

# DELIVERING A MORE RESILIENT, PROFESSIONAL AND RESPONSIVE PUBLIC ADMINISTRATION TO THE CITIZEN

## Medium Term Plan and Work Programmes for the European Public Administration Network (EUPAN)

(1 January 2013 – 30 June 2014)

### PART 1

#### 1.0 Introduction

The European Public Administration Network (EUPAN) has been in place for a number of decades with a mandate to encourage informal cooperation across EUPAN members in a consistent and structured way. The network is intended to support the exchange of best practice and excellence in HR and innovative responses to challenges and opportunities facing public administration across central government. The work of the network should support the drive towards greater efficiency in service delivery and effective policy outcomes across EUPAN national government administrations

The sharing of knowledge and experience in an informal setting offers scope for genuine learning and openness among colleagues. The scope and “reach” of the network membership should facilitate knowledge transfer from early adopters to other network members that are embarking on the path of reform. This is one of the real value-added aspects of the network as countries continue to navigate the rough waters of reform.

*The current MTP An Open, Adaptable and Performing Public Administration* concludes at the end of the Cyprus Presidency and the follow-on 18 month Plan will be launched at the DG meeting on 5 December, 2013.

#### 2.0 Methodology

Since 2001 the network has adopted a medium term approach to planning its activities which ensures coherence and continuity (over an 18 month period) in the work of the network. The medium term planning approach sets the strategic direction for the network and also offers an opportunity for a more in-depth consideration of key themes of interest across the EUPAN community.

The 18 month Medium Term Plan (MTP) of the upcoming Trio has evolved over the last six months and will inform the programme of activities for the upcoming Presidencies in Ireland, Lithuania and Greece. Based on the overall priorities for the 18 months of the MTP, the individual Presidencies are responsible for developing their own content (activities and topics) for their respective 6 month programmes. For this reason, the programme of activities is indicative and may be subject to some changes as we move through the 18 month period. The outcome of the work of each of the three Presidencies presents an opportunity to address the key themes from a number of perspectives and to ensure continuity in the valuable work of the network.

#### 3.0 Framework of the new priorities

The architecture of the next Medium Term Plan is broadly consistent with the previous MTP comprising:

- the overarching horizontal theme (3.1)
- three pillar themes (3.2) and
- follow-up sub themes (3.3)

### 3.1 Horizontal Theme

The new priorities are embedded in the EUPAN agenda of excellence and innovation in Public Administration. The core elements of excellence in Human Resources and supporting innovation do not change - what changes is the context. As we move into the next phase of “crisis” conditions it is possible to reflect on the last 2-4 years and consider what reforms mechanisms are in place and to begin to assess impact. Critically to consider whether the reforms can result in public administrations that are sustainable by being “fit for purpose” - post crisis. This is the rationale for the horizontal theme of ***Delivering a more resilient, professional and responsive Public Administration to the citizen.***

The horizontal theme adopts a forward-looking perspective by examining ways in which public administrations can become more *resilient* in the future by adopting new initiatives and adapting existing approaches to enhance public administration across the network. We want to focus on sharing experiences of strengthening internal capacity. The horizontal theme continues to explore the *professionalization* of the HR function and the role of HR as a strategic partner in public administrations. The theme also has an outward-looking focus by exploring mechanisms to improve the *responsiveness* of public administration to citizen/stakeholder needs. The challenge of *delivering* on the reform agenda underpins the theme.

### 3.2 Pillar themes

The horizontal theme in turn has been divided into three pillar themes that represent each of the key elements to be explored: *resilient, professional and responsive* public administration.

#### 3.2.1 A “Fit for Purpose” Public Administration (*resilient*)

This pillar theme will consider whether the reforms have the potential to make public administrations more “fit for purpose” over the medium term. The crisis conditions offer the opportunity to introduce more radical reforms across a range of areas including better service delivery channels, reduce cost base to deliver better value for money and structural change etc. The challenge is to emerge from the crisis with:

- an effective public administration that supports national Government in the development and implementation of policy and efficient service delivery to citizens.
- a Public Administration that drives competitiveness and supports sustainability across the EU over the medium to longer term.

