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du Conseil de l'Union européenne*

European Public Administration Network

Lisbon ad hoc group

**The EPAN contribution
to the success of the Lisbon Strategy**

Final report

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Introduction

The “Wassenaar Memorandum of Understanding” of the EPAN Troika Ministers (04 November 2004) and the “Maastricht Resolutions” of the EPAN Directors General (22-23 November 2004) stress the importance of public administrations in the realisation of the Lisbon objectives.

In order to assist the Directors General of the EPAN in defining the EPAN contribution to the success of the Lisbon Strategy, the EPAN Lisbon ad hoc group was set up by the Directors General at their special meeting in Luxembourg on 31 January 2005.

Following the “Luxembourg Protocol of Agreement” (31 January 2005), the mandate of the Lisbon ad hoc group is limited to the period of the Luxembourg Presidency. Chaired by the Luxembourg Presidency, the objective of the Lisbon ad hoc group is to “*to prepare an integrated plan of activities (working plan) that can be carried out within the working groups of EPAN, the contents of which will be integrated in the MTP, and that will help to foster and improve the efficiency and coherence of the EPAN network. ...*”

The final conclusions of the ad hoc Lisbon group are to be submitted to the TROIKA of the Directors General before being integrated in the Mid Term Programme 2006/2007 and adopted by the Ministers responsible for Public Administration.”

In this document, the Lisbon ad hoc group reports the results of its work from end of February to end of April 2005. After a short introduction, the document presents the role of public administrations, possible Lisbon related topics for the EPAN and the various management aspects for the Lisbon related activities. The last chapter contains proposals for the Directors General concerning an integrated plan of activities for the EPAN. Background information concerning the Lisbon Strategy and the EPAN can be found in *Appendix 1*; the work of the Lisbon ad hoc group itself is described in *Appendix 2*.

The proposals for an integrated plan of activities should allow the Directors General to select topics and the Luxembourg Presidency to elaborate an ambitious, but yet realistic, Lisbon relevant MTP 2006-2007, to be adopted by the Ministers responsible for Public Administration at their meeting on the 8th of June 2005 in Mondorf-les-Bains.

1. The Lisbon Strategy

On 23 March 2005, the European Council adopted the conclusions [5] relaunching the Lisbon Strategy. The President of the European Council, the Luxembourg Prime Minister, Jean-Claude Juncker, spoke at length about how the decisions of the European Council directly concern the everyday life of European citizens:

"What do the citizens of Europe want? Competitiveness? Yes. Higher growth? Yes. Higher productivity? Yes. But these terms do not speak to their hearts. They do not understand how the everyday life of the people of Europe can be affected by these three concepts.

What Europeans really want, in fact, is work. They want to be able to set up their company in good conditions and find the finance for it and they want open markets and efficient communications and transport systems. They want to be able to reconcile their family life with their professional life and keep up with the new technologies and the world of the Internet. They want a good education for their children, public utility services, decent pensions and a healthy environment.

Those are the concerns of the citizens of Europe. And those are the true objectives of the Lisbon Strategy - precise objectives that we tend to forget when we talk about growth, competitiveness and productivity."

The European Council's conclusions define a package of actions, all of them focusing on the objectives of growth and employment. These actions will be put underway at European and national levels and are addressed to specific target groups of European citizens : young people, jobs seekers, families, people wanting to adapt their skills to a changing labour market, workers in the industrial sectors, entrepreneurs, innovators and researchers.

The relaunch of the Lisbon strategy is based on three core pillars: 1) making knowledge and innovation the real engines to drive lasting growth, 2) making Europe more attractive for investment and employment, and 3) placing growth and employment at the service of social cohesion. For making these pillars deliverable and actionable, each Member State will draw up its 3-year national Lisbon programme in the autumn 2005. Together with the Community Lisbon programme, the design and the implementation of the national Lisbon programmes will form the core of the re-established Lisbon governance.

Europe is facing major social and economic challenges. These challenges have also a direct effect also on the public administration. The role of the public administration is crucial for allocating its resources and attention for tackling the following issues :

- growing unemployment with the risk that millions of people are excluded from labour force permanently;
- aging population, growing need for health services and social security;
- decreasing or deteriorating productivity of the public services;
- modest capacity to govern horizontal challenges in terms of creating and implementing coherent, truly cross-governmental policies and measures both on the national and the European level;
- low intensity and capacity of creating and implementing social and organisational innovations.

Implementing some of the key Lisbon priorities depends on a highly competent, professional and competitive public administration, being characterised by effective governance structures, innovative and effective policy-making practices and a performance oriented service delivery. In this sense the national public administrations are to be considered as important enablers for reaching the Lisbon targets.

The European Public Administration Network (EPAN), by enabling public administrations to exchange experiences and to develop joint activities, is determined to contribute actively to the achievement of the objectives and the success of the Lisbon Strategy.

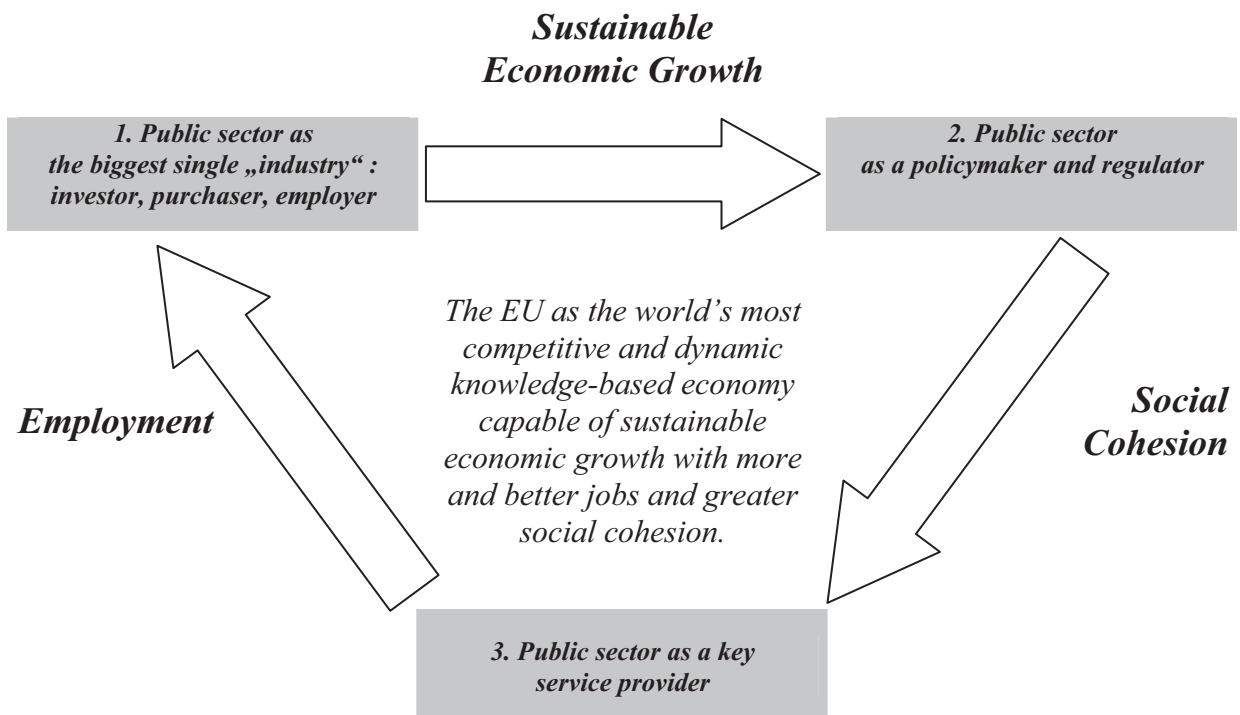
2. The Lisbon Strategy and the roles of public administrations

The EPANs contribution to the delivery of the Lisbon strategy is based on the assumption that a good quality public administration is a critical catalyst, facilitator and partner for well-functioning society, competitive regulatory and innovative environment, good quality service provision and solid public finances. It is highly relevant to ask for the public administrations capacity to identify, to develop and to implement innovative practices in policymaking, regulation, management and service delivery.

So far, the importance explicitly attributed to the public administrations in the revised Lisbon Strategy has been limited.

But several studies and meetings have recently emphasised both the existing and the potential connections between the public administrations and the Lisbon goals. Based on the different roles, the contribution of the public administration to sustainable growth and competitiveness can be distinguished followingly:

- policymaker (governance)
- regulator
- service provider
- investor
- purchaser
- employer .



2.1. Public administrations as policymakers

The way the national policies are innovated, formulated and put into the practice does make a difference to the final strategy delivery.

Public administrations should be effective, addressing issues that really concern citizens and businesses combined with successful implementation. This also comprises the safeguard that services are including all citizens, and information delivery to the citizens, alternative ways of policymaking and societal involvement. Transparency is an essential prerequisite for the integrity and credibility of the political institutions and should be an integral part of them. Same applies to the issue of control and enforcement. Since there seems to be an implementation gap of the Lisbon targets, public governance becomes more prominent.

However, it should be kept in mind that there is no single mode of policy-making in Europe. Administrations' role in policy-making differ by the cultural background, but also by the intensity of the interventions. It also makes a difference, whether a country has a highly regionalized or less-regionalized structure, or whether the interventions and the division of labour between administrative layers are based on decentralized or centralized model. The modes of governance may even vary from one policy area to another.

2.2. Public administrations as regulators

Legislation can promote efficiency, equity, competition and innovation, but it can also cause compliance costs. Creating a business-friendly regulatory environment (for example cutting red tape, introducing one-stop contact points and providing easy access to different forms of financing) is considered a major priority for relaunching the Lisbon Strategy.

Administrative burden is also a matter of better use of information. Sharing data between administrations, in respect of the "protection of individuals with regard to the processing of personal data and on the free movement of such data" (directive 95/46/EC of the European Parliament and of the Council of 24 October 1995), is better than asking and managing the data several times.

2.3. Public administrations as service providers

Public administrations offer a variety of services. Most of the time, the bureaucratic structures of public administrations have been leading in the development of services, rather than the customers perspective. Collecting first the needs and measuring afterwards the satisfaction of the customers is essential for a good acceptance of the services and a quick take-up.

ICT has the potential to offer a seamless government, but organisational borders remain strong. Rethinking service delivery processes, facilitated by ICT, can offer considerable benefits both for the customers and the public administrations themselves. This process of transformation requires an integrated approach and a strong political support.

Interesting benefits for citizens and business could, among others, be simple and transparent access, less administrative burden, fastened procedures, more equitable decisions.

An extra dimension of service delivery is the paneuropean perspective. At presents most governments only develop services for their own constituents. But from the European mobility ideal, it should be considered to stress the importance of paneuropean services, to have these implemented and to make them available in multilingual versions.

2.4. Public administrations as investors

Major investments from the national and sub-national budget are made on both the physical and societal infrastructure (roads, buildings, R&D, education etc.). Some of the investments are directly growth related, others only indirectly. Looked from the internal perspective, big investments are also made for strengthening and enhancing capacity of the public administration and its personnel. These investments also are both physical (buildings, ICT hardware and software, etc.) and intellectual (education, training, R&D projects, etc.) ones. The critical question for any administration is to ask for the value-added in making investments.

The SCP Public Performance report [1] shows an EU-15 average public expenditure of app. 50% of GDP, with certain variety between member states (with about 20% of GDP being public procurement).

It is quite clear that high expenditure in a particular domain does not guarantee high performance, and it can even limit the performance of society as a whole. But it is becoming increasingly clear that if member states co-operate and harbour similar aspirations, public administrations might contribute decisively to European recovery.

2.5. Public administrations as purchasers

As part of the expenditure public administrations acquire services and products.

Being information intensive organisations, public administrations investments have a large share in ICT industries; this factor has not to be neglected.

Public procurement should be refocused on innovative products and services and the use of eco-technology should be promoted.

Public administrations can play an enabling role based on their critical mass, e.g. through the adoption of standards, or the introduction for their own use of key enabling facilities and systems such as electronic signatures that have a spill-over effect in the private sector.

2.6. Public administrations as employers

The public administrations can be considered as a main employer. About 50 million civil servants constitute a very important part of the total labour market.

