

# **EUPAN Strategy Paper**

**July 2019 – June 2022**

*draft for discussion and approval*

*at the EUPAN DG Meeting 3-4 June 2019, Bucharest*

## Introduction

European Public Administration Network (EUPAN) is a unique forum for Directors General (DGs) responsible for public administration in the European states as well as for experts in this domain, to share experiences, create common understanding and discuss solutions to common challenges.

This updated EUPAN Strategy Paper July 2019 – June 2022 builds on the first EUPAN Strategy Paper July 2016 – June 2019, with regard to topical issues such as the use of electronic services in public administration, performance management, open government, strategic planning, quality management (e.g. the Common Assessment Framework), new ways of working, leadership in public administration and ethics<sup>1</sup>.

The updated EUPAN Strategy Paper July 2019 – June 2022 was elaborated within EUPAN 5 working group during the Romanian Presidency of the Council of the European Union<sup>2</sup>. The document observes the provisions of *The EUPAN Handbook*, takes into account the evaluation of the previous Strategy Paper<sup>3</sup>, the *Report regarding the EUPAN's main results in the period of the Strategy Paper July 2016 – June 2019* elaborated during the Romanian Presidency, the strategic domains agreed at the EUPAN Working Level Meeting on 8-9 April 2019, the input provided by members of EUPAN 5 and representatives of the six upcoming Presidencies (Finland, Croatia, Germany, Portugal, Slovenia, France), as well as the feedback from other EUPAN members, received during the online consultation period.

## EUPAN's motto

Working together for high quality public administrations and public services in Europe.

---

<sup>1</sup> The main topics tackled by EUPAN Presidencies between July 2016 and June 2019 were: performance management, remuneration and benefits in central public administration, effects of ageing workforce on Public Administration, the use of Regulatory Impact Assessments, motivation, public services closer to citizens (one-stop-shops), the relations between public administration and stakeholders / interested parties, development of mid-level managers, the „once-only” principle, open government, leadership development, process optimization in public administration, public service delivery standards, the Common Assessment Framework, policy labs, new way of working in public administration, strategic planning, the integration of persons with disabilities at the workplace, ethics as part of the organizational culture, challenges in the use of electronic services in public administration, competencies necessary for e-government (from the Report regarding the EUPAN's main results in the period of the Strategy Paper July 2016 – June 2019).

<sup>2</sup> EUPAN 5 during the Romanian Presidency of the Council of the European Union included representatives of Austria, Romania, Finland, Croatia and the European Commission.

<sup>3</sup> EUPAN Strategy Paper: Evaluation of results of the questionnaire, 2018, elaborated during the Austrian Presidency of the Council of the European Union.

## Strategic priorities for the period July 2019- June 2022

This EUPAN Strategy Paper defines the strategic domains for EUPAN's work for the period July 2019 – June 2022. Each Rolling Programme (RP) during this period should clearly highlight the links with the strategic domains detailed in the Strategy Paper, as well as expected results.

To meet the current challenges of public administration in Europe, EUPAN will focus on ways to strengthen trust between different actors to make effective and sustainable reforms in public administration. During the next three years it will pay specific attention to digitalization, innovation, quality management, ethics and future oriented human resource management.

The relevance of EUPAN depends on how much it adds value to public administration challenges at the national and European levels. Collaboration, sharing innovative methods and approaches and learning from each other's experiences in relevant domains are the core strengths of the network, and will be enhanced through the dissemination of the data gathered through surveys and online cooperation<sup>4</sup>.

The network will strengthen communication and partnerships with relevant stakeholders such as European Union institutions, European / international professional networks of public administration, universities, relevant institutions from public administrations at the national level, etc. To increase the visibility and accessibility of its work and results the network will utilize the opportunities of the new EUPAN website and other communication channels. Presidencies may choose to highlight in the Rolling Programme if they wish to use specific communication channels beside the EUPAN website.

To emphasize the impact of EUPAN in the period of this Strategy Paper the results of each Presidency will be outlined in a brief report at the end of the corresponding semester. Presidencies may choose to monitor suggested indicators<sup>5</sup> to highlight the impact of their work. By the end of June 2022 a brief report will be prepared to outline the results and impact of this Strategy Paper taking into account the Presidency reports, selected indicators and stakeholders' feedback.