This pillar theme is explored by reference to three sub themes

- (i) Implementation, monitoring and evaluation of reforms in Public Administrations
- (ii) Staff Engagement in times of change
- (iii) Workforce Planning
- (iv) Quality Management initiatives

In relation to **(i)** it is intended to explore the issues by reference to two key questions:

- *How can the reforms make public administration more resilient and sustainable over the longer term?*
- *What mechanisms are in place to deliver a more “fit for purpose” Public Administration?*

Member States experiences with reforms over the last three years and the planned reform going forward will also be explored along with cross country comparisons, where appropriate.

A key HR policy response to more limited resources (due to the crisis) is a greater focus on best practice in workforce planning: that is having the right people (with the requisite skills and competencies) in the right place, at the right time. The key questions that might be addressed under **(iii)** are:

- *How can Public Administrations better plan their workforce to meet the challenge of reform?*
- *What is the early experience with best practice workforce planning across EU member countries and elsewhere?*

The shrinkage in the workforce is unlikely to be reversed in the coming years so public administrations must ensure the optimum deployment of staff if it is to support national Government effectively in the years ahead.

Staff engagement is a workplace approach designed to ensure that employees are committed to their organisation’s goals and values, motivated to contribute to organisational success and able at the same time to enhance their own sense of wellbeing.

Staff engagement is emerging as a topic of interest across the HR community and will be explored under sub theme **(ii)**. A key question that might be posed here is:

- *How can public administrations get “buy in” to change and reform in the absence of traditional incentives (pay, promotion, bonuses etc)?*

The intention is to start dialogue on staff engagement by a definitional phase during the Irish Presidency with preliminary conclusion by the end of the MTP on this emerging topic. The output from the 18 months can then inform the work of the next MTP on this topic

The added value of quality management **(iv)** initiatives will continue to be central to the work of EUPAN and should be reflected in its activities of the MTP. During the Lithuanian Presidency the central focus will be given to the further dissemination / exchange of quality management activities across MS during 7 th Quality Conference. Common Assessment Framework (CAF) initiatives, as the drivers for the effective Public

Administration, will be further developed in cooperation with EIPA based on a new 18 months Action plan that will be defined and implemented at European and national levels.

### **3.2.2 The role of the HR function in shaping Public Administration (professional)**

The second pillar theme relates to core issues for HR practitioners across the network and will continue the theme of actions necessary to drive efficiency through professional HR. The context here is the need for a robust and effective HR function and policies to support a sustainable model of Public Administration – post crisis. This pillar theme will consider best practice HR policies under three subthemes:

- (i)** Selection/recruitment of staff
- (ii)** Models of corporate HR and HR as a strategic partner in Public Administrations
- (iii)** Performance management and development systems

The network will be asked to explore the extent to which a professional HR function underpins excellence in Public Administration. In relation to **(i)** a key question for the network to explore might be:

- *What is the optimum composition of HR units in terms of skills and competencies and what is the scope to establish career paths?*

The transformation of the HR function involves a strong emphasis on capacity (HR skills, competencies, professional qualifications) and career path allied to focused recruitment and selection.

HR must become a strategic partner in public administrations – it must be at decision making table in organisations. A key question to stimulate debate on the subtheme at **(ii)** might be:

- *What are the best models of corporate HR and critically, how can HR be embedded as a strategic function in Public Administrations?*

The third subtheme under this pillar focuses on one of the real challenges facing public administration – performance management – and the pivotal role of HR units in tackling performance issues. Embedding a well functioning Performance Management and Development system (PMDS) in public administrations will be explored through sharing of experiences and up-to-date practices across the network membership.

Over the 18 month period there will also be some consideration to the appropriate codes of behaviour and conduct for civil servants and their interface with the public with a particular focus on emerging trends across member states in the context of the crisis. In terms of MTP this area might be covered by case studies on approaches to Ethics across EUPAN network members.