Productivity, employability, flexibility, leadership and lifelong learning merit attention for economic renewal. Demographic change within the public administration is an issue to be mentioned here: competing for the talented people might also be an issue as an argument.

3. The possible Lisbon related topics for the EPAN

This chapter describes possible Lisbon related topics for the EPAN. The topics (numbered T-x.y) were selected according to their ambition level, their relevance and their feasibility.

The topics should be ambitious as modern, innovative and performance oriented public administrations are essential to realise the Lisbon goals. They should be relevant in the sense of being clearly related to the Lisbon Strategy and to the role of the EPAN. They should be realistic, in line with the structure and the resources of the EPAN.

3.1. Public administrations as policymakers

The Lisbon strategy represents a very ambitious agenda for the European Union and the individual member states across whole Europe. It is based on policy mix approach, meaning that a coherent set of policy areas are interconnected for contributing the same strategic goals for sustainable growth and better employment. This challenges the traditional views and practices on sector and institution based policymaking in public administrations. Furthermore, it calls for a more intensive orientation on an effective governance and on horizontal policy making in particular.

One of the crucial points for the future of the Lisbon Strategy is "improving governance", which includes the drawing up of "national Lisbon programmes". In the work of the EPAN, the emphasis on the governance theme should be placed on interesting practices on *participatory policymaking* and *managerial capacity and efficiency* aiming to design, implement and monitor a coherent set of European and national policies.

It is self-evident, that it is not the role of the EPAN to design or to implement "national Lisbon programmes", nor to assure the quality of national policymaking. The EPANs primary perspective is not based on the content of the policies but on the interesting policymaking and management practices. Hence there are aspects of this topic which could be of interest for the different EPAN entities:

- benchmarking analysis of the interesting practices and critical factors for successful formulation and implementation of "national Lisbon programmes" (T-1.11 / IPSTG); e.g.
 - a) practices and requirements for innovation led policymaking,
 - b) practices for interdepartmental cooperation and coordination,
 - c) practices, innovations and consequences of engaging stakeholders in policymaking (agenda setting, policy formulation and implementation);
- benchmarking practices and competences on strategic management and leadership (T-1.12 / HR WG); e.g.
 - a) required strategic competences from the top civil servants responsible for managing issue based (not institution based) policymaking,
 - b) the impacts of the reformed/changing governance on the roles and division of labour between political leaders and civil servants,
 - c) modes and experiences for using special task forces (e.g. special civil servant corps, wise men etc.) for creating smart and effective governance;
- more intensive and integrated use of ICT for enabling efficient, effective and transparent horizontal policymaking; e.g. tailor-made assessment and exploiting the role of ICT in driving change in policy-making (T-1.13 / eGov WG).

The Lisbon strategy and good quality governance should be included into the next Quality Conference on Sustainable Quality organized by Finland (T-1.2 / IPSG).

An interesting topic could also be the evaluation of different models in public-private dimensions (T-1.3 / DEBR);

3.2. Public administrations as regulators

The European Council has requested in its March 2005 meeting “*the Commission and the Council to consider a common methodology for measuring administrative burdens with the aim of reaching an agreement by the end of 2005. That agreement should take advantage of the results of the Commission's pilot projects which are due in the course of 2005*”. The Commission launched on 16 March 2005 the pilot phase on a “EU net administrative cost” approach [4] in view of testing its feasibility and value-added as a common approach for EU institutions and Member States.

Where requested, national public administrations are encouraged to assist the Commission in making the pilot phase a success. Once a common approach has been agreed, different EPAN activities could be organised concerning the administrative burdens :

- exchange of experiences concerning the use of the methodology (T-2.11 / IPSG),
- reduction of existing national regulations and quality of new national “Lisbon regulations” (T-2.12 / DEBR),
- training on the use of the methodology (T-2.13 / DSIPA).

In addition, the work on best multiple use of data and once-only data supply by citizens and enterprises could be enhanced (T-2.2 / eGov WG).

3.3. Public administrations as service providers

The services provided by the public administrations have to fulfil the needs of the users, citizens and enterprises. These can be better involved by using new methods and tools, first for collecting their needs in order to identify and develop (high impact) services (T-3.1 / IPSG and eGov WG), afterwards for organising successful take-up campaigns the new services (T-3.2 / IPSG and eGov WG).

The degree of satisfaction of the users of services can be measured by appropriate new indicators, which could be called European User Satisfaction Indices (EUSI's) (T-3.3 / IPSG and eGov WG).

Reduced transaction time, round-the-clock availability, and convenience are all benefits that attract the user to access government services over the Internet. High performance - better outcomes more cost-effectively – can be reached by public administrations through eGovernment. Monitoring and evaluation of eGovernment benefits and performance is necessary to improve customer service, but also to save time, financial and human resources to deliver the services (T-3.4 / eGov WG).

Electronic identification and authentication, electronic signatures, electronic identity cards and public key infrastructures are indispensable preconditions for safe and generalised use of electronic services (T-3.5 / eGov WG).

The management of language versions of national (and subnational) government web sites and portals (T-3.6 / eGov WG), as well as the evolution of the offering of paneuropean e-government services by national (and subnational) institutions, aimed at citizens and enterprises in other member states, could be constantly monitored (T-3.7 / eGov WG).

3.4. Public administrations as investors

Interesting activities could be envisaged concerning the question of the volume of investments by public administrations in their physical and intellectual infrastructure, as well as the verifiable gains from these investments (T-4.1 / IPSP).

Following the SCP-study from the Netherlands, another topic could be about performance indicators on price and quality on different levels (T-4.2 / IPSP):

- administrative arrangements (role and level of decentralisation, agencies, etc)
- institutional arrangements (budgeting systems, incentive system, accounting system, etc)
- the field to study (public administrations, education, labour offices, etc) .

3.5. Public administrations as purchasers

Public procurement figures among the vital strands of the relaunch of the Lisbon Strategy [5]:

- the “*refocusing on innovative products and services*” could lead to the working out of a number of ad hoc guidelines (T-5.1 / IPSP),
- the “*use of eco-technology*” by the public administrations could be enhanced by the use of standards for green public procurement (T-5.2 / IPSP).

Standardised and streamlined purchasing practices, improved transparency for both purchasers and providers, time and resources gains are possible by using e-procurement processes (T-5.3 / eGov WG).

A common policy line concerning the use of open standards (T-5.4 / eGov WG) could be useful for all EPAN members, as well as common rules for the (open source) public administration application software re-use (T-5.5 / eGov WG).

3.6. Public administrations as employers

A large topic is the improvement of efficiency and productivity of the public administrations and the reduction of internal administrative burdens and costs, including such issues as efficiency reviews, indicators and targets, streamlining business processes, outsourcing and the consolidation of back-office functions (T-6.1 / IPSP, HR WG and eGov WG).

The impact of demographic change on recruitment (T-6.2), the performance pay and other reward systems (T-6.3), the gender employment (T-6.4) and the ‘active ageing’ (T-6.5) are possible HR topics directly related to different aspects of the Lisbon strategy (HR WG).

Other topics could concern the ICT skills (ICT licence for administrative staff (T-6.6 / HR WG and DSIPA), professionalization of ICT staff (T-6.7 / eGov WG and DSIPA), the teleworking (T-6.8 / HR WG and eGov WG) and the impact of lifelong learning on training management (T-6.9 / DSIPA).

4. The various management aspects for the Lisbon related activities

This chapter presents various management aspects for the Lisbon related activities.

4.1. EPAN actions for the Lisbon topics

Concerning each topic, different actions are possible, depending for example on the maturity level, on the degree of sophistication or on the quality charters existing or foreseen in the public administrations of the EPAN members, or on existing (or not) methods and tools for comparing or for measuring, regularly or not, certain functions or processes.

So an action for a certain topic could be, for example

- study of the ‘state of affairs’
- discussion of good ideas (not necessarily proven practices)
- presentation of good practices
- transfer of proven best practices
- development of a method or tool for benchmarking
- comparison or measurement by using a benchmarking method or tool .

4.2. EPAN activities for its constituent entities

The integrated plan of activities for the EPAN should contain actions for all its different entities. The integration could be reached best if different actions from topics concerning several entities were carried out in the same period of time by the concerned entities; these actions should have a high priority.

For example, different actions within the topics concerning policymaking in general and “national Lisbon programmes” in particular (T-1.11 – T-1.13), different actions concerning the methodology for measuring administrative burdens (T-2.11 – T-2.13), or different actions concerning the efficiency of public administrations (T-6.1). The coordination of the different actions should be managed by the Directors General.

Under the UK Presidency, the topics selected by the Directors General for the MTP 2006-2007 have to be evaluated by all the entities and a detailed work plan has to be drawn up. After the definition of the actions and milestones by all the EPAN entities, the final integrated plan of activities can be validated by the Directors General at their 45th meeting at the beginning of December in Newcastle.

4.3. EPAN efficiency as an integrated network

To be efficient as an integrated network, the Directors General have to apply even more ‘goal oriented’ management techniques for the organisation, execution and communication of the work done by all the EPAN entities, as for example

- directives for the work plans
- performance reporting
- global and common administrative framework.

(A secretariat with more permanent staff would be useful for realizing all the administrative tasks and assuring the continuity of certain management activities.)

For bigger activities, team presidencies (some have already taken place) and voluntary financial participation by the EPAN members have to be envisaged. Certain actions could be undertaken by working teams / sub-groups within the existing EPAN entities (as being done within the IPSG).

Finally, the EPAN coverage should not be limited to the national level of public administration, but include, if possible, also the regional and the local levels.

4.4. EPAN collaboration with international institutions

The collaboration with international institutions should avoid duplication of work on the one hand and allow to create synergies on the other hand. This is particularly important for two EPAN entities

- eGovernment Working Group (eGov WG),
- Directors and Experts for Better Regulation (DEBR).

To facilitate some of the activities of the EPAN, the collaboration with the European Commission within the new Competitiveness and Innovation Programme should be explored.

4.4.1. eGovernment Working Group (eGov WG)

- **OECD**

The activities done under “Public Governance and Management” should be taken into account :

- Government-Citizen Relations
- E-government, Knowledge Management and the Use of IT

The e-Government Project, launched in 2001 focuses on the longer term and deals with good governance and public administration reform.

- **European Commission**

- DG Enterprise

The Enterprise Directorate General works toward the objective set at the Lisbon European Council in Spring 2000, of transforming the EU into “the most competitive and dynamic knowledge-based economy in the world” by 2010. The legal basis for its activities is to be found in articles 95 (Internal Market), 152 (Public Health), 157 (Competitiveness) and in Title XVIII (innovation and research) of the Treaty.

* Directorate I - Unit I 5 : European eGovernment Services (IDABC)

Decision 2004/387/EC of the European Parliament and of the Council of 21 April 2004 on interoperable delivery of pan-European eGovernment services to public administrations, businesses and citizens (IDABC), for activities to be implemented during the period 2005-2009 :

- projects in different policy areas such as agriculture, education, employment, energy, environment, fisheries, health, humanitarian aid, internal market, statistics, technical regulations, tourism, trade, transport
- projects in different categories:
 - technology solutions (network services, hosting services, middleware, security, interoperability guidelines)
 - business applications (workgroup tools, e-Procurement, translation support, guides to legislation, portal to services of public administrations, interactive policy-making)
 - spread of good practice (dissemination, eGovernment Observatory, promoting competence in Open Source Software and OSS-related activities)
 - IDABC programme management (evaluation, preparation) .

- DG Information Society and Media / i2010

* Directorate C: Lisbon Strategy and Policies for the Information Society

- Unit C 1 : Lisbon strategy and eEurope

This unit is covering the economic analysis in the context of eEurope.

- Unit C 5 : IST Operations

On 6 April 2005, the European Commission adopted a proposal for a the EU Seventh Research Framework Programme 2007-2013 (FP7). Subtitled “Building the European research area of knowledge for growth”, FP7 is designed to respond to the competitiveness and employment needs of the EU.