---

<sup>4</sup> Online cooperation is detailed in The EUPAN Handbook and includes e-mail cooperation / consultation, factsheets, statistics. To increase the impact on e-mail cooperation the initiators of email queries will provide inventories or summaries of the collected responses to the EUPAN network.

<sup>5</sup> The impact could be measured looking at / monitoring the following indicators: number of the Directors General that attend the EUPAN DG meeting, number of public sector organizations and number of countries implementing CAF, number of common projects and research, collaborations for events, number of citations of EUPAN studies or research reports, in publications / policy papers, at national level and at the European Commission level, etc.

## Main goal

To provide Directors General (DGs) and experts responsible for public administration in EUPAN member states with a unique platform to exchange knowledge, experience, good practices, to inspire change in public administration and to facilitate collaboration<sup>6</sup>.

The three Presidencies that propose a Rolling Programme (RP) may choose to endorse specific objectives in the RP, under this main goal, linked to the strategic domains and topics of interest outlined in this Strategy Paper.

## Core values

Professionalism, collaboration, innovation, engagement, sustainability, transparency.

## Main challenges of public administration in the coming years<sup>7</sup>

National and transnational social, economic, environmental and political contexts raise new challenges for public administrations in Europe. Social and demographic changes and technological innovations have an impact on the relationship between public administrations and the society.

An EUPAN survey on *Ethics, an integral part of the organizational culture* (2019) highlights that promoting trust in the public administration is the highest ranked challenge for public administration (followed by challenges such as disclosure of wrongdoing, tackling wellbeing, the involvement of stakeholders, the use of artificial intelligence in public administration)<sup>8</sup>.

Trust plays an important role in the ability of governments and public administrations to respond to the new challenges, and it is a necessary ingredient of successful and sustainable reform, as well as in the promotion of good governance. It arises from ethically sustainable activities, integrity, accountability, openness, transparency and from an inclusive policy making in which all parties concerned are involved and contribute.

---

<sup>6</sup> One way to monitor EUPAN's relevance for DGs is to keep track of how many of the DGs attend the DG meeting.

<sup>7</sup> This section provides a background for EUPAN's strategic domains. It contains inputs from the EUPAN members as well as issues tackled in the following documents: EU eGovernment Action Plan 2016-2020 (European Commission, 2016), Tallinn Declaration on eGovernment (2017), Quality of Public Administration: A toolbox for practitioners (European Commission, 2017 edition), Draft Recommendation of the Council on Public Service Leadership and Capability (2018), Working for the public good: strategic government human resources policy 2025 (Government of the Netherlands, 2018), EUPAN Strategy Paper: Evaluation of results of the questionnaire (2018), Digitalisation and Central Government Employer Policy (Vilhelmsson, 2018), Report regarding the EUPAN's main results in the period of the Strategy Paper July 2016 – June 2019.

<sup>8</sup> "Preliminary research findings from the survey on *Ethics, an integral part of the organizational culture*" presented at the EUPAN WL meeting on 8-9 April 2019. The survey was carried out in the first trimester of 2019 during the Romanian Presidency.

There is a need for greater participation and partnership of civil society actors in public administration decision-making and in the creation and delivery of public services. Citizens want to have a say regarding policy making and public service delivery. They want a public administration that trusts citizens and takes them seriously, shares information and data and is open for dialogue in all parts of the policy cycle. An open public administration faces new challenges regarding communication, co-creation of public services, decision making, accountability, ethics, transparency, as well as in the processes of attracting, recruiting and retaining people with the skills needed.

Digitization needs to ensure an efficient working environment and to enable the transfer of knowledge between generations of civil servants (in the context of an aging workforce in this sector). This may require new skills and knowledge, and special training of all generations of civil servants to upskill for the use of digital technology in the public sector. In addition, to promote intergenerational cooperation public administration needs to apply new configurations of work, for the gradual transition of older people from the “active” to “inactive” period (e.g. part-time work, home-based work and other flexible forms of work).

