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WHITE PAPER ON EUROPEAN GOVERNANCE

"Enhancing democracy in the European Union"

Work Programme

Commission staff working document

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"Tell me and I'll forget,
show me and I'll remember,
involve me and I'll understand."

Chinese proverb

In February 2000, the Commission presented its mandate to the European Parliament under the heading of four commitments that illustrate the political dimension of European integration today. These four "strategic objectives" are the following:

- Promoting new forms of European governance,

- Stabilising our continent and boosting Europe's voice in the world,

- Moving towards a new economic and social agenda, and

- Working to provide better quality of life for all.

The Commission has decided to publish a White Paper that will make proposals for the improvement of European governance. The paper will highlight the contemporary and unique character of the democratic project to which the European Union has been committed since its origin. The Commission has already fixed the mandate of this paper and the principles for developing it in view of its publication by mid-2001.

The purpose of this document is to define the work programme for the White Paper on European Governance, which will guide the work of the team in the Secretariat-General that is in charge of its preparation. It includes a methodological dimension in order to structure a dynamic process of exchange, which will be open and interactive. During this process, the College will have the opportunity to clarify the political nature of its proposals in view of the numerous challenges facing the European Union's future.

The document first explains the reasons behind the initiative, taking account of the expectations already raised outside the Commission by the announcement of the White Paper as well as the debate that has begun in-house. It then sets out the six work areas around which the White Paper could be structured. Finally, it suggests a working method and a schedule for validation by the College.

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WHAT 'GOVERNANCE' MEANS FOR EUROPEAN INTEGRATION TODAY

In recent years, the word 'governance' has been cropping up in various contexts. An important report of the United Nations on "global governance" signalled the need for rules that gather a consensus and are applied worldwide, even in the absence of a global government. In the context of development policy, "good governance" emphasises transparency, accountability and effectiveness as necessary conditions for successful public policy. "Multi-level governance" identifies the challenge of articulating the action of independent public actors at different geographic levels towards shared objectives. The concept of governance also concerns private actors, as in the case of "corporate governance", which aims to ensure the accountability of management to the various stakeholders of a company.

For the purpose of the Commission's White Paper on European Governance, 'governance' will be taken to encompass rules, processes and behaviour that affect the way in which powers are exercised at European level, particularly as regards accountability, clarity, transparency, coherence, efficiency and effectiveness.

In other words...

➢ *Does the Commission act in a democratic way?*

➢ *Do the actions of the Commission achieve their objectives?*

➢ *Are the actions of the Commission comprehensible?*

➢ *What should be done to improve the situation?*

The concept of governance is well suited to bring out the wealth and uniqueness of the European Union as a political system. The essence of the European Union is the construction of a Community that is founded on law and that also respects the identity of each of its Member States. This requires a delicate balance between the institutions that establish this law, characterised by an unique sharing of legislative and executive powers as well as an obligation towards co-operation. As governance is grounded in ideas of interdependence and interaction between various powers at multiple levels, improving governance will help to improve the conditions under which this equilibrium functions and co-operation occurs.

The idea of governance also highlights the involvement of regional, local and non-governmental actors in the policy-making process. It is becoming increasingly clear that the very success of Community decision-making and the acceptability of the rules actually depend on such actors being involved. If it is accepted that democracy in Europe is based on two twin pillars - the accountability of executives to European and national legislative bodies and the effective involvement of citizens in devising and implementing decisions that affect them - **then it is clear that the reform of European modes of governance is all about improving democracy in Europe**. The White Paper will address these issues as complementary: the purpose of improving the quality of the decision-making procedures, particularly as regards clarity and effectiveness, is to upgrade the credentials of the legislative process and to increase its legitimacy, not to undermine it.

Why now?

The issue of governance comes at a timely moment. It can help tackle the principal challenges that Europe is currently facing:

– The **challenge of enlargement** involves a break with the past. The major negotiations currently under way with several applicant countries represent a departure from previous Union projects in terms of their sheer scale and the change in the geopolitics of European integration that they involve. The prospect of enlargement automatically gives the Union a continent-wide posture, which requires a redefinition of its internal policies and makes it a benchmark player for the Russian Federation and the Mediterranean area. It also increases the Union's responsibility as a **power** in the context of globalisation.