### **3.2.3 Connecting to the Citizen (responsive)**

The final pillar theme “connecting to the citizen” relates to the responsiveness (openness and accessibility) and service delivery aspects of the horizontal theme with a

particular focus on the use of technology (and social media tools) in support of a more open and transparent public administration.

eGovernment strategy continues to focus on transforming service delivery through embracing new and emerging technologies and media and opening up public data to encourage collaboration. A key element of effective public administration is positioning the citizens and businesses at the core of eGovernment policy with all citizens and businesses benefiting from using eGovernment services.

Under this pillar theme the EUPAN will explore the role that social networking and collaborative tools can play in helping Government to work with citizens to ensure that services are designed to meet their needs.

The concept of Open Data which can help promote accountability and transparency across the public administrations will also be considered by the network.

The EUPAN will explore this pillar theme by reference to the following:

- *General question: What are good examples of best practice in digital service delivery across EUPAN?*
- *How does and how will social media facilitate greater openness and transparency in the work of public administrations?*
- *What are the opportunities, challenges and risks associated with harnessing social media to connect to the citizen?*
- *How can open data promote transparency across public administrations?*

## **5.0 Working methods**

The EUPAN meetings will only be useful if there is active involvement by network members. The purpose is to share experiences through active participation at meetings, presenting case studies of relevance to the themes and, where appropriate, working on surveys and relevant studies.

### **5.1 Thematic papers**

In line with the approach adopted during the current MTP, short thematic papers (or living documents) will be used throughout the Presidencies and this process will involve:

- sending a short note and key questions on key subthemes to EUPAN members in advance of the HRWG/IPSG meetings with a request for a response on actions/practices
- the responses to each key subtheme will be collated into a discussion paper for the HRWG/IPSG representatives to help orient the discussion at the meeting
- the content of the presentation and the outcome of the discussion at the meeting will be reflected in the revised thematic paper

Panel discussions on key subthemes to stimulate discussion and to help reach meaningful conclusions are the preferred approach at the meetings.

The EU Commission input along with international best practice will be drawn upon in the selection of speakers on the subthemes.

The output and results from the EUPAN work will be available on the EUPAN website and, in line with good practice; EUPAN members should disseminate output across their respective national administrations.

## **6.0 Other areas**

The TUNED interface is a matter for each of the respective Presidencies during the 18 months of the current MTP. The guiding principle for TUNED involvement during the MTP is that topics for consideration for the TUNED meeting (half day following DG meeting) are based exclusively on the EUPAN agenda.

Some work will be completed by the Irish Presidency on the update of the “Structures of the Civil Service and the Public Services of EUPAN Members” that was last updated during the Spanish Presidency.

As 2013 is the *Year of the Citizen* it is likely that the Irish, Lithuanian and Greek Presidencies will give a presentation on initiatives in their respective countries. The horizontal, pillar and subthemes also have a strong citizen-based orientation and focus.

## **7.0 Note**

Please see **Part 2** for the *MTP Work Programme 1/1/2013 – 30/6/2014*

## **10.12.12**

**PART 2**

**WORK PROGRAMMES FOR EUPAN 1 JANUARY 2013 - 30 JUNE 2014**

1. Horizontal Theme: “*Delivering a more resilient, professional and responsive Public Administration (PA) to the citizen*”

2. Pillar themes and Sub themes - summary

Pillar Themes	Sub themes
A “fit for purpose” Public Administration (resilience)	<ul style="list-style-type: none"> <li>• Implementation ,monitoring and evaluation of reform in PA <b>(Joint session )</b></li> <li>• Staff engagement in times of change – including motivation <b>(HRWG)</b></li> <li>• Workforce planning : right people in the right place at the right time <b>(HRWG)</b></li> <li>• Quality Management initiatives <b>(IPSG )</b></li> </ul>
The role of the HR function in shaping PA (professional )	<ul style="list-style-type: none"> <li>• Actions to drive efficiency through professional HR: Best practice HR policies – public sector 2020 <b>(HRWG)</b> <ul style="list-style-type: none"> <li>○ Models of corporate HR <b>(HRWG)</b></li> <li>○ Selection /recruitment of staff <b>(HRWG)</b></li> <li>○ Performance management and evaluation systems <b>(HRWG)</b></li> </ul> </li> </ul>
Connecting to the citizen ( responsive)	<ul style="list-style-type: none"> <li>• Transparent and Open PA: Role of ICT in transforming service delivery <b>(IPSG)</b> <ul style="list-style-type: none"> <li>○ Open Government initiatives <b>(IPSG)</b></li> <li>○ Impact of social media on PA <b>(IPSG)</b></li> </ul> </li> <li>• Citizen focused initiatives across MS ( Year of the Citizen) <b>(Joint sessions)</b></li> </ul>