* Directorate H: ICT for Citizens and Businesses

- Unit H 2 : eGovernment

** Under the auspices of the eEurope 2005 MODINIS programme, the European Commission initiated five studies in December 2004 to illuminate key aspects of the eGovernment agenda by:

1. Assessing the financing, benefits and economics of eGovernment (14 months);
2. Identifying the legal regulatory and organisational barriers (36 months);
3. Advancing identity management within the EU (26 months);
4. Intensifying the exchange of information on practical eGovernment interoperability experiences (26 months);
5. Making available services to reinforce the exchange of good practice in eGovernment (‘Good Practice Framework’) (26 months).

** The eGovernment subgroup of the eEurope Advisory Group met four times since 2004. A 5th meeting will take place in Luxembourg 11 May 2005, the last meeting will be in September 2005. The outcome of the work will be objectives, targets and actions for 'eGovernment 2010'; among the 'signposts' towards eGovernment 2010 are being analysed and discussed:

1. eGovernment electronic identification and authentication;
2. Widespread take-up of online public services;
3. Efficient and effective Government;
4. Electronic public procurement (eProcurement);
5. Good governance.

** The 3rd Ministerial eGovernment Conference will take place in Manchester on 24-25 November 2005; it is organised jointly by the upcoming UK Presidency and the European Commission. The conference themes are :

1. The Right Environment: creating the best environment to enable government, business and citizens to benefit from transformation;
2. Government Readiness: transformation of the administrations and innovation in the back-office;
3. Service Use: transformation and innovation in external facing services putting citizens and businesses at the centre - driving use and participation;
4. Impact: measuring the benefits delivered to Government, business and citizens.

- Unit H 4 : eTEN

The Trans-European Network (TEN) initiative is based on articles 154, 155 and 156 of the Treaty establishing the European Community, which set the objective of establishing Trans-European networks in the areas of transport, telecommunications and energy.

These networks will enable the citizens of the Union, economic operators and regional and local communities to derive full benefit from the setting-up of an area without internal frontiers.

4.4.2. Directors and Experts for Better Regulation (DEBR)

- **OECD**

The activities done under “Public Governance and Management” should be taken into account :

- Regulatory Management and Reform

OECD work on regulatory management and reform is aimed at building policy support and skills for good regulations in member countries.

- **European Commission**

In 16 March 2005 the Commission has adopted a new Communication "Better regulation for Growth and Jobs in the European Union" [4]. While ensuring coherence with the ongoing action for better regulation, the Communication proposes three key action lines:

1. By further promoting the design and application of better regulation tools at the EU level, notably in so far as impact assessments and simplification are concerned.
2. By working more closely with Member States to ensure that better regulation principles are applied consistently throughout the EU by all regulators. Action at EU level alone will not be enough: the transposition of EU legislation by the Member States and national regulatory initiatives have a direct effect as well, not just on national administrations and on citizens but also on businesses, particularly SMEs, from across the Union.
3. By reinforcing the constructive dialogue between all regulators at the EU and national levels and with stakeholders.

4.4.3. Competitiveness and Innovation Framework Programme (2007-2013)

The Commission proposed on the 6 April 2005 a Competitiveness and Innovation Framework Programme (CIP) with a budget of € 4.213 billion for the period 2007 – 2013 [6]. The CIP will support actions from three specific programmes:

1. Start up and growth of SMEs: the “Entrepreneurship and Innovation Programme” will facilitate access to finance and support investment in innovation activities. It will provide SMEs with information and advice on single market opportunities and Community matters and assist Member States in introducing a better regulatory and administrative environment for business and innovation. It will also further develop strategies for industrial and service sectors and monitor their progress.
2. Information and communication technologies: the “ICT Policy Support Programme” will contribute to competitiveness, growth and jobs through stimulating a wider adoption and more efficient take up of ICT. In particular, it will support operational demonstrations of technological and organisational solutions to ICT-based services at EU level in particular addressing interoperability, identity management and security challenges.
3. 12% share of renewable energy by 2010 and reduce energy consumption: the “Intelligent Energy-Europe Programme” will support energy efficiency, new and renewable energy sources, and technological solutions to reduce greenhouse gas emissions caused by the transport sector.

The EPAN Directors General should explore together with the European Commission the possibilities to facilitate some of the activities of the EPAN with the help of the Competitiveness and Innovation Framework Programme (2007-2013).

5. The proposals for an integrated plan of activities for the EPAN

Taking into account the possible Lisbon related topics for the EPAN (chapter 3) and the various management aspects for the Lisbon related activities (chapter 4), this chapter presents proposals for an integrated plan of activities for the EPAN. As there are a lot of topics and in order to apply the principle of “do less, do better” for the EPAN entities concerning their activities to be carried out, priorities have to be fixed. A proposal for a method (summary table of all the topics with weighting of certain criteria) is made here.

This chapter does not present detailed activities nor precise timetables. After the adoption of the MTP 2006-2007 by the Ministers responsible for Public Administration at their meeting on the 8th of June 2005 in Mondorf-les-Bains, a ‘definition phase’ has to take place by every EPAN entity during the second half of 2005 in order to outline the actions and timetables for the selected topics.

The final integrated plan of activities, with concrete actions and milestones, could then be validated by the Directors General at their 45th meeting at the beginning of December in Newcastle.

Considering the ‘topics’ and the ‘management aspects’, it is easy to draw up a summary table; for example :

Legend

- PA : Public administrations as
 - emp. = employers - pol. = policymakers - reg. = regulators
 - inv. = investors - pur. = purchasers - ser. = service providers
- Entity : EPAN entity (IPSG, HR WG, eG(ov) WG, DEBR, DSIPA)
- Number : Topic number given in chapter 3
- Topic : Topic described in chapter 3
- IA : Integrated activity
 - 2 = high integration - 1 = normal integration - 0 = no integration
- MT : Mid Term Programme 2006 – 2007 (edition April 2005)
 - 2 = topic already foreseen in the MTP
 - 0 = topic not foreseen in the MTP
- II : Impact of ongoing or foreseen activities by international institutions
 - 2 = no impact - 1 = low impact - 0 = high impact
- DG : EPAN Directors General bonus
 - 4 = high bonus - 2 = normal bonus - 0 = no bonus
- P : Priority [sum of (IA), (MT), (II) and (DG) = (IA + MT + II + DG)]
 - **8 - 10 = top priority** - **4 - 5 = normal priority** - 2 - 3 = low priority
 - **6 - 7 = high priority** - 0 - 1 = no priority

For this example, the proposals (excepted for the ‘DG bonus’ = 0 at this stage) for the different criteria and the results for the priorities are then:

PA	Entity	Number	Topic	IA	MT	II	DG	P.
pol.	IPSG	T-1.11	National Lisbon programmes interesting practices & success factors	2	0	2	0	4
pol.	HR WG	T-1.12	National Lisbon programmes strategic management & leadership	2	2	2	0	6
pol.	eG WG	T-1.13	National Lisbon programmes ICT use for horizontal policymaking	2	0	1	0	3
pol.	IPSG	T-1.2	4 th Quality Conference (Finland) - Lisbon Strategy	1	2	2	0	5
pol.	DEBR	T-1.3	Public-private dimensions	1	0	2	0	3
reg.	IPSG	T-2.11	Methodology ‘administrative burdens’ experiences	2	2	2	0	6
reg.	DEBR	T-2.12	Methodology ‘administrative burdens’ quality	2	2	2	0	6
reg.	DSIPA	T-2.13	Methodology ‘administrative burdens’ training	2	2	2	0	6
reg.	eG WG	T-2.2	Once-only supply and best multiple use of data	0	2	0	0	2
ser.	IPSG	T-3.1	Collection of services needs	1	2	1	0	4
ser.	eG WG	T-3.1	Collection of eGovernment services needs	1	0	0	0	1
ser.	IPSG	T-3.21	Organisation of successful take-up campaigns	1	2	1	0	4
ser.	eG WG	T-3.22	Organisation of successful take-up campaigns	1	0	0	0	1
ser.	IPSG	T-3.31	European User Satisfaction Indices	2	2	2	0	6
ser.	eG WG	T-3.32	European User Satisfaction Indices	2	2	0	0	4
ser.	eG WG	T-3.4	eGovernment benefits and performance	0	0	0	0	0
ser.	eG WG	T-3.5	Identification and authentication	0	0	0	0	0
ser.	eG WG	T-3.6	Web sites and portals – language versions	0	0	1	0	1
ser.	eG WG	T-3.7	Pan-european eGovernment services	0	0	1	0	1
inv.	IPSG	T-4.1	Investments in physical and intellectual infrastructure	0	0	2	0	2
inv.	IPSG	T-4.2	Performance indicators on price and quality	0	0	2	0	2
pur.	IPSG	T-5.1	Procurement – Innovative products and services	0	0	2	0	2
pur.	IPSG	T-5.2	Procurement – Use of eco-technology	0	0	0	0	0
pur.	eG WG	T-5.3	Procurement – eProcurement	0	0	0	0	0
pur.	eG WG	T-5.4	Open standards	0	2	0	0	2
pur.	eG WG	T-5.5	Open source public administration software	0	2	0	0	2
emp.	IPSG	T-6.11	Efficiency of public administration	2	2	2	0	6
emp.	HR WG	T-6.12	Efficiency of public administration	2	2	2	0	6
emp.	eG WG	T-6.13	Efficiency of public administration	2	2	0	0	4
emp.	HR WG	T-6.2	Recruitment – impact of demographic change	0	2	2	0	4
emp.	HR WG	T-6.3	Performance pay	0	2	2	0	4
emp.	HR WG	T-6.4	Gender employment	0	0	2	0	2
emp.	HR WG	T-6.5	Active ageing	0	0	2	0	2
emp.	eG WG	T-6.61	ICT licence for administrative staff	1	2	1	0	4
emp.	DSIPA	T-6.62	ICT licence for administrative staff	1	2	1	0	4
emp.	eG WG	T-6.71	Professionalization of ICT staff	1	2	1	0	4
emp.	DSIPA	T-6.72	Professionalization of ICT staff	1	2	1	0	4
emp.	HR WG	T-6.81	Teleworking	1	0	2	0	3
emp.	eG WG	T-6.82	Teleworking	1	0	2	0	3
emp.	DSIPA	T-6.9	Impact of lifelong learning on training management	0	0	2	0	2

Using this kind of summary table, the DGs can easily (spreadsheet : allocate points, calculate and sort) fix the final priorities for the ‘definition phase’ proposed for all EPAN entities.

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- [2] : “Facing the challenge – The Lisbon strategy for growth and employment”
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- [3] : “Working together for Growth and Jobs. A new start for the Lisbon Strategy”
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- [4] : “Better Regulation for Growth and Jobs in the European Union”
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- [5] : “European Council Brussels – 22 and 23 March 2005 – Presidency conclusions”
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Appendix 1 - The Lisbon Strategy and the EPAN

The Lisbon Strategy

The Lisbon Strategy, agreed by EU Heads of State and Government at the Lisbon European Council in March 2000, is about reaching by 2010 ambitious objectives in the economic, the social and the sustainability field through a strategy of innovation and by investing in a knowledge society.

In practice however, results have fallen short of expectations during the first five years.

The aim of the "Mid Term Review" was to give renewed impetus to enhance Europe's economic potential by refocusing its efforts on growth and jobs.

The EPAN

The structure of the European Public Administration Network (EPAN) is as follows :

- the network is headed by the ministers responsible for public administration and civil service
- the core of the network consists of the directors general of public administration and civil service
- three working groups
 - Innovative Public Services Group (IPSG)
 - Human Resources Working Group (HR WG)
 - eGovernment Working Group (eGov WG) .

In addition, two other entities work closely with the EPAN:

- Directors and Experts for Better Regulation (DEBR)
- Directors of Schools and Institutes of Public Administration (DSIPA) .

It should be recalled that the EPAN has no legal basis and does not make binding decisions.

The human and financial resources of the EPAN are limited and all participation by the EPAN members is voluntary.

Nevertheless, by different activities of its existing entities, co-operation and sharing of best practices in the framework of EPAN can help its members to improve the performance and competitiveness of their public administrations.

The activities to be carried out by the EPAN should always take into consideration those done by international institutions, especially by the European institutions, in order to avoid duplication of work on the one hand and allow to create synergies on the other hand.

The Mid Term Review of the Lisbon Strategy

November 2004

The "Kok report" [2]

The report "Facing the Challenge" was presented on **3 November 2004** to the European Commission and on **4 November 2004** to the European Council. It was worked out by a High Level group of Independent Experts chaired by former Dutch Prime Minister Wim Kok.

