WEBSITE

The EUPAN Website is one of the most important tools for the dissemination process because it is the place where EUPAN activity is made visible to the citizens and public servants.

Each Presidency is responsible for sending all actual materials for the meetings to the website administrator at least 14 days before the meeting. To keep the website up-to-date, it is recommended for each

⁶ The implementation of all points under the Part 8 is not yet finished and will be continued.

country to keep a regular contact with the administrator and to check the content of the website.

The EUPAN Website will thus replace the function of former Newsletter.

8.3. CONFERENCES AND EVENTS

The Network can share knowledge and the WGs outputs with citizens and public administrations also by organising conferences or events (e.g. Quality Conferences; CAF Users Events).

8.4. STUDIES

The studies may have different natures (evaluation, comparison, technical...), goals and targets (DGs, public services, citizens). They can be produced by the WG members or by other organisations sponsored by the Presidencies. They should all be made available on the EUPAN Website.

8.5. FRAMEWORKS

The EUPAN WGs can work on frameworks to be used in public service management. The Frameworks are basic conceptual structures used like references or models to outline possible courses of action or to present a preferred approach to an idea or project. Until now, EUPAN has developed the Common Assessment Framework, which is a model for self-assessment evaluation.

Each Presidency, together with the Troika, assesses the practical use of the study and dissemination of the findings.

8.6. GUIDELINES

The guidelines are practical guides, usually composed of technical orientations and practical examples to be used by the public services (e.g. Practitioners Guide on Citizen Charter).

This kind of output should be available on the EUPAN website and can also be presented in the conferences or events of the Network.

9. Annexes

9.1. MEMORANDUM OF UNDERSTANDING (EUPAN & EIPA)

The European Public Administration Network (EUPAN), hereafter referred to as "EUPAN", represented by its acting President, the Director-General for Administration and the Civil Service of France, and, The European Institute of Public Administration (EIPA), hereafter referred to as "EIPA", represented by its Director-General, have agreed to the following:

1. The French Presidency, acting on behalf of EUPAN, undertakes the setting-up of a new website to be used for the needs of communication between network members, and for the dissemination of network results, through the publishing of studies, statistics, articles and any other relevant material.
2. The French Presidency, acting on behalf of EUPAN, undertakes to cover the cost of the website (its functionalities, CMS and design).
3. A joint working party will be created between EUPAN and EIPA to oversee the website construction project.
4. The working party will include information technology experts designated by the French Presidency and EIPA; the forthcoming Czech and Swedish Presidencies may also designate representatives to the working party if they so decide.
5. The working party will oversee the tendering process, participate in the evaluation of bids and selection of the contractor. It will carry out the customary testing of deliverables, and advise on the acceptance of the services provided.
6. The website will be hosted by EIPA on its own existing web servers configuration, at no cost to EUPAN.
7. EIPA will seek no compensation from EUPAN for the utilisation of EUPAN urls to which it owns the rights.
8. EIPA will, at no cost to EUPAN, provide sufficient webmaster support to the content administrator/manager and technical assistance to implement the new website in EIPA server.
9. EIPA will not undertake the costs for future developments and modification of the original structure of the website e.g. new functionalities, tools and design requiring deep technical modifications.
10. Any Member State(s) of the EUPAN network may, on a strictly voluntary basis, provide staff, through the secondment to EIPA of one or two experts, whose financial cost shall be supported by the said Member State(s), to implement the website editorial policy, manage all content issues, interface with the network's acting Presidency, steering panels (Troika DG and Secretariat), working groups and members and any related tasks.
11. EIPA will provide, as needed, office space, equipment and communication facilities to the content management staff seconded by EUPAN Member States, as well as some secretarial assistance.

12. EIPA will not undertake any additional costs related to the execution of the content administrator's tasks (travel expenses, accommodation and per diem).
13. EIPA commitments listed above under points 6, 7, 8 and 11, are conditional to the fulfilment by EUPAN of its commitments listed under points 1, 2 and 10.
14. The present agreement is concluded for an unlimited duration. It can be terminated at the request of either party, by giving formal notice to the other party three months in advance.

Paris, December 18th, 2008

9.2. JOB PROFILES

Content Administrator

The content administrator is seconded to EIPA after a call for proposal to network members, and selection by the DG Troika. The duration of the secondment shall not exceed 3 years, non renewable.

The content administrator will be granted a large autonomy concerning day to day decisions related to editorial policy and content; he/she will prepare a yearly activity report, including website traffic data and all other relevant information.