– The **institutional challenge** is not just about matters relating directly to enlargement. Even without enlargement, the coming of age of European integration, including the completion of economic and monetary union and the common foreign and security policy, also raises new obligations to achieve results.

– The **democratic challenge** has, ever since the adoption of the Maastricht Treaty, involved a mismatch between a general sympathy of citizens towards European ideals and a nagging mistrust of the institutions. Improved economic circumstances and the visible reality of the Euro have boosted expectations of political unity, but dissatisfaction with the institutions remains, despite the greater powers the European Parliament now has. People are dissatisfied because they fail to understand the Union's objectives and are often unable to put names and faces to tasks. Citizens also strongly feel that the realities on the ground are not adequately taken into account, jeopardising the wealth of cultural, linguistic and regional diversity.

At first sight, these three challenges appear unconnected. They are not driven by the same causes. Nor do they respond to the same timescale. However, they are linked by their solutions. An adequate response to the democratic challenge will, to a considerable extent, determine the success of the responses to the other challenges. Indeed, **the legitimacy needed for any extension of shared sovereignty** depends on the citizens' ability to relate to the European Union. Stakeholders should have their say in the development of shared rules, and they should fully play their role and perceive results. If people are ever to aspire to sharing membership in and the objectives of a wider Europe, then they need to feel on top of how the Union of 15 states is run and take part in discussing and debating the directions of its policies.

The working method of the White Paper will thus reverse the normal direction of thinking that starts with objectives and then defines the ways and means of achieving them. The priority now needs to be changing the methods to ensure that objectives can be understood and acted on successfully. Therefore, the areas of the work programme encompass a wide range of issues, focusing on practical proposals that are intended to:

– **Encourage discussion amongst citizens** of European values, issues and decisions.

– Reform the **processes for preparing and implementing** Community rules and policies to ensure that they are pertinent and coherent. This includes improving the interaction between public and private actors and between different geographic levels of responsibility.

– Lay the ground for a debate on **overhauling the objectives of the common policies** the Union will need in order to meet its continent-wide aspirations.

The three challenges mentioned do not concern the Commission alone but all the European institutions. Furthermore, the search for a more participative and transparent democracy also affects the governments and elected assemblies at national, regional and local level. The White Paper will need to take these factors into account.

The proposals in the White Paper will have to be studied in the context of the current institutional set-up, as amended by the IGC conclusions in Nice. However, the context of the European Union has changed considerably over the last fifteen years: technology has progressed in leaps and bounds, particularly in the areas of information and biology; there has been more and more devolution of power to regions and cities; and new actors have emerged with responsibility for regulating areas previously under public supervision. The institutional implications that might emerge from the work on new modes of governance should be reflected in the conclusions of the White Paper.

With regards to the competences of the Union and the Member States, the work programme will focus on the improvement of the division of executive tasks. From the analysis in this field, lessons for the debate on the **articulation** of legislative competences may emerge. In the same vein, the conclusions of the White Paper may address the Commission's position in the institutional set-up, its political character, its independence and its authority in view of improving European governance.

Finally, the White Paper proposals will have to relate to the in-house administrative reform of the Commission. The proposals will contribute to a renewed understanding of the tasks and "core business" of the Commission that are enshrined in the Treaty (guardian of the Treaty; expression of the general interest; monopoly to take initiatives), given the new context of interdependence and interaction between various levels of government.

SIX WORK AREAS FOR EUROPEAN GOVERNANCE

The drafting of the White Paper proposals will, at least initially, be organised into **six work areas.** These are devised on the basis of the European Commission's responsibility to engage in new forms of governance, and they reflect the motivations set out above.