According to this report, progress towards the objectives of the Lisbon Strategy has been disappointing due primarily to the lack of determined political action; determined action should be taken urgently across five key policy areas :

- Knowledge society: increasing Europe's attractiveness for researchers and scientists, making R&D a top priority and promoting the use of ICT.
- Internal market: completing the internal market for services, especially financial services, and removing obstacles to the free movement of goods.
- Business climate: reducing the total administrative burden, improving the quality of legislation, facilitating the rapid start-up of new companies and creating an environment that is more supportive to businesses.
- Labour market: rapidly delivering on the recommendations of the European Employment Taskforce, and developing strategies for lifelong learning, active ageing and partnerships for growth and employment.
- Environmental sustainability: stimulating eco-innovation, building leadership in eco-industry and pursuing policies that lead to long-term and sustained improvements in productivity through eco-efficiency.

While the majority of stakeholders seem to agree with the report's analysis of the poor progress made in the Lisbon process to date, many believe the report lacks concrete proposals to improve Europe's performance.

The EPAN decisions related to the Lisbon Strategy

November 2004

The "Wassenaar Memorandum of Understanding"

The Ministers responsible for Public Administration and e-Government in the Public Sector from Ireland, Italy, Luxembourg, the Netherlands and the United Kingdom, together with the Vice-President for Personnel and Administration of the European Commission, met on **4 November 2004** in Wassenaar in their capacity as members of the extended Troika of the EPAN. They agreed upon the following :

- the importance of an excellent functioning public administration as a contributor to realising the Lisbon Strategy
- the importance of the activities of the EPAN, e.g. the Quality Conferences for Public Administrations
- the need to review the manner in which the Directors General fill in the innovation agendas and promote progress
- the co-operation with the European Commission and the interest to determine how European programmes can support the activities of the Directors General
- the improvement of operational management by using User Satisfaction Indices on the quality of public administrations
- the necessity to devote more attention to the economic and social impact of e-government, the interoperability of the systems and the application of open standards.

The "Maastricht Resolutions"

The Directors General responsible for Public Administration decided at their 43rd meeting on **22 and 23 November 2004** in Maastricht to set up an ad hoc Lisbon group to explore the possibilities of EPAN for contributing to the Lisbon goals.

January 2005

January 2005

The Troika Secretariat Meeting
At the meeting of the enlarged Troika Secretariat of **7 January 2005**, the Austrian, British, Dutch, Irish and Luxembourg delegations agreed that a special meeting of the Directors General should take place in Luxembourg in order to set up the Lisbon ad hoc group.

The "Luxembourg Protocol of Agreement"
The Directors General responsible for Public Administration agreed at their special meeting on **31 January 2005** in Luxembourg on the mission of the ad hoc Lisbon group and the working areas to be considered.

February 2005

The Communication to the European Spring Council “Working together for Growth and Jobs. A new start for the Lisbon Strategy” [3]
The European Commission presented **on 2 February 2005** the new strategy for the EU to create growth and jobs. The action programme focuses on :

- Making Europe a more attractive place to invest and work: completing the internal market for services, especially financial services, and create the right conditions for business through fair competition, efficient infrastructures, reducing the total administrative burden.
- Knowledge and innovation for growth: making R&D, education and innovation a top priority and promoting the use of ICT.
- Creating more and better jobs: rapidly delivering on the recommendations of the European Employment Taskforce, and developing strategies for lifelong learning, active ageing and partnerships for growth and employment.

To reinforce national ownership and effective implementation, the Commission proposed reinforced partnership based on European guidelines and national Lisbon programmes.

February 2005

The first meeting of the ad hoc Lisbon group
The members of the ad hoc Lisbon group met for the first time on **21 February 2005** in Luxembourg and decided to focus on two working topics within two working teams : effective governance and innovation.

March 2005

The Communication on better regulation for Growth and Jobs in the EU [4]

On **16 March 2005**, the Commission adopted a communication in the context of the renewed Lisbon Strategy, to follow its announcement to launch a comprehensive initiative to ensure that the regulatory framework in the EU meets the requirements of the twenty-first century. This initiative builds on the Commission's 2002 initiative for better regulation and reinforces the way in which better regulation contributes to achieving growth and jobs, while continuing to take into account the social and environmental objectives and the benefits for citizens and national administrations in terms of improved governance

The "Presidency conclusions of the Brussels European Council" [5]

The European Council discussed and relaunched on **22 and 23 March 2005** the Lisbon Strategy by refocusing on growth and employment in Europe, in accordance with the Commission's proposals that were made in February. The European Council also decided to strengthen the consistency and complementarity nature of the existing mechanisms by launching a new cycle of governance. The Integrated Policy Guidelines and the national programmes which will be derived from them will be valid for three years. National programmes should be the result of a debate at national level with the competent parliamentary bodies and the social partners.

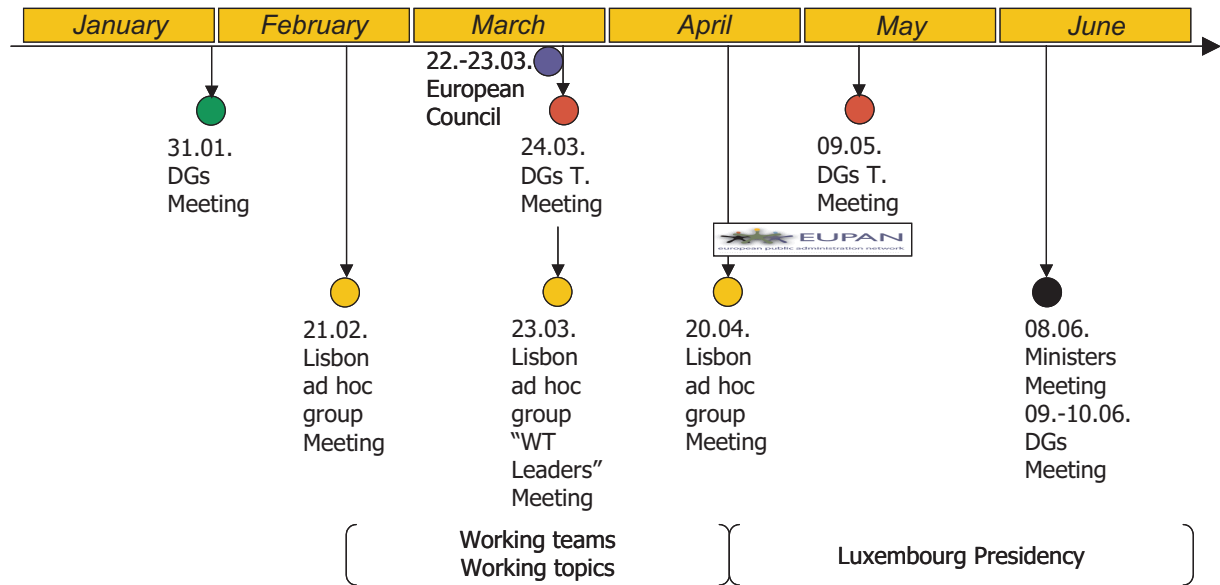
March 2005

The "Neumünster progress report"

The ad hoc Lisbon group presented its progress report to the Directors General of the Troika on **24 March 2005** in Luxembourg.

Appendix 2 - The EPAN Lisbon ad hoc group

The activities



All the meetings took place in Luxembourg and were chaired by the Luxembourg Presidency. The chronology of the activities is the following :

- 31 January 2005: Constitution of the Lisbon ad hoc group
The "Protocol of Agreement" (*Appendix 2.1*) describes the composition, the mission and the procedure of the Lisbon ad hoc group as well as the working areas to be considered.
- 21 February 2005: Meeting of the Lisbon ad hoc group
The members of the Lisbon ad hoc group decided to create two working teams. The first, led by Finland, should deal with effective governance, the second, led by the Netherlands, should concentrate on innovation (*Appendix 2.2* : Draft Conclusions).
- March 2005: Under the lead of respectively Finland and the Netherlands, and using ICT for information exchange, the two teams worked out their respective report :
 - 'Effective governance' (*Appendix 2.3*)
 - 'Innovation' (*Appendix 2.4*).
- 23 March 2005: Meeting of the Lisbon ad hoc group working team leaders
The reports from the working teams were discussed (*Appendix 2.5* : Draft Conclusions).
- March-April 2005: Individual contributions were produced by four members of the Lisbon ad hoc group: Poland (*Appendix 2.6*), the United Kingdom (*Appendix 2.7*), Germany (*Appendix 2.8*) and the European Commission (*Appendix 2.9*).

- 20 April 2005: Meeting of the Lisbon ad hoc group
The working paper prepared by the Luxembourg Presidency was discussed (*Appendix 2.10 : Draft Conclusions*).
- April-May 2005: The working paper prepared by the Luxembourg Presidency, based on the reports of the working teams and the above-mentioned written contributions, taking into account the results from the discussions at the April meeting and additional contributions and comments from members of the Lisbon ad hoc group, evolved to become the present report.

The documents

- *Appendix 2.1* : “Protocol of Agreement”
Directors General special meeting in Luxembourg on 31 January 2005
- *Appendix 2.2* : “Draft Conclusions”
Lisbon ad hoc group meeting in Luxembourg on 21 February 2005
- *Appendix 2.3* : “Report of the WT ‘Effective governance’” (16 March 2005)
- *Appendix 2.4* : “Report of the WT ‘Innovation’” (22 March 2005)
- *Appendix 2.5* : “Draft Conclusions”
Lisbon ad hoc group working team leaders meeting in Luxembourg on 23 March 2005
- *Appendix 2.6* : Contribution from Poland – WT ‘Effective governance’ (23 March 2005)
- *Appendix 2.7* : Contribution from the United Kingdom– WT ‘Effective governance’ (7 April 2005)
- *Appendix 2.8* : Contribution from Germany (12 April 2005)
- *Appendix 2.9* : Contribution from the European Commission (13 April 2005)
- *Appendix 2.10* : “Draft Conclusions”
Lisbon ad hoc group meeting in Luxembourg on 20 April 2005



*Présidence luxembourgeoise
du Conseil de l'Union européenne*

Protocol of Agreement

Directors general responsible for Public Administration during their special meeting in Luxembourg on 31 January 2005

TAKING INTO CONSIDERATION the Memorandum of Understanding of the extended ministerial TROIKA in Wassenaar on the 4 November 2004 under Dutch Presidency

TAKING INTO CONSIDERATION the resolution as adopted in Maastricht on 22 and 23 November 2004 by the Directors General responsible for Public administration under the Dutch Presidency

TAKING INTO CONSIDERATION the proposals made by the TROIKA secretariat meeting of 7 January 2005 relating to the Lisbon strategy

TAKING INTO CONSIDERATION the contributions made by the Directors General before and during their special meeting in Luxembourg on the 31 January 2005

The Directors General agree upon the following:

1. Ad hoc Lisbon group

1.1. The ad hoc Lisbon group is composed by one representative of the following delegations: Estonia, Finland, Germany, Hungary, Italy, Luxembourg, Netherlands, Poland, United Kingdom and European Commission. EIPA will participate in the ad hoc group as an observer. The current Presidency will chair the ad hoc Lisbon group.

1.2. The members of the ad hoc Lisbon group shall make sure that the TROIKA as well as the Directors General of all the member states are regularly informed of the work in progress in the group. For this purpose, all the member states should nominate a national contact point in order to guarantee their involvement in the work carried out in this group.

1.3. The objectives of the ad hoc Lisbon group are to prepare an integrated plan of activities (working plan) that can be carried out within the working groups of EPAN, the contents of which will be integrated in the MTP, and that will help to foster and improve the efficiency and coherence of the EPAN network.

1.4. The mandate of the group is limited to the period of the Luxembourg Presidency. The ad hoc group shall meet at least twice: the first meeting will take place in Luxembourg on the 21 February 2005; the last meeting will take place in May.

1.5. The final conclusions of the ad hoc Lisbon group are to be submitted to the TROIKA of the Directors General before being integrated in the Mid Term Programme 2006/2007 and adopted by the Ministers responsible for Public Administration.