**3. The Implementation Plan:**

**Please note that each Trio Member is required to produce their own National Programme which will be presented at the relevant DG meetings. In this Plan, we have signalled which Trio member will cover which subtheme. In some cases all three Trio may cover aspects of the subthemes during their Presidencies while in the case of other subthemes topics/activities will be covered exclusively by one Trio Member.**

Pillar Theme	Subthemes	Narrative/explanation	Activity/topics	Outcome	Presidency coverage
1. A “fit for purpose” PA (resilient)	(a) Implementation monitoring and evaluation of reform in Public Administrations	(a) Here EUPAN will consider whether the reforms have the potential to make PA more “fit for purpose” and resilient over the medium to longer term.	<p>(a)</p> <p>Fit for Purpose Public Administration? : Update of 2011 Study by the Irish Institute of Public Administration</p> <ul style="list-style-type: none"> <li>• Cross country comparisons: study /update ( COCOPS)</li> <li>• Reform delivery mechanisms in Ireland and /or Canadian experience with reform – lessons learnt (TBC)</li> <li>• Public administration development trends</li> <li>• Tools and mechanisms for monitoring PA changes -</li> <li>• Critical methods to implement administrative reform - Greek case studies in the public sector</li> </ul>	Thematic paper on sustainability of PA in context of the reform	Ireland
	(b) Staff			Study on PA development initiatives in MS	Ireland
				Exchange of best practice and experience: LT and MS cases	Ireland
				Workshop / discussion	Lithuania
					Greece

	<p>engagement in times of change - motivation</p>	<p><b>(b)</b> The role of “employee/staff engagement” including non monetary reward in sustaining effective/lasting reform and administrative change will be explored.</p>	<p><b>(b)</b></p> <ul style="list-style-type: none"> <li>• Staff engagement in times of change</li>   <li>• Role of non monetary rewards in PA</li> </ul>	<p>Staff Engagement:  Definition phase  Stocktaking exercise    Preliminary conclusions for next MTP    MS cases and Lithuania</p>	<p><b>Ireland</b>  <b>Lithuania</b>    <b>Greece</b>    <b>Lithuania</b></p>
	<p><b>(c)</b> Workforce planning as enabler of change</p>	<p><b>(c)</b> workforce planning: Best practice/ trends across MS public administrations and internationally will be considered.</p>	<p><b>(c)</b></p> <ul style="list-style-type: none"> <li>• Best practice in workforce planning and general debate/panel discussions on forward planning experiences and recommended practices : MS input plus:</li> </ul>	<p>Thematic paper on workforce planning as enabler of change  note: final title (TBC)</p>	<p><b>Ireland</b></p>

			<ul style="list-style-type: none"> <li>• COM presentation on workforce planning in the Commission Services</li> <li>• Case study: Critical path to implement change - Irish case studies in workforce planning</li> <li>• Canadian experience in workforce planning issues (international) (TBC)</li> <li>• OECD: experience of Workforce Planning in OECD countries</li> </ul>		<p>Ireland</p> <p>Ireland</p> <p>Ireland</p> <p>Ireland</p>
		<p><b>(d) Quality Development and innovations</b> The main focus will be given to the further dissemination of quality management activities, creating the possibilities for the exchange of best practises.</p>	<p><b>d)</b> 7<sup>th</sup> Quality Conference (LT) CAF activities during Lithuanian Presidency (CAF expert group)</p>	<p>7QC will be held on October / November, 2013</p> <p>CAF Action Plan - definition and implementation at European and national levels;</p> <p>CAF for education – 2013 version; CAF promotion and dissemination</p> <p>Preparation of the 6<sup>th</sup> European CAF user</p>	<p>Lithuania</p> <p>Lithuania</p> <p>Lithuania</p>