Innovative e-government services can save resources (money and time), for both public administrations and users (citizens, companies). However, developing client-focused services in public administration, based on understanding user experience, remains an ongoing challenge. Moreover, a digital environment brings new threats for public administration (personal data security, cyber-attacks, fake news). Digitalization and artificial intelligence transform public services and the ways of working in public administration. For digital services to become popular, governments need to offer support and guidance for their use. Well-functioning and safe digital environment require cross-sector and cross-border cooperation and internationally agreed ethical norms and legal principles. This transition requires new competencies<sup>9</sup> and continuous learning from civil servants.

The need for sustainable public finances and budget constraints for public administration, as well as calls, from citizens, for accountability, more efficiency and effectiveness of public organisations, push public administrations to become more result-oriented and outcome-oriented. This leads to an increased interest in quality management (e.g. the Common Assessment Framework), performance management (Key Performance Indicators), new organisational structures / models (e.g. shared services) and more inter-organisational coordination and collaboration.

The EUPAN network has contributed to the development and implementation of public management / quality management instruments like the Common Assessment Framework (CAF). The forthcoming version CAF 2020<sup>10</sup> covers topics like digitalization, innovation, sustainability, agility and diversity.

The challenges faced by public administration require changes in organizational culture, which depend on leadership, enhanced value-driven decision-making, increased

---

<sup>9</sup> The competencies required for delivering e-government services are highlighted in the survey on the *Competencies necessary for e-government* carried out during the Romanian Presidency and the presentations and discussions at the workshop on the same topic at the EUPAN WL meeting on 8-9 April 2019.

<sup>10</sup> Currently EUPAN members work for the CAF 2020 update.

accountability, quality management in public services, teamwork, and emphasis on motivation and wellbeing at work for public employees.

## Strategic domains and examples of topics of interest

In order to respond to the challenges described above, the following three specific strategic domains were agreed by EUPAN members, to concentrate on during the next three years: digitalization and innovation, ethics and organizational culture, and future-oriented strategic, efficient and effective human resources management (HRM). These are linked to the two main domains of EUPAN: Human Resources Innovation & Organisational Development and Service Innovation and Delivery, outlined in the EUPAN Handbook.

The issues listed under each strategic domain are examples of topics of interest, and therefore do not limit the content of each domain. These examples were provided by EUPAN members, including the six upcoming Presidencies. Each Presidency will propose in the Rolling Programme topics linked to the strategic domains outlined in this Strategy Paper. This will ensure that the Rolling Programme will observe the provisions of this Strategy Paper and of EUPAN's Handbook.

### I. Digitalization and innovation in European public administrations

- The use of artificial intelligence and other new technologies to support innovation, data-driven decision making, evidence-based policy-making, client-focused services, transparency and public administration efficiency and productivity,
- The impact of digitalisation and robotisation on human resource management and service delivery in public administration, the development of digital competencies,
- Digital threats for public administration and ethical implications of the use of digital technologies, the use of social media in public administration;
- Implications of digitalisation on the external and internal trust: trust as basis for service innovations, enhancing trust in public administration through development of complex digital services,
- Shared services, 24/7 services in public administration.

### II. Ethics and organizational culture in public administration

- Core values in the public administration, value-driven leadership and management – accountability, transparency, professionalism,

- Promotion of public good, trust in public administration / policy-makers, good governance, citizen-focus, the participation of stakeholders / citizens in policy-making and decision-making,
- Building a culture of integrity, tackling harassment, wrongdoing and discrimination,
- Promoting employees' wellbeing (including health and safety), positive work environments,
- The impact of implementing the Common Assessment Framework (CAF) on organizational culture.

### III. Future-oriented strategic, efficient and effective human resources management (HRM) in public administration

- The role of HRM in a responsive, flexible, results-oriented and outcome-oriented public service,
- New ways of working, new configurations of work, flexitime, work-life balance,
- HR strategies / policies, Strategic Workforce Planning as a key business / HR enabler to translate the impact of digitalisation, innovation and other changes on future structures and skill requirements,
- Human resources management – employment and retention in the civil service, recruitment, competency frameworks, talent management, career development, training, learning and development, professionalization, management of employee performance, remuneration, motivation, change management, knowledge management, aging management,
- Quality management in public administration, CAF 2020, Key Performance Indicators (KPI), better service delivery,
- Leadership (e.g. competency framework, development programs for top public managers/ senior civil service, cooperation between senior civil servants and politicians etc.).
- Employer branding in public administration,
- Attractiveness and inclusiveness of public administration jobs.