2. Working areas to be considered

2.1. The general theme would concentrate on service oriented and efficient public administrations for economic growth, job creation (full employment) and competitiveness.

2.2. In order to support the general objectives of the Lisbon strategy, the ad hoc Lisbon group should concentrate on the following working areas, notably by identifying best practices in the public sphere on national implementation of Lisbon strategy objectives. The objectives of the ad hoc Lisbon group are to prepare an integrated plan of activities (working plan) that can be carried out within the working groups of EPAN, the contents of which will be integrated in the MTP, and that will help to foster and improve the efficiency and coherence of the EPAN network.:

- Improving governance and strengthening administrative capacities and competences by performance oriented and professional human resources (recruitment, training, pay system);
- Reduction of administrative burdens and costs, internally and for enterprises;
- Learning by comparing performances and strategies through benchmarking, including impact orientated organization of the public sector;
- User satisfaction indicators;
- Improvement of horizontal cooperation and coordination between different departments ;
- Increased use of ICT according to European interoperability schemes and open standards;
- Public private partnerships aiming at more efficient and customer oriented services in the general interest.

2.3. Taking into consideration the new working areas, the current working areas of the different EPAN working groups have to be reconsidered.

2.4. The work to be carried out by the EPAN should take into consideration the work done by international institutions, especially by the European Institutions, in order to avoid duplication of work.



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du Conseil de l'Union européenne*

EPAN – Lisbon ad hoc group

Meeting : 21 February 2005

Venue : Grand Hotel Mercure Alfa

Place de la Gare 16 - Luxembourg-Gare - Luxembourg

Draft CONCLUSIONS

The countries that have been nominated to participate in the ad hoc Lisbon group have sent the following representatives :

Mr Raul MALMSTEIN (Estonia), Mr Juhani TURUNEN (Finland), Mr Manfred SPÄTH (Germany), Mr Viktor HORVÁTH (Hungary), Ms Alessandra DE MARCO, Ms Alessandra NECCI, Mr Stefano PIZZICANNELLA (Italy), Mr Peter VAN DER GAAST (Netherlands), Ms Edyta SZOSTAK (Poland), Ms Alison MABLE, Mr Paul A. ROBERTS (United Kingdom), Mr Hans-Georg GERSTENLAUER (European Commission), Mr Seppo MÄÄTTÄ (European Institute of Public Administration), Ms Danielle BOSSAERT, Mr Ralph LETSCH, Mr Guy WAGENER (Luxembourg)

The Protocol of Agreement adopted during the directors' general meeting of January 31st 2005 stated that the first meeting of the ad hoc Lisbon group would take place the 21st of February 2005 in Luxembourg.

As stated in the Protocol of Agreement, the objectives of the ad hoc Lisbon group are to prepare an integrated plan of activities (working plan) that can be carried out within the working groups of EPAN. The contents will be integrated in the MTP, and should help to foster and improve the efficiency and coherence of the EPAN network.

The meeting of the 21st of February aimed to define and organise the working schedule, the working topics and the working teams of the Lisbon ad hoc group by reconsidering the working areas of the working groups and by establishing a close collaboration between EPAN and the European Institutions in order to avoid the duplication of work.

The decisions which have been taken during the first meeting of the Lisbon ad hoc group are as follows :

With regard to the timetable of the Lisbon ad hoc group, it has been decided that the group will have a second meeting end of March (probably the 24th of March), a third meeting mid-April and a final meeting end of May (probably the 23rd of May). The advantage of scheduling the meetings of the Lisbon ad hoc group at the same time than the meetings of the directors general is that it allows to take into consideration the directors' general input as well.

Considering the great number of working areas stated in the Protocol of Agreement, the Lisbon ad hoc group has decided to focus on two working topics which are **effective governance** and **innovation**.

The team working on **effective governance** is composed of Germany, Hungary, the United Kingdom, the European Commission, Luxembourg and Finland, which is the chair of the group. The EIPA will also participate in this team.

The topic on effective governance will take into account particularly human resources, the public private dimension and horizontal cooperation and coordination at the European, national, regional and local levels.

The team working on **innovation** is composed of Estonia, Italy, Poland and is chaired by the Netherlands. This team will concentrate mainly on the user satisfaction indicators, the productivity enhancement by ICT, the administrative burdens and costs and the benchmarking performances and strategies.

Both teams must propose concrete, precise "Lisbon Strategy"-related actions for the Medium Term Programme 2006-2007, concerning the different working areas defined by the directors general.

In terms of organisation these working teams will collaborate via email and CIRCA given the short time they have to present their results to the directors general.

Another issue for the Lisbon ad hoc group is the role of EPAN in implementing efficiently the Lisbon strategy at the national level and the future nature of EPAN activities. It is up to the Luxembourg Presidency to reflect more in depth on this subject.

(end of document)

PUBLIC ADMINISTRATION AND THE LISBON STRATEGY

Drafting a working agenda for Effective Public Governance

I Rationale for raising the question

The Lisbon strategy represents a very ambitious agenda for the European union and the individual member states across whole Europe. It is based on policy mix approach, meaning that a coherent set of policy areas are interconnected for contributing the same strategic goals for sustainable growth and better employment. This challenges the traditional views and practices on sector and institution based policymaking. Furthermore, it calls for a more intensive orientation on an effective governance and on horizontal strategy making in particular.

The contribution of the EPAN to the delivery of the Lisbon strategy is based on the assumption that a good quality public administration is a critical catalyst, facilitator and partner for well-functioning society, competitive regulatory and innovative environment, good quality service provision and solid public finances.

In the context of the Lisbon strategy, it is highly relevant to ask for the public administrations capacity to identify, to develop and to implement innovative practices in policymaking, regulation, management and service delivery.

The Lisbon ad hoc group agreed (on 21.2.2005) on the following themes for further elaboration:

- effective public governance (FIN, Ger, Hun, UK, Lux, (Commission, EIPA))
- innovation (NL, Est, Ita, Pol (Commission, EIPA))

This paper is a first draft version on *effective public governance*. The aim of the paper is to shed light on the scope and the content of the theme. It also provides some examples of the potential themes to be discussed and elaborated further on. This draft paper is contributed by Hungary, EIPA and Finland.

II Definition and the scope of an effective public governance

Public governance can be viewed from the perspectives of a *participatory policymaking* and a *managerial capacity and efficiency* aiming to design, implement and monitor a coherent set of European and national policies. In a wide sense public governance includes regulations, processes, structures and management systems that are used for formulating and implementing strategies and policies.

In order to be both effective and efficient, the governance needs to make a clear contribution to the strategy delivery. In the context of the Lisbon strategy and its governance, it is both important and relevant to ask for the public administrations` capacity to identify and to develop innovative practices for horizontal co-operation and coherence, quality of national policymaking, management and the inclusion of different stakeholders into the formulation and implementation of policies.

The main focus of the EPAN work should be on *the national governance* in the context of the Lisbon strategy. However, it is important to relate different governance layers and mechanisms with each other (European, national, sub-national).

The aim would be to concentrate on the practices that would provide real value-added for policy-learning. For practical purposes it would be useful to focus on the governance tools and processes that are potentially available for every government.

The following (provisional) topics to be discussed, elaborated and potentially included into the “EPAN Lisbon agenda” are grouped according to some key sub-themes under effective public governance.

III Effective Public Governance and EPAN – provisional themes

1. Quality of national policymaking (from the public management perspective)

The implementation of the Lisbon strategy, in its various policy areas, is highly depended on the public administration’s capacity and competence to orchestrate the policy-making. Therefore the way European and national policies are formulated and put in to the practice does make a difference to the strategy delivery. Governments will face this challenge when formulating and delivering their forthcoming national Lisbon programs.

Key topics for the EPAN to be dealt with on the national policymaking (primary) in designing and delivering the national Lisbon programs could be the following ones:

- designing and implementing the national Lisbon programmes (aligning the European, national and sub-national policies, objectives and actions): innovative practices for horizontal cooperation and coordination
- political, administrative and managerial requirements for an effective horizontal policymaking
- tools and practices for ensuring the sustainability of effective horizontal policymaking (e.g. innovations and practices for ICT use in horizontal policymaking)
- ❖ *comparative case studies, benchmarking, policy learning*

2. Strategic management and leadership

Civil servants are continuously faced with more complex policy issues and higher internal (politicians, colleagues) and external (stakeholders, customers) expectations to design and deliver effective policies. Calls for high quality policymaking (e.g. more evidence based; more forward and outward looking; broadly consulted and well communicated) put more pressure on the top management’s capacities and skills to create and maintain effective governance systems and processes. It is not only about new technical skills but also, and for most about cultural change (broadening and deepening mindsets). More emphasis should be placed in understanding human behavior in policymaking. The critical role of the strategic management capacity and core competencies among top civil servants in designing and delivering policies are worth paying higher attention to.

Key topics for the EPAN to be dealt with on the strategic management and leadership in designing and delivering strategies could be the following ones:

- required strategic competences from the top civil servants responsible for managing issue based (not institution based) policymaking
- modes and experiences for using special task forces (e.g. special civil servant corps, wise men etc.) for creating smart and effective governance
- the impacts of the reformed/changing governance on the roles and division of labour between political leaders and civil servants
- ❖ *comparative case studies, benchmarking, policy learning*

3. Public-private dimensions in effective governance

Participative, cooperative and networked based policymaking is part of the effective governance. Policies are not designed and delivered (should not be either) in the vacuum. Policies should be seen as a coherent set of different measures and actions delivered by a mix of central, regional, local, voluntary and private organizations. Public administrations have different modes in approaching societal and private stakeholders. Public-private-partnerships (PPP) is only a one of several dimensions. The sphere of public-private dimension is wide. It is also constantly evolving thing. Hence there is a need to make some comparative analyses on different models in public-private dimensions.

Key topics for the EPAN to be dealt with on the public-private dimension could be the following ones:

- Role(s) of public administrations in governing markets and society: regulation, interaction, networking, cooperation, partnering, serving, purchasing
- Modes of engaging stakeholders in an effective governance and policymaking (agenda setting, policy formulation and implementation)
- Capacity of public administrations in coping with the growing pressure and workload for deeper and broader engagement of stakeholders
- Funding of public innovations: public funding, private funding, joint funding
- “Public entrepreneurship” as a form of public-private dimension
- ❖ *comparative case studies, benchmarking, policy learning*

4. European governance – the open method of coordination (OMC) in delivering the Lisbon strategy

Implementation of the Lisbon strategy is partly based on the open method of coordination (OMC) as the means of spreading best practices and achieving greater convergence towards the main EU goals. It involves fixing guidelines for the Union combined with specific timetables; establishing, quantitative and qualitative indicators and benchmarks as a means of comparing best practices; translating European guidelines into national and regional policies by setting specific targets and adopting measures (taking into account national and regional differences); and periodic monitoring, evaluation and peer review organised as mutual learning processes.

Key topics for the EPAN to be dealt with on the OMC in delivering the Lisbon strategy could be the following ones:

- OMC as a public management tool for policy learning and innovative policymaking
- Rationale, scope and coverage and of the OMC in the Lisbon strategy policy areas
- Critical prerequisites and strategic capacities for successful use of the OMC
- ❖ *comparative case studies, benchmarking, policy learning*

Colleagues in the governance-team and the members in the EPAN network in general are asked to comment, to challenge and to complement the paper.

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Innovation of the Public Sector in the view of the Lisbon agenda (Tuesday 22-3 version)

Background of the- *recommendations* for the new MTP-

At present, the role of the public administrations in the revised Lisbon Strategy is limited. The conditioning role of governments (for example setting targets for R&D) is considered rather than their performing role as large organizations. Since governments have a large share in the realization of the social and economic development in the European Union, it's worthwhile to revalue the role of the public administrations in the Lisbon process.

Following the substantial Troika of the Ministers of Public Administration and E-government, held under the Dutch Presidency at Wassenaar on the 4th of November 2004, and the 43rd Meeting of the Directors General, held in Maastricht on 22-23 November 2004 it was decided to set up an ad hoc work group to identify working areas for the European Public Administrations Network in relation with public administrations contribution to the Lisbon agenda. The idea is to have the deliverables integrated in the Mid Term Programme 2006-2008, to be adopted by the informal meeting of the Ministers for Public Administration of June 2005.