The content administrator is accountable to the acting presidency. He/she shall regularly report on his activities through the Troika Secretariat and work in close cooperation with EIPA.

The main tasks and responsibilities of the content administrator shall include:

- Oversee the management of the site, take care of all editorial aspects;
- Complete the inventory of EUPAN documents and material, carry out the indexing and tagging of existing studies and reports, with assistance from EIPA staff, in order to build a database ensuring easy access to EUPAN results and documents;
- Regularly update databases as well as material published on the website or available through it;
- Link with EUPAN working groups, learning teams and national contact points to ensure that updates and new documents are forwarded in due time;
- And, generally, work to improve the flow of information within the network.

Presidency Associated Staff

Each Presidency should decide if they want to have associated experts (from Troika Member States?) and how many. The associated staff could be composed of 1-2 national experts, who could work from their

national administration(s), in order to help the Presidency with the following tasks:

- Preparing leading questions to stimulate and streamline discussions;
- Preparation of documents and organisation of meetings;
- Managing the written communication with the members;
- Proposing research themes for the studies, as well as a list of suggested contractors, besides EIPA;
- Elaborating concrete suggestions to help continue the reform within the network;
- Constant monitoring of the activities, debates and work reports within the working groups;
- Making sure that there is a sustained inter-working groups dialogue and that they are kept informed of each other's activities;
- Keeping track of the initiatives taken during one Presidency, so as to avoid future duplications or repetitions; however, ensuring if necessary, the continuity of one initiative throughout several Presidencies.

9.3. MEMORANDUM OF UNDERSTANDING (IPSG & EFQM)

It is intended by this Memorandum to define the future cooperation between the European Public Administration Network (EUPAN) and its Member States, represented by the Innovative Public Sector Group (IPSG) on one hand, and EFQM on the other hand, on the further development and implementation of the Common Assessment Framework (CAF) in the European Public Sector.

The European Public Administration Network (EUPAN) and EFQM have been in close cooperation since the late 1990s for the development and implementation of a Total Quality Management tool in the European Public Sector. IPSG, as one of the working groups of EUPAN, has played a key role in the development of CAF as such a tool; alongside most of the Member States, it has invested a lot of efforts in spreading and supporting the use of CAF. They are assisted by the European CAF Resource Centre that was established in 2001 as part of the European Institute for Public Administration (EIPA), to provide methodological and practical support to public administrations applying the CAF. Since the beginning, EFQM has always been one of the main founders and contributors of IPSG and the CAF expert network. With more than 1700 registered CAF users at the beginning of 2009, this demonstrates the success of these common efforts.

Based on the deployment of CAF implementation, users now wish to see their efforts confirmed through an independent evaluation. In order to develop a consistent approach to an independent evaluation, PEF (Process for External Feedback) and *Effective CAF User* labelling concepts are being developed by IPSG, in close collaboration with

EFQM. The participation of CAF Users in the *EFQM Levels of Excellence* is an important option and has to be seen as an opportunity to be taken on a voluntary basis; however, this does not exclude other possibilities. Through this Memorandum of Understanding, we aim to define the principles, roles and responsibilities of EFQM and the European Union Member States, represented in this matter by IPSG, in the context of their collaboration.

- EFQM and IPSG commit to present a common policy on the positioning of EFQM and CAF Models in the eyes of the users. This will ensure a consistent and reliable approach to support their journey to Excellence.
- EFQM and IPSG are willing to maintain a tight collaboration, with mutual respect and acknowledgement of the competences and capabilities of each other, and to work together closely to develop the PEF and the *Effective CAF User (ECU)* label as a sound and sustainable instrument.
- The procedure for external feedback (PEF) has been developed to provide interested CAF users with a qualitative feedback on their use of CAF. It recognises the efforts made by an organisation to install a culture of quality development through the use of CAF.
- PEF facilitates the participation of CAF users in the *EFQM Levels of Excellence*, thus bridging to the application for *Committed to Excellence*, since organisations that have obtained the ECU label can demonstrate that they have carried out a self-assessment reliably and that they dispose of an effective action plan.
- EFQM will define the requirements needed by CAF users to apply for the *EFQM Level of Excellence: Recognised for Excellence (R4E)*, in agreement with IPSG.
- The feedback report confirming the effective use of CAF will mention the possibility to apply for EFQM Levels of Excellence.
- EFQM validators and assessors are valuable candidates for the function of External Feedback Actors (EFAC) in PEF, as well as experts on CAF from public administrations. Both groups will need additional training on CAF and the PEF process, based on a common outline supplied at the European and national level.
- Reference to EFQM will be made whenever EFQM-related content/information/material is used, according to common IP practice.
- A module presenting the relation between the CAF label and the EFQM Levels of Excellence, in particular *Committed to Excellence*, will be offered as part of the training for EFACs. The module will be defined and updated in collaboration with EFQM.
- A policy needs to be agreed and developed on the use of logos by the 15-16 October 2009 (CAF users event).
- A joint promotion and communication will be envisaged by both partners in order to promote and deploy the entire process.
- The partners agree to convene at the latest in the first week of December 2010 to evaluate the status of the cooperation and to