				event to be held in 2014 (second half)	Lithuania
<b>2. Role of HR function in shaping PA (professional)</b>	Actions to drive efficiency through professional HR	<p><b>Best practice HR policies: public sector HR 2020</b></p> <p><b>(a)</b> The context is the need for a robust and effective HR function and policies to support a sustainable model of PA – post crisis .</p> <p><b>(b)</b> Ethics: Consideration will also be given to the appropriate codes of behaviour and conduct for civil servants and their interface with the public with a particular focus on emerging trends across member states in the context of the crisis.</p>	<p><b>(a)</b></p> <ul style="list-style-type: none"> <li>• <u>Context setting</u>: Best practice in HR policy - public sector 2020 (COM – DG Enterprise)</li> <li>• Emerging models of corporate and strategic HR – Netherlands case study and input from Ireland</li> <li>• Revised Performance Management Development system (PMDS) in the Irish Civil Service</li> <li>• Case study from Denmark on Performance Management</li> <li>• Reforms in selection/recruitment of HR staff</li> </ul> <p><b>(b)</b> The impact of the “Guide for the proper administrative behaviour of civil servants” published by the Ministry of Administrative Reform and e-Government, as well as the Greek Ombudsman will be assessed. The Guide includes, among other rules, the regulations concerning</p>	<p>Thematic paper on HR as strategic partner in PA</p> <p>Exchange of best practice across MS</p> <p>MS cases COM input</p> <p><b>TBC</b></p>	<p>Ireland</p> <p>Ireland</p> <p>Ireland</p> <p>Lithuania</p> <p>Greece</p>

			<p>transparency as well as the new disciplinary law regime.</p> <p>Case studies on approaches to Ethics across MS are likely to form part of this module. (MS)</p>		
<p><b>Connecting to the citizen (responsive)</b></p> <p><b>Mainly IPSG</b></p>	<p>Transparent and Open Public Administration (PA)</p>		<ul style="list-style-type: none"> <li>• <u>Context setting</u>: European e-Government Action Plan (COM speaker). Input: (DG CNECT – linked with eGov theme)</li> <li>• Aspects of the eGovernment strategy- including open data: Ireland and Germany</li> <li>• Delivering Digital Public Services (UK speaker - TBC)</li> <li>• Irish Information Commissioner: reflections on social media and public administration</li> <li>• Private sector input (TBC)</li> <li>• Open Government initiatives:</li> </ul>	<p>Thematic paper(s) on role of ICT in connecting to the citizen by reference to:</p> <ul style="list-style-type: none"> <li>• Social media</li> <li>• Open Data</li> </ul> <p>Exchange of best practice and experience: LT +MS</p>	<p><b>Ireland</b></p> <p><b>Ireland</b></p> <p><b>Ireland</b></p> <p><b>Ireland</b></p> <p><b>Lithuania</b></p>

			<ul style="list-style-type: none"> <li>• Overview of the impact of social media on PA (COM speaker-internal application within C'ion and external via DG Comm):</li> <li>• Two separate presentations in the LT term (CNECT: presentation of results of the mid-term review of eGov Action Plan, available in September 2013; and DIGIT: in-depth presentation of interconnectivity of public administrations), followed by discussion.(COM)</li> <li>• Greek experience in roll out of eGovernment projects</li> <li>• OECD: social media</li> <li>(b) <ul style="list-style-type: none"> <li>• Examples of year of the citizen type initiative in IE/LT/GR/OMS</li> <li>• Citizen initiative (COM)</li> </ul> </li> </ul>	<p>cases / discussion</p> <p>COM presentation</p> <p>Exchange of best practice and experience: MS cases / discussion</p> <p>Presentation and reflections</p> <p>Presentation on experiences across the OECD</p>	<p><b>Lithuania</b></p> <p><b>Lithuania</b></p> <p><b>Greece</b></p> <p><b>Greece</b></p> <p><b>Ireland/ Lithuania/ Greece</b></p>
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