In general principle the group suggests that existing consolidated activities of the Working Groups, which are considered successful (e.g. Quality Conferences, Benchmarking,) needs to be reinforced and focused on topics sensitive for the revised Lisbon strategy. Moreover, new activities should be launched which can directly contribute to enhance the role of European Public Administration in the Lisbon process. These activities should be evaluated after their completion with the purpose to make the successful ones structural and continuous. Therefore the new MTP should make clear what are existing activities and what are new activities. Projects should be defined within activities.

The formulation of target and goals is a political affair, where the development of a methodology could be left to the working parties. In short: the nMTP should be reorganised in such a way that all these responsibilities become clearer. It will be easier to make a real start with consumer satisfaction measurement and benchmarking, without fear that unrealistic targets might fall out of the blue sky.

Under the Luxembourg presidency the working group has convened twice and a division of tasks has been made. This document is to be considered as a first proposal of the elaboration of the issues by subgroup 2 for further discussion and comments in the Lisbon working group.

Relationships between public administrations and economic growth and competitiveness

Different studies recently published and meetings have made a connection between the public administration (or e government in particular) and the Lisbon goals.

After analysis of the studies, the following roles of public administrations and their contribution to economic growth and competitiveness can be distinguished:

- Investor (public expenditure)
- regulator
- service provider
- employer
- purchaser (procurement)
- governance

Investor

The SCP Public Performance report shows an EU-15 average public expenditure of app. 50% of GDP, with certain variety between member states; Sweden and Denmark having the highest expenditure and Ireland the lowest according to Eurostat for 2003 the lowest level is reported for Lithuania 34.1, Ireland is close second 34.3.

It is quite clear that high expenditure in a particular domain does not guarantee high performance, and it can even limit the performance of society as a whole. But it is becoming increasingly clear that if member states co-operate and harbour similar aspirations, public administration might contribute decisively to European recovery.

The role of investor for growth for government has already had attention in the Lisbon agenda, e.g. public spending on Research and Development, in order to stimulate innovation.

Regulator

Legislation can promote efficiency, equity and competition and innovation, but it can also cause compliance costs. Dutch Government has calculated that (transaction-)costs for administrative burdens amounts € 16 bln per year for Dutch businesses only. A large extent of the administrative burdens can be considered a consequence of European legislation. Given this the Dutch Presidency has made decreasing administrative burden as a major priority in the EU. Administrative burden is not only a matter of better regulation, but also or even more a matter of better use of information. Sharing data rather than asking twice. In the latter field the EUPA Dg's might be able to play a role.

Service provider

Public administrations offer a variety of services to citizens, businesses or to society. Most of the times, the old fashioned bureaucratic structures of public administrations have been leading in the development of services, rather than the customers perspective. ICT has the potential to offer a seamless government, but organisational borders remain strong. Rethinking service delivery processes, facilitated by ICT, can offer considerable benefits both for the customers and the public administration themselves. This process of transformation requires an integrated approach and a strong political support.

Interesting benefits for citizens and business could among others be less administrative burden, fastened procedures (e.g. decisions for permits related economic activities). The role of civic society as a means to outsource certain types of public services to the third sector, diminishing certain administrative burden for civil service and also reducing financial burdens for tax-payers.

An extra dimension of service delivery is the pan European perspective. At presents most governments only develop services for their own constituents. But from the European mobility ideal, it should be considered to stress the importance of pan European services and have these implemented. The proposed European Directive for services in the Internal Market can be considered an important driver in this regard.

Employer

The public sector can be considered a main employer. About 50 million civil servants constitute a very important part of the total labour market.

Important issues that are expected to be at stake there are labour productivity. An interesting quote from the IDABC e government observatory report is the following:

“due to the size of government activity in European economies, labour productivity in the public sector is in itself an important determinant of average labour productivity at national level”. Employability, flexibility and training merit attention for economic renewal. Labour market flexibility is a core theme of Lisbon and also key theme for EUPAN.

Purchaser

As part of the expenditure Public Administrations acquire services and products. Being information intensive organisations public administrations investments have a large share in ICT industries. In this regard public administrations can also play the role of launching customer for certain information infrastructural requirements for communication within the information society (e.g. authentication).

In its role of service provider and purchaser public administrations can also stimulate citizens and business for take up, e.g. offering reductions or requiring electronic applications, and in the end contribute to the information society.

Governance

Public administrations should be effective, addressing issues that really concern citizens and businesses combined with successful implementation. This also comprises the safeguard that services are including all citizens, and information delivery to the citizens, alternative ways of policymaking and societal involvement, transparency issues etc.

The issue of control and enforcement are also part of governance.

Since there seems to be an implementation gap of the Lisbon targets public governance becomes more prominent.

In all these roles public administrations contribute to the economic growth and competitiveness. The role of employer (HRM) and governance are however to be covered by the other subgroup.

New EPAN agenda for IPSG related to Lisbon

Public Administrations should continuously innovate and increase efficacy, productivity, transparency and avoid superfluous administrative requirements. Transparency about progress could be the driving force. This enables us to compare the quality of public services. In this respect the following actions can be developed:

1. EUSI (European Union User Satisfaction Index)
2. Public Sector Performance (SCP-study)
3. Productivity targets(as in use in certain member states)

That way the public administrations have to meet the challenge of growing demand of citizens and businesses, and in this regard **customer satisfaction** both for citizens and businesses) should be considered as a main driver to push innovation:

1) European Satisfaction Indices (EUSI's)

A user (citizen and private sector) oriented approach is fundamental for an effective Government. However Governments listening capacities are often underdeveloped. Feedback through the use of "User Satisfaction Indices(USI) can deliver pressure to public administrations to innovate and give advice about the ways and means. How to assess these outcomes, effects of public service delivery? The answer is as simple as complex: user satisfaction measurements. In Europe several examples of satisfaction measurement are discernable.

In the US a satisfaction-index is developed, that produces an indicator for for the quality of a specific part of the Public Service(ACSI). 75% of all governmental services are measured this way, including taxes, social security health etc. Data collection is realized through internet or phone, and random pop-up screens for visitors of Governmental sites.

The ACSI-method facilitates the analysis of possible causes of the increasing or declining index. It becomes the base of all improvement activities.

The new MTP should task the IPSPG to develop a method for European consumer user satisfaction index (EUSI) for a number of public services, beginning with the ones that can contribute facilitate growth and creation of new firms, common to all of our countries, and subsequently make its use available to the member states for national use.

However this is not about harmonisation or ranking. Member states should remain free. However there are advantages connected with making a common language available to measure public service delivery and satisfaction. Transparency on a European level might have a stimulating effect. For this aim, the development of a method is the first project in the new ongoing activity: European Consumer Satisfaction Measurement.

Besides that, comparison to others can be an interesting driver for innovation. In that regards it's important to benchmark a limited set of **performance indicators**, (in relation to economic features: e.g. cost effectiveness), and deepened analysis for further understanding and lessons to learn.

2) Performance indicators on price and quality following the SCP-study.

The Lisbon objectives relate to enhancing economic growth and job creation. How could public administrations contribute to the specific Lisbon objectives? For public administration intermediate objectives might have to be formulated.

Central theme will be how the implementation-capacity of public administrations can be improved.

In this respect qualitative indicators might be developed on different levels:

- *administrative arrangements (role and level of decentralisation, agencies, etc)*
- *institutional arrangements (budgeting systems, incentive system, accounting system, tec)*
- *the field to study (public administrations, education, labour offices)*

This can lead to policy implications, taking into account the specific context of countries involved. Can it be established that certain governmental structures or institutional arrangements contribute to unfavourable price-quality ratios or lower performance in job creation(Labour-agencies) or knowledge production(Education)

In April a position paper will be produced containing an elaboration of the central theme and the headlines if the approach. IPSP could be tasked with the execution of these tasks, also incorporating the following closely connected point:

3 Innovations for improved productivity and efficiency: Setting targets and measuring results of the public sector productivity & efficiency programs.

- The focus of the topic should be on intended objectives and implemented measures for *improving efficiency and productivity of the public sector*. The concrete form of the EPAN activity would be to *conduct an in-depth evaluation study for providing an analytical platform for identifying critical factors for setting actionable and verifiable ex-ante targets (incl. indicators for follow-up) with a systemic framework for follow-up and ex-post measurement*. Analyses could be conducted in a comparative setting (benchmarking and benchlearning).
- The Lisbon context justifies and urges *actions for productivity enhancement (also in the public sector) for sustaining good quality public services and sound public finances (with competitive taxation) by more ICT use (not only ICT production) in making policies and providing services; by more proactive touch on demographic change (e.g. pensioning and recruitment challenges also in the public sector); by both downsizing and upsizing measures for a right-sized public administration*.
- Several Member States (e.g. UK Efficiency program, FIN Productivity program, AUS Administrative Innovation program) *have established special programs and some specific targets for cutting costs for improving efficiency and productivity*.

We should continue to **learn from each other**. In general it is important how innovation and modernisation in the public sector is stimulated or organised. Getting common understanding about the main drivers of change and the strategies.

Additionally it would be interesting to share experience on different theme's that are to be distinguished in order to improve the conditions for innovation in the public sector, and to identify new trends in innovation. Shared services and new ways of co-operation (chain approach, networks along policy process) are interesting issues that could be shared, in relation with the overall goals of increasing efficiency and efficacy.

And of course share best practises of innovative services.

A possible recommendation is that the ministers should ask the European Commission to facilitate the developments in the EPAN network with the help of the Innovation and Competitiveness programme.

Other general issues to deal with would be paneuropean services and administrative burden reduction. Although it must be considered that these different initiatives don't start from scratch on, and that it should be avoided to duplicate work, focus on these issues would be desirable, either in order to support political backing, or to identify additional demand from the public administrations point of view.

New EPAN agenda for eGovernment group related to Lisbon

Administrative burden reduction is considered (by European Commission and Council) an important goal in relation with the Lisbon strategy. Focus has been on improving European legislation (both new and existing legislation). ECOFIN Council has welcomed that the European Commission will develop a European method for measuring administrative burden, based on existing methods in member states such as the Dutch standard cost model, a.o. in order to measure administrative burden in impact assessments. The Competitiveness Council has agreed on a list of 15 priorities of European rules to be included in the simplification programme, including possible administrative burden reduction. Besides European regulations also national laws, including transposed European rules, cause administrative burden. For citizens this is relatively even more the case than for companies. This could include initiatives in the field of licensing or inspections,

Administrative burden reduction can be considered on the one hand a matter of better lawmaking (reducing unnecessary information obligations) and on the other hand a matter of better use of information and ICT (e.g. one-off data provision). The latter issue is not yet addressed at European level.

1) Administrative burden reduction by better use of information and ICT

A recommendation could be that the ministers agree that by the mid 2006 all member states have identified a national top 10 of regulations, which cause most administrative burden for businesses and citizens, and for which they have developed reduction proposals, which include transformation of processes and sharing of data.

The MTP will ask the E-government group to study how citizens and businesses are involved in the identification and development of services, that are expected to gain administrative burden reduction (mid 2006).

The MTP will ask the e-government group to study how the basis provisions in the information infrastructures in the member states will influence administrative burden reduction (end 2006).

2) Paneuropean services

The issue of paneuropean services is hanging above the market. From the idea of European mobility paneuropean services are considered relevant. Some initiatives have been taken. As of 1st of January 2005 the European Commission has launched the IDABC programme, aimed at delivering paneuropean services. A stakeholder study has been carried out in order to identify the demand for paneuropean services from the perspective of citizens and businesses. An additional study was carried out in order to identify the infrastructural requirements. And the 'reference portal' Your Europe has been launched.

The Competition Council is treating the proposed European Directive on services in the internal market, which also comprises a one-stop-shop and possibilities for electronic communications.

Since paneuropean services seemed to lack sufficient political support, the EPAN network could stress from its broader perspective the importance of paneuropean services, the involvement of the public administrations whereas it comes to national implementation, and monitor progress.

A possible recommendation would be that end 2007 each member state will have European businesses and citizens as new target group in their modernisation programmes.