make adjustments and amendments to the present Memorandum as they both consider necessary or useful to achieve the common goals.

Brussels – Monday, 17 March 2009

9.4. STRASBOURG MANIFESTO

We, the Directors of Institutes and Schools of Public Administration, believe that training of the European public service is of paramount importance to ensure a sustainable development and that the global crisis requires a co-ordinated response from governments and the European Union,

therefore :

- Recognizing that the relationship between public and private sectors is under review,
- Recognizing that vision, values and high ethical standards will have to nurture all aspects of public service from policy makers through those responsible for delivery of public services,
- Recognizing that the skills required from senior civil servants to confront the public sector's ever changing environment, will be critical to future economic growth and social cohesion,
- Recognizing also that national effort alone is not sufficient to deal with the outlined
- problems,

We intend to support programmes designed to train the next generation of senior civil servants in Europe and to facilitate the development of a general framework of the values, skills and competencies they need.

We seek to:

- Encourage greater participation in the international scientific and institutional fora in the field of administrative training and research and to promote European values in this context,
- Enhance our participation, jointly or individually, in offering services on the international market of administrative training and capacity building,
- Identify and support activities that would favour the common delivery of training,
- Set up effective means of communication and exchange of information, to facilitate the achievement of the above mentioned objectives.

9.5. EGPA

During the XVth International Congress of Administrative Sciences held at Rome in 1971, and more specifically on the occasion of regional meetings organised for representatives of training and research institutions of public administration, the need for strengthening contacts and exchanges among European scholars and practitioners was recognised. In early 1972, a survey was launched, and led to the setting up of the European Group of Public Administration in 1974 as a Working Group of the International Institute of Administrative Sciences. EGPA held its constituent meeting at Speyer on the occasion of the Hochschule für Verwaltungswissenschaften Autumn Days in September 1974. EGPA is now a Regional Group of IIAS.

Objectives

- to organise and encourage the exchange of information on developments in the theory and practice of public administration;
- to foster comparative studies and the development of public administrative theory within a European perspective;
- to facilitate the application of innovative ideas, methods, and techniques in public administration; and
- to include young teachers, researchers, as also civil servants in its activities.

Activities

- organises and sponsors conferences and small scale study meetings;
- sets up study groups;
- sponsors publications.

Organisation

A Steering Committee determines the activities and programmes of EGPA. It is comprised of the President of EGPA, ten members and the Director General of IIAS, ex officio. The members of the Committee are selected individually and do not represent any given institution or particular country.

A General Assembly meets on the occasion of each EGPA conference. It is open not only to EGPA members but also to those participants in the conference who are interested in the formulation of the Group's programmes and its activities in general.

9.6. OECD/GOV

Good governance is critical to long-term economic, social and environmental development. The Public Governance and Territorial Development Directorate (GOV) identifies changing societal and market needs, and helps countries adapt their governmental systems and territorial policies. This involves improving government efficiency

while protecting and promoting society's longer-term governance values.

GOV provides various forums where countries can exchange ideas on how to address the governance challenges they face. Two Committees - the Public Governance Committee (PGC) and the Territorial Development Policy Committee (TDPC) - and several specialist working groups meet regularly. Ad hoc expert group meetings and international symposia provide further opportunities for discussion.

GOV supports improved public sector governance through comparative data and analysis, the setting and promotion of standards, and the facilitation of transparency and peer review. It promotes understanding of the dynamics of public management and territorial development policies in different societal and market conditions, with a view to safeguarding the long-term interests of all citizens.

Policymakers, academics and practitioners worldwide can access the results of this work through the country studies, analytical reports and policy briefs available on this website.

The SIGMA programme works with new members of the European Union, Western Balkan countries, Russia and Turkey. It assesses public administration reform progress and advises on improving public governance at the central government level.