



Chancellery of the
Prime Minister



European Public Administration Network (EUPAN) Strategy Paper

July 2025 - June 2028

Approved by the EUPAN Directors General

at their meeting in Warsaw of 27th and 28th May
in the framework
of the Polish Presidency



Polska Prezydencja w Radzie UE
Polish presidency of the Council of the EU
Présidence polonaise du Conseil de l'UE

EUPAN Strategy Paper 2025-2028

Strategic Domains

This strategy contains three strategic goals to which the EUPAN network is committed to reinforcing in the stated term. These strategic goals are referred to as strategic domains and each presidency is encouraged to build the EUPAN work around these domains.

Non-exhaustive number of exemplary themes leaves presidencies enough space to decide on specific issues to be tackled and allows them to react on the most recent challenges, trends and crises.

1. Leadership and capacity to develop innovative and efficient services and HR policies will be strengthened.

The purpose of this domain is to promote the exchange of good practices that support a capable, resilient and attractive public administration, able to deliver results and provide reliable information to support decision-making.

The following themes e.g. are relevant in this domain:

- Professional leadership/management practices and capacity building
- Strategic human resources management anticipating future trends, personnel planning and forecasts, culture of a workplace, knowledge transfer throughout all phases of the employment cycle
- Organizational development, including structures, instruments and tools
- Skills development, reskilling and upskilling
- Ethics and values of public administration including whistleblower protection
- Integrity, evidence and prioritising in policymaking
- Diversity and inclusion
- Resilience against threats, hybrid-influencing and violence
- Mobility between European administrations and EU institutions

2. Participation and co-creation will strengthen trust and resilience of public administrations.

The purpose of this domain is to promote the exchange of good practices that enhance public trust, raise citizen satisfaction and encourage greater participation in public decision-making processes.

The following themes e.g. are relevant in this domain:

- Open government, co-creation and participatory practices
- Access to information, accessibility and transparency of processes
- Ethical and non-biased use of digital tools and emerging technologies
- Innovation, experimentation, behavioural insights and service design
- Foresight and anticipatory practices
- Reducing burdens and simplifying administrative procedures
- Quality management and measuring trust
- Promoting the use of plain language and easy-to-read formats

3. The capacity of public administration for digital and green transformations will be strengthened.

The purpose of this domain is to promote the exchange of good practices in the implementation of Sustainable Development Goals and the ethical use of digital tools and emerging technologies, including Artificial Intelligence (AI).

The following themes e.g. are relevant in this domain:

- Sustainable development and the green transition
- Legislation, interoperability and structures as enablers
- Collaboration with the private sector, academia and civic society
- Evidence-informed decision-making
- Cross-border collaboration and commitment to long-term goals
- Cybersecurity and protecting public data
- Ethical use of AI
- Capacity to handle effects of climate change

Background information

This strategy was approved by the Directors General of the European Public Administration Network (EUPAN) during the Polish Presidency spring term 2025. It outlines the actions that EUPAN plans to implement in order to address the common challenges and issues faced by public administrations of the members of the Network. It considers the wider ecosystem of European and international networks involved in public sector transformation and civil service, including those led by the European Commission, OECD and others.

This Strategy Paper 2025-2028 (SP) defines strategic domains to be addressed over a three-year period (spanning six presidencies), aligning with the challenges faced by public administrations at national, European and international levels. The SP maintains consistency with ministers' declarations and continuity with the two previous EUPAN strategies that covered the periods from July 2019 to June 2025. It also provides respective presidencies with enough flexibility to adjust specific priorities to meet changing needs, capabilities and most current trends, while at the same time ensuring continuity and consistency of activities between successive presidencies.

The SP will have to be implemented and evaluated in compliance with the "EUPAN Handbook", which specifies the common working methods of the Network, the organization of meetings, the tools available to achieve the objectives set and the process of evaluation of the current and the development of the next SP.

Presidencies are also encouraged to cross-pollinate the domains, such as the role of HR and capacity building in promoting the ethical use of AI.

About the EUPAN network

The European Public Administration Network (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.

EUPAN serves as a key platform for collaboration, exchange of best practices, knowledge sharing and fostering innovation among public administrations across Europe. At a time of rapid technological progress, demographic changes and

growing societal expectations, EUPAN's mission is to help public administrations to adapt and respond effectively to fast change and ongoing challenges.

The EUPAN strategy reflects the EUPAN's motto: working together for high quality public administrations and public services in Europe, around the core values of professionalism, collaboration, innovation, commitment, sustainability and transparency.

The implementation of the SP will be in line with the core principles and characteristics of the Network including informality, flexibility and consensus.