The MTP will ask the e-government working group to report to the ministers to what extent national (and subnational) institutions offer e-government services, aimed at citizens and business in other member states (end 2007)

3) Open standards

For innovation in the public sector an adequate **information infrastructure** is required. Innovation asks for co-operation between organisations, exchange of data, use of common functionalities, and thus **interoperability**. Each member states develops its own solutions, taking into account the national contexts (relationship citizens government, relation with market). It would be useful to share experience on the provisions that have been developed as well as the governance (e.g. use within the public sector, acceptance by the public), and guidelines, in order to avoid large divergence.

The increasing paneuropean dimension of public services urges for interoperability between the national information infrastructures, especially in the field of authentication and identification.

Open standards are considered of great importance to improve interoperability and besides increase supplier independence. It's a theme, generally accepted, where European co-operation is needed, in order to stimulate alternatives for closed market standards, and to develop standards for paneuropean services. But the issue of open standards also remains valid in national public administrations for the years to come. Further common understanding of open standards and the governance (e.g. application of open standards within national administrations) is needed.

A recommendation could be that by the end of 2007 each member state should have an policy line on open standards in it's national e-government policy.

The MTP will commission the e government working group to develop a methodology for measuring the use of open standards in the public administrations (mid 2006).

4) Innovative public procurement (to be checked on doublure)

- The focus of the topic should be both on policies and practices for using public sectors position and purchasing power as a facilitator for a) creating new and open markets, b) asking more for eco-innovations and ICT use based services and products.

The MTP will task the e-government working group to develop a method for innovative Procurement.

Sources

Public sector performance, an international comparison, Social and Cultural Planning Office of the Netherlands, September 2004

European Competitiveness Report 2004, European Commission Staff Working Paper SEC (2004)

The impact of e-government on competitiveness, growth and jobs, IDABC eGovernment Observatory, February 2005

Does e-government pay off; Gap Gemini/TNO, November 2004



*Présidence luxembourgeoise
du Conseil de l'Union européenne*

EPAN – Lisbon ad hoc group

Meeting : 23 March 2005

Venue : Ministère de la Fonction Publique et de la Réforme Administrative
Avenue de la Liberté 63 - Luxembourg-Gare - Luxembourg

Draft CONCLUSIONS

The EPAN members that have been nominated to participate in the ad hoc Lisbon group had sent the following representatives to this meeting of the working team leaders :
Mr Raul MALMSTEIN (Estonia), Mr Peter VAN DER GAAST (Netherlands), Mr Seppo MÄÄTTÄ (European Institute of Public Administration), Ms Danielle BOSSAERT, Mr Ralph LETSCH, Mr Guy WAGENER (Luxembourg)

The meeting of the 23rd of March (14:00 – 18:00 o'clock) aimed to present and discuss the documents prepared by the two working teams.

It came out of the discussion that the “integrated plan of Lisbon related activities for the EPAN” has to be, on the one hand ambitious, but on the other hand realistic (in line with the structure and the resources of the EPAN).

The Luxembourg Presidency will prepare for the next meeting a working paper (proposal for the Lisbon ad hoc group report), based mainly on the reports of the two working teams.

(end of document)

Innovation of the Public Sector in the view of the Lisbon agenda

Polish propositions

According to the partition having been proposed during the first meeting of the Lisbon ad-hoc group, Polish propositions concerning innovation of the Public Sector in the view of the Lisbon agenda are as follows:

1. Public Sector as an investor

- Developing common indicators of public investments’ profitability (especially concerning PPP’s and long-term investments);
- Developing common indicators of public transfers’ effectiveness;
- Establishing ‘the European Forum’ (for example: an institute, annual conferences) for comparing indicators and the performance of the Public Sector in the EU member states, analysing the factors that might help explain the differing performance of countries, promoting best practices etc.;
- Exchange information on best practices in a Public-Private Partnership.

2. Public sector as a regulator

- Sharing knowledge and information concerning reducing the administrative burden and overregulation;
- Further developing common European methodologies for the measurement of administrative burden and simplification of legislation;
- Promoting the methodology used for regulatory impact assessment (including the competitiveness testing significant European legislation);
- Promoting best practices in public consultation methods (with trade unions, entrepreneurs, non-profit organisations etc. – also “on-line” methods) concerning projects of legislation, administrative burden etc;
- Developing and promoting information and knowledge sharing systems concerning regulations (also the establishment of a pan-European information system);
- Preparing analysis and comparing results of the regulation reforms in the EU member states.

3. Public sector as a service provider

- Developing methods of reducing paperwork burdens in public services;
- Providing common methodology for measuring customer satisfaction (for both groups: citizens and entrepreneurs);
- Popularizing using ICT in the Public Administration to deliver public services 24 hours a day, seven days a week (the 24/7 Office);
- Knowledge sharing and good examples of e-government promoting;
- Development of common electronic portal for pan-European public services.

4. Public sector as an employer

- Establishing common indicators of efficiency and productivity in the public sector;
- broader using of teleworking and working at home in the Public Sector in order to encourage more people to participate in the labour market (especially women, people with disabilities);
- Knowledge sharing concerning methods for internal mobility and flexibility of employment in the Public Sector.

5. Public sector as an purchaser

- Popularization of implementing e-procurement processes – the exchange of best practices;
- Establishing common standards for ICT in electronic public procurement;
- Exploring the possibilities of further, pan-European unification of administrative procedures.

Appendix 2.7 :

Contribution from the United Kingdom– WT ‘Effective governance’ (7 April 2005)

CabinetOffice



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7 April 2005

Mr Juhani Turunen
Under-Secretary of State
Ministry of Finance
Helsinki

Dear Juhani,

EPAN and the Lisbon Agenda: UK Response

Thank you for sending us the paper “Public Administration and the Lisbon Strategy: Drafting a Working Agenda for Effective Public Governance”. I attach a paper giving our views on these issues, which I hope will contribute to our further discussions on this topic.

I am copying this letter to other members of the Lisbon ad hoc group.

Yours sincerely

Alison Mable
Head of EU Staffing Branch

EPAN AND THE LISBON AGENDA: UK RESPONSE

1. We have read with interest the paper produced by Juhani Turunen, Seppo Maatta and Viktor Horvath. There is much in this paper which we found interesting and thought-provoking, but we do have a concern that it is difficult to connect such a high-level consideration of the issues to the work of the EPAN network. Given that we need to arrive at a methodology which can be mentioned within the Medium Term Programme and used by the working groups of EPAN, we feel that we need to ensure that our considerations and recommendations are as practical and concrete as possible, while being clearly linked to the remit of the network. We also need to bear in mind that EPAN is an informal group for the sharing of best practice. It has no legal base, does not make binding decisions and all participation is voluntary. For these reasons, we welcome the way you have raised the inclusion of case studies and benchmarking, but are unhappy with some of the wider issues suggested.

2. First of all, it may be helpful to remind ourselves of the original Lisbon aims and recent consideration of progress towards them at the Spring Council. The conclusions from the Lisbon European Council in 2000 set the goal that the Union should become “the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion”. The strategy to achieve this goal would involve:

- Preparing the transition to a knowledge-based economy and society by better policies for the information society and R&D, as well as by stepping up the process of structural reform for competitiveness and innovation and by completing the internal market;
- Modernising the European social model, investing in people and combating social exclusion;
- Sustaining the healthy economic outlook and favourable growth prospects by applying an appropriate macro-economic policy mix.

3. The Kok Report found that the EU had made insufficient progress towards these goals, and at this year’s Spring Council the Commission called for a streamlined approach putting jobs and growth first. The Council endorsed this approach, stressing among other areas the importance of reducing regulatory burdens, improving governance (but this is centred largely in the field of economics and growth) and sustainable development.

4. It is important to bear in mind the relatively narrow focus of the Lisbon aims, particularly following the Kok report. This is not to say that we should not be considering how we can encourage competitiveness and growth through our work; but it is essential to be realistic about the extent to which EPAN, with its relatively narrow focus on particular aspects of public administration, can make a contribution.

Quality of national policymaking

5. Our own view is that it is hard to see quite where EPAN sits with regard to this topic. Good policy-making is vital within the context of Lisbon as well as in governance generally. There are aspects of this work which are touched on by EPAN – the use of ICT in ensuring joined-up communications is relevant to the eGovernment group, the provision of training for policy-makers may be of interest to the HR Group, and good office communications and

efficient ways of working in the policy office may be for IPST. But we feel strongly that there is no role for EPAN in designing and implementing national Lisbon programmes (where these exist). Moreover, EPAN certainly has no role to play in considering political requirements for horizontal policy-making.

Strategic management and leadership

6. This is an area where we do feel that EPAN can add value, and may well be doing so already. The HR Working Group is already looking at strategic HR for organisational change, which in itself is a step towards efficiency and effectiveness. EPAN can help administrations to build their capacity for serving Ministers, dealing with change and becoming more effective, and discussion of leadership is always valuable. However, we would take issue with the proposal that the network could usefully consider the roles and division of labour between political leaders and civil servants: this is clearly an issue where Member States alone have competence and although it may arise in discussion of codes of conduct or ethics that must be no assumption that there is common ground.

Public-private dimensions in effective governance

7. The majority of the areas where there are public-private interfaces fall outside the sphere of EPAN, except for example in provision of information. It is not the role of public administrations to “govern markets and society”: this is for governments, in the political sense. Clearly the work of the Directors of Better Regulation has a role to play, and we see this as a key contributor to our Lisbon improvements, but most of the other areas you mention are linked only tenuously with the work of the network.

European Governance – the open method of co-ordination in delivering the Lisbon strategy

8. The areas of work which are key to the delivery of the Lisbon strategy are centred in Departments and Ministries dealing with trade, competition and public finances. This is where the key decision-making will be made, we have no remit here. In effect the EPAN groups already employ a variation on OMC, but it should be stressed that this is not designed to reach decisions or result in the adoption of measures: it is purely about sharing good practice so that Member States can learn from each other.

9. The above does, I realise, seem negative. It is not that we underestimate the value of the thought that has gone into the paper, but you did invite challenges! Can we therefore suggest a next step which could perhaps also be applied within the remit of the “Innovation” sub-group?

EPAN and the Lisbon Strategy: a practical way forward

10. Much of the work of the three working groups under EPAN is already helping towards Lisbon objectives. By becoming more effective in the field of eGovernment any given Member State will become more effective and its administration more accessible to its citizens. By improving its working methods, an administration can become more effective. And by more strategic HR policies, and better management of transactional HR to deal with organisational change needed to achieve efficiency, administrations provide a more cost-effective service to taxpayers. Moreover, the work of the Directors of Better Regulation has a direct impact on efficiency and effectiveness, and picks up directly on the recommendations

of the Spring Council. All the groups can work to increase the capacity of administrations to provide services required both by Ministers and by citizens.

11. We should seek to consolidate this by building on the work already under way but ensuring that new work is not added to the groups which does not contribute to efficient and effective government. We therefore suggest that a “checklist” principle be accepted by the Ministers for Public Administration in the context of the new Medium Term programme. The MTP itself will contain the outline of the checklist, but the individual working groups will be able to tailor this to meet their own structures.

12. We suggest something on the lines of the following wording should be added to the Medium Term Programme, preceded by a paragraph quoting the Memorandum of Understanding signed at Wassenaar:

In order to ensure that the work of the EPAN working groups has a positive effect in furthering the Lisbon objectives, each working group should examine every proposal for work in a critical light. Work should be added to the agenda of the Working Groups only if it can be seen to make a positive contribution in this field. In other words, work proposals will be accepted only if they include:

Discussion of methodology which will make the workforce more effective or efficient
Or

Practical work to improve the pool of talent available to public administrations, such as measures to increase mobility
Or

Steps to increase communications between government and the citizen, or between governments, or within government
Or

Steps to further effective ways of working and controls on quality within public administration
Or

Steps to reduce unnecessary bureaucracy or burdens on citizens and industry

Where Member States feel that work proposed does not serve in any respect to further the Lisbon aims, they may challenge the Presidency or proposer in each working group to justify the proposals to delegates. However, the Presidency will retain overall decision-making powers with regard to the content of working group meetings, subject to the broader guidelines within the MTP.

13. We would also suggest that, in the context of the meeting of the Ministers for Public Administration, and preceding meetings and considerations of the MTP by officials, the current proposals for the MTP are subject to the same scrutiny.