The work will need to identify and overcome the potential tensions behind the idea of governance: greater participation should not undermine the executive's accountability to Parliament; more extensive consultations held earlier in the decision-making process should not make this process more unwieldy or complicated; the organisation of networks should not dilute the Community method; greater decentralisation should not undermine the consistency of and compliance with shared objectives; greater involvement of civil society should not lead to by-passing of national or infra-national public authorities. The White Paper will pay particular attention to how the use of new information technologies may help resolve these conflicts.

1.   **Broadening and enriching the public debate on European matters**

The issues covered by the European Union have a lasting and far-reaching impact on the lives of its citizens. This obviously applies to the major co-operation and international negotiation issues, such as the introduction of economic and monetary union and a common internal security framework. However, citizens are also affected by the updating and extension of the internal market rules: for example, the future of European public services or the conditions for the sale of genetically modified food products directly relate to values and fundamental principles.

Although these important issues affect European identity on a daily basis, they are rarely discussed in the media or during election campaigns.

Work under this heading will have two main strands:

– *Bringing discussion of major EU issues and policies to the people, taking account of cultural differences and national contexts;*

– *Making scientific expertise more democratic in particular in the sensitive areas of health and safety. On the one hand, it is important to make scientific expertise easier to understand, which goes beyond simple transparency. On the other hand, there is also a need to establish **"scientific benchmarks"** that have sufficient clout and standing at European level and that are applicable in the various national contexts.*

The SG, SJ, the DGs PRESS, ENTR, EMPL, AGRI, RTD, JRC, INFSO, EAC, SANCO, ESTAT, and SDT, will be directly involved in this work area.

2.   <u>**Handling the process of producing and implementing Community rules**</u>

Compared to national political systems, the European political system focuses more on enacting rules than intervening financially in the economy. Even so, attention often focuses merely on the decision-making arrangements, i.e. the adoption of rules. But the quality of rules also depends on the process of policy-making – including the preparation before and implementation after they are adopted. Issues such as the acceptability and effectiveness of rules, as well as the principles of proportionality and subsidiarity, deserve specific attention.

The proposals to be drawn up under this heading have three strands:

–   *Considering the formalisation of the 'conditions for involvement' in drawing up rules. With full respect for the internal organisation of Member States, special attention will be given to involving infra-national public authorities at an early stage in the proceedings. Already, regional and local authorities play an important role in implementing Community rules. The idea of the **"right to be involved"**, which concerns civil society, will also be examined to reconcile the requirements of equity and autonomy as well as the transparency and accountability trade-offs that go with exercising these rights. Herein, the monitoring of the corresponding safeguards by the European and national parliaments merits attention.*

–   *Establishing adequate arrangements for **evaluating** the effectiveness of the rules, ensuring the independence and transparency of these mechanisms from the point of view of the three institutions. This could be achieved by using new*

*technological applications for streamlining communication between the parties involved in the decision-making process at European level. In this vein, introducing arrangement for **"tracing" what happens to Community directives and regulations** right from the Commission proposal to the national implementation should be looked at. This could account for the role of the various Council and Parliament bodies and for the options available for transposition into national legislation.*

– *Studying the pros and cons of different forms of **regulation and "co-regulation."** In particular, this should ask how such mechanisms take into account articulations of the general interest and parliamentary accountability. It should also examine mechanisms that enable the formulation of voluntary norms in areas where the speed of technological development requires changes in the processes for drawing up and adopting directives.*

The SG, SJ and DGs ECFIN, ENTR, EMPL, AGRI, TREN, ENV, INFSO, MARKT, REGIO, EAC, SANCO, JAI, ELARG, DEV, ADMIN, and BUDG are most directly concerned.

Work area 2

Experiences to reflect upon…   }

                                                     } *Amongst others*

…Ideas to develop…   }

- *Find inspiration in the way the US administration uses the Internet for early consultation on regulatory initiatives.*

- *Study the extension to other fields of the UN/ECE Convention of Aarhus concerning public access to information, decision-making and justice in the field of the environment.*

- *Draw lessons from the scoreboard on the internal market and from the listening devices (feedback) of the Euro-info-centres' network.*

- *Study the feasibility of a European Office for the Evaluation shared by the three institutions.*

- *Rationalise