Inclusive, collective and collaborative process of the SP development

The SP builds upon the previous Strategy Paper 2022-2025 developed by the French Presidency in EUPAN and implemented by the six successive presidencies of Czech Republic, Sweden, Spain, Belgium, Hungary and Poland. This SP is also inspired by thorough evaluation of the previous strategy, submitted by the Hungarian presidency. It takes into account its successes and lessons learned and it aligns with key statements and directions for change identified by the Ministerial Declarations from Strasbourg (2022) and Ghent (2024). The SP also seeks synergies with key European and international documents on public administration, major challenges and directions for change¹.

This document reflects the collective insights of the members of the EUPAN network. The development of the strategy is the result of a partnership approach and an inclusive work covering:

- The evaluation of the previous strategy,
- Consultations of the 6 future presidencies and the Secretariat,
- Consultations of EUPAN experts,
- The discussion on the draft SP during the EUPAN working level meeting organized in Warsaw on March 13th and 14th 2025,
- Consultations of EUPAN experts prior to discussion of the Directors General of the EUPAN Secretariat,
- The discussion and approval at the EUPAN Directors General meeting in Warsaw on May 27th and 28th 2025.

¹ Among others Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on Enhancing the European Administrative Space (ComPAct); OECD recommendations and policy papers such as the recommendation on public service leadership and capability; Council conclusions on European Public Sector Expertise in the EU's External Action (2021); documents produced by the social dialogue committee for central government administration; the Network of Directors of Institutes and Schools of Public Administration (DISPA).

The implementation of this strategy will be determined by each of the successive presidencies of the period, in the framework of the rolling program. It defines the activities of the network over the next 18 months.

Challenges for European public administrations in the coming years

- Public administrations in Europe are facing a range of complex and interconnected challenges now and in the coming years. **The modernization** and transformation of the public sector remains of high priority for many EUPAN members, as administrations must become more agile and responsive to citizens' needs, so that overall public trust levels are raised in a context of increasing disaffection. This includes improving the efficiency of public services in sustainable ways, reducing bureaucracy, and fostering a culture of innovation and simplification within government institutions, while providing public workers with the necessary support, tools and skills, with a particular focus on managers and HR professionals.
- Global crises and challenges have created a complex and unstable environment for public administrations with permanent uncertainty and rapid constant change – this requires European public administrations to invest in **integrity and ethics** policies, based on European and democratic values, evaluating existing public administration processes and information systems, **reskilling and upskilling** its workforce including management, **cybersecurity**, and **security** of public officials. **Hybrid influencing** is polarising societies and creating a destabilising effect which each public administration needs to tackle to ensure strategic autonomy also in the future. **Uncertain, up to hostile, and changing geopolitical situation** – create another major security challenges for Europe and its public administrations.
- One of the most significant challenges is the digital transformation, particularly in the context **of AI**. The integration of AI into public sector processes promises improved efficiency and decision-making, but brings also considerable risks and challenges, including data privacy concerns, ethical dilemmas, upskilling and reskilling and potential job displacement. Public administrations need to carefully manage the adoption of AI technologies, ensuring they are implemented transparently and inclusively while minimizing negative consequences for workers and societies. The European AI Act provides a legal framework to support these developments. The field of AI is strongly affected by geopolitical tensions

and the understanding of these effects and how to minimise adverse effects is an important topic to cover in EUPAN meetings.

- Another major challenge is the **green transformation**. As part of the EU's commitment to achieving climate neutrality by 2050, public administrations will play a crucial role in facilitating the transition to a sustainable economy. This involves implementing green policies, promoting renewable energy, reducing carbon emissions and adapting infrastructure to meet environmental standards. Public administrations also need to build resilience and capabilities to solve the challenges created by climate change. They must also ensure no one is left behind by aligning green actions with social inclusion strategies and workforce upskilling.
- Another key issue is the **management of demographic changes**. The European Union continues to face demographic shifts, including an aging population and declining birth rates, which will place increased pressure on flexible **workforce planning and forecasts, intergenerational work and management** on the one hand, and on the other hand – on adjusting public services to current and future needs. This will also have an impact on more competitive labour markets, which may be addressed among others by implementing **employer branding and wide attractiveness strategies**, investing in well-being and **work-life balance** of civil servants. At the same time, **knowledge transfer between generations** will become an increasing challenge. As experienced public servants retire, there is a risk of losing valuable institutional knowledge and expertise. Ensuring effective knowledge management, mentorship programs, and structured succession planning will be essential to prevent knowledge gaps and ensure the continuity of public administration functions.
- More **mobility and exchanges** are needed between European public administrations and seeking **synergies with other institutions and networks** working on public governance. Such activities might serve as good ways and additional supporting tools to address these complex challenges. **Mobility from EU countries into EU institutions** should also be supported especially for the countries which are underrepresented.
- **Evidence based and data-driven policies** are very important drivers of citizens trust for public administrations. Therefore, in line with the Ghent Declaration, Ministers encourage the development of evidence – informed policies with the involvement of citizens, scientific communities and other stakeholder organisations.