14. We put forward this suggestion in an attempt to make a constructive contribution. We recognise the need to take a practical and pragmatic step in order to reach a working methodology. Clearly this will be open to debate, but we would like to see this discussion brought back to practicalities and the true remit of the Network.

BMI/DI4/Späth/050412/ Contributing to EPAN-ad hoc Lisbon group

Dear colleagues,

Thank you very much for the stimulating papers on “Drafting a working agenda for effective public governance” (quoted: GOV) and “Innovation of the public sector. In the view of the Lisbon agenda, Tuesday 22-3 version” (INNO) as well as for the UK’s comment on GOV (UK); to these contributions the EC’s MTP- suggestions of Febr. 24 th may be added because they also address EPAN’s potential contribution to the Lisbon strategy (LIS).

These texts are a valuable input to the on-going discussion and each of them merit an in-depth analysis. This, however, is not the aim of the following remarks that will touch only on some crucial issues concerning the LIS-EPAN relation and will focus on GOV and UK. If these reflections appear to simplify or short-circuit rather complex problems, this is only in order to stress basic concerns and suggest additional options for integrating LIS elements into EPAN-programming.

1. Considering the potential contribution of EPAN to LIS, GOV and INNO propose “political”- or, at least, politically determined - initiatives such as designing national Lisbon Programmes, political requirements for effective horizontal policymaking (GOV, p.2) or qualitative indicators for administrative and institutional arrangements such as decentralisation agencies or budgeting systems (INNO, p. 5, nr.2). Although this kind of explicitly political thinking is refreshing in the framework of sometimes introverted administrative reasoning, the UK caveat against overstepping EPAN’s competence (UK, nr. 5, 6) seems justified.

1.1 Within this context, there are some elementary facts with regard to LIS that may seem trivial but are relevant for defining related EPAN-activities:

- LIS is (only) one of several cross-section EU–strategies; to define its specifics in general and in terms of administrative design and implementation appropriately, we would have, first of all, to compare it with similar cross-cutting EU-priorities
- LIS is defined along different priorities and within similar priorities with different contents (according to statements within EC, EP, EU-MS); even if we could agree to focus on common issues only, these issues will be calibrated and dealt with differently within national LIS-programmes
- LIS will be implemented within EU-MS with different administrative structures and “cultures”; therefore benchmarking, e.g. with regard to centralizing/ de-centralizing, outsourcing or privatization will mirror rather these peculiarities than provide specific LIS-best practice.

1.2 Therefore we should be cautious in linking EPAN-activities to EU- and EU-MS-politics without, however, simply retreating to our well-known but limited professional realm.

No easy task as the papers indicate. GOV and, in particular, INNO provide lots of interesting and challenging suggestions for EPAN-activities. But stripped off their questionable political ramifications they look rather like an extended MTP than the formula we are expected to deliver. EC starts with highlighting LIS but ends with a, albeit refined, menu of standard EPAN-dishes. The UK comments very aptly define appropriate limits of EPAN's competence, but offer a "filter" of framework questions which presumably will be too wide and multi-faceted as to produce a prolific LIS-outcome.

2. Thus It might be useful to consider additional options for linking LIS and EPAN: either to limit ourselves to "monitoring" LIS-implementation in terms of extended EPAN-activities or to focus on one main indicator or device for good practice.

2.1 The first option would imply to choose as frame of reference the national LIS-implementation programmes as basic elements of the EU-strategy.

EPAN working groups could monitor LIS-initiatives within the realm of their on-going and developing activities, such as e.g.:

Better Regulation with regard to state-of-the-art streamlining and reducing regulations but also in taking into account newly created regulatory frameworks and institutions on EU- and MS-level that may impede overall deregulation

IPSG with regard to listing existing LIS-relevant benchmarks (preferably within the common ground of economic growth and job creation) and linking them either with more general or more specific indicators or with regard to entrepreneurial activities of administrations such as procurement that may be conducive in supporting LIS;

E-Gov with regard to simplifying and speeding-up LIS-decision making and implementing as well as to integrating these activities into existing procedures and to monitoring

HRWG with regard to the communicating and decision-making potential of civil servants, to their competence and training-on-the-job for dealing with cross-cutting issues and to their mobility

Directors of Schools and Institutes for PA with regard to adapting training programmes to this specific implementation and monitoring framework

Summing up and complementing these activities, also the Quality conferences could feature the issue of LIS-related administrative infrastructure.

2.2. The second option would concentrate upon one core indicator for efficient governance, e.g. in the form of European Satisfaction Indices as suggested in INNO (p.4, nr.1)

2.2.1 Such an indicator could be the central focus around which EPAN-activities would have to be designed in order to take stock and analyse relevant experience with user indices for public services, explore concepts and procedures for expanding their application and develop appropriate benchmarks. This concentrated effort should include all working groups and, hopefully, contribute to a specific but consistent set of benchmarks

2.2.2 Another form of this option would be to concentrate upon one core device or method that is particularly relevant for LIS, e.g. e-government. Here we should address an issue, well-known within EPAN but not yet tackled: How to integrate professional tasks, working procedures, remuneration and promotion, training and mobility within the rather general or “technical” e-government debate? By featuring the importance of ICT and e-government, LIS provides an appropriate link for EPAN to pick up relevant suggestions, e.g. with regard to civil service structures (as suggested in EC. p.1).

In concluding these remarks, it should be underlined that we should try to balance the challenge of more actively participating in EU-politics with the limited competence of administrative experts and the given working potential of EPAN. This probably could be achieved, if we focus upon a few central issues that bear some relevance for LIS-implementing and encourage concerted EPAN-activities.

Commission response on the draft paper on Governance in the context of the Lisbon strategy [13 April 2005]

The draft on the governance issue outlines clearly the relevant aspects for effective public governance. It is a very good basis for further discussion and a most helpful contribution to structure the debate around this complex and highly important matter. We thank the authors for the effort they have put into this paper and the broad outline they give on the issue.

To recall the agreement of the Directors'-General special meeting on 31 January 2005, it is the task of the ad hoc group to steer the work of EPAN and to give input for the future work of the EPAN working groups. This should be done by identifying themes and methods which can be used to focus in a strategic and coherent way on the Lisbon strategy. By doing so, the work of other European Institutions should be taken into consideration in order to avoid duplication of work.

By giving their approval to the new Mid-Term-Programme, Directors-General and Ministers will then set the agenda for putting EPAN in the context of effective governance.

Starting from the paper's overall approach, we consider it most important to enable the working groups to work as practice orientated and operational as possible. Therefore we would like to share with you some reflections on the points we suggest to integrate in the Lisbon agenda of EPAN:

- The interaction between technology (ICT) and governance seems to be under-estimated (see: "quality of national policy-making"): technology is more than a tool; it has also become a driver for change in public governance. Evidence of that is in the impact of enhanced public participation on policy-makers and politicians. We see examples of this in the mobilising force of NGO's using the Internet, or from the USA, both national elections and state-level policy making. We would therefore suggest adding the role of technology to drive change in policy-making. Put as an action, it could be another point of the key topics under III 1:
 - Taylor-made assessment and exploiting the role of technology in driving change in policy making.
- With regard to the private-public dimension, we would suggest to speak about enhancing the capacity for choice and action of citizens. This refers to the so-called 'agency' debate in the public sector that is about the changing perception of the role of citizens/business from passive recipients of public services to the ones that are at the centre of the service delivery, and therefore should have much more capacity and responsibility to choose and act themselves. Therefore we propose to add under point III 3:
 - Enhancing the capacity for choice and action of citizens by offering new and administrative channels to interact with administrations.

Another important aspect of the public-private dimension we propose to cover is the relationship between service orientation on the one hand and reducing administrative burdens on the other reporting burdens, for citizens as well as for enterprises, could be reduced to a minimum by a strengthening of the co-ordination within the administration: This should cover both the internal preparation of information request before approaching third parties and the subsequent dissemination of the information received among the different parts of the administration. Hence, the working groups could look into it in a detailed and comparative way through exchanging good practice in the goods and services sector.

- • Transparency is an essential prerequisite for the integrity and credibility of the political institutions, on local, regional and national or international level. Transparency aims at promoting the long term success of sound, time-tested policies by acquiring general public support. Therefore, transparency should be an integral part of each institution's policy.

To integrate the issue in the reflections of the paper, it could be part of the general outline ("Rationale for raising the question") or get elaborated in a separate point besides Quality of national policy making, Strategic management and leadership, Public-private dimension and European Governance (OMC).

With regard to integrating the results of the ad hoc group into the new EPAN Mid-Term-Programme, we propose to incorporate in the latter a "checklist" which — once approved by the Ministers for Public Administration - should give clear guidance for the working groups on the priorities of their work. This approach could be complemented by identifying at the same time "negative priorities" to make sure that achieving the Lisbon goals is also the overall political objective for public administrations.



*Présidence luxembourgeoise
du Conseil de l'Union européenne*

EPAN – Lisbon ad hoc group

Meeting : 20 April 2005

Venue : Ministère de la Fonction Publique et de la Réforme Administrative
Avenue de la Liberté 63 - Luxembourg-Gare - Luxembourg

Draft CONCLUSIONS

The EPAN members that have been nominated to participate in the ad hoc Lisbon group had sent the following representatives :

Mr Raul MALMSTEIN (Estonia), Mr Juhani TURUNEN (Finland), Dr Manfred SPAETH (Germany), Mr Viktor HORVÁTH (Hungary), Mr Cees MAAS, Mr Peter VAN DER GAAST (Netherlands), Mr Krzysztof BANAS (Poland), Ms Alison MABLE (United Kingdom), Mr Hans-Georg GERSTENLAUER, Mr Peter HANDLEY (European Commission), Mr Seppo MÄÄTTÄ (European Institute of Public Administration), Ms Danielle BOSSAERT, Mr Ralph LETSCH, Mr Guy WAGENER (Luxembourg)

The meeting of the 20th of April aimed to agree on the structure and the content of the ‘report’ to be presented at the next DGs Troika meeting that will take place on the 9th of May 2005 in Luxembourg.

The ‘report’ will be based

- on the ‘working paper’ prepared by the Luxembourg Presidency, following the preparatory work done by the two working teams (WT “Effective governance” led by Finland, WT “Innovation” led by the Netherlands) and taking into account the written individual contributions of different members (Germany, Poland, United Kingdom, European Commission) of the ad hoc Lisbon group;
- on the proposals made by the Luxembourg Presidency during the presentation given as an introduction to the meeting.

The main decisions which have been taken during this meeting are as follows :

- The reports of the two working teams and the written individual contributions of different members will be included as annexes to the ‘report’ of the Lisbon ad hoc group.
- The possible comments on the first five chapters of the ‘working paper’ as well as any other suggestions concerning the report have to be sent by each member of the Lisbon ad hoc group by email to the Luxembourg Presidency at the latest by the end of the week 17.
- The chapter about “The role of the public administrations” will comprise two sub-chapters :
 - Governance
 - Roles.
 The content concerning the sub-chapter on “Governance” will be provided by Finland.
- The contents list of the ‘report’ will be the following
 1. The Lisbon Strategy
 2. The Mid Term Review of the Lisbon Strategy
 3. The EPAN decisions related to the Lisbon Strategy
 4. The EPAN Lisbon ad hoc group
 5. The role of the public administrations
 6. The role of the EPAN
 7. The Lisbon related activities for the EPAN
 8. The integrated plan of activities for the EPAN
- For the chapter concerning “The Lisbon related activities for the EPAN”
 - A succinct description will be provided for each activity.
 - Sub-chapter “Governance”
The content will be adapted based on the contribution to be provided by Finland.
 - Sub-chapter “Regulators” – “Administrative burdens”
The content will be adapted based on the contribution to be provided by the European Commission.
 - Sub-chapter “Investors”
The content will be adapted based on the contribution to be provided by the Netherlands.
 - Sub-chapter “Employers”
The ‘HR’ content will be adapted based on the contribution to be provided by the United Kingdom.

“The integrated plan of activities for the EPAN” chapter will comprise some recommendations concerning the EPAN activities for its constituent entities, the EPAN efficiency as an integrated network and the EPAN collaboration with International Institutions as well as a presentation of the impact on the MTP 2006-2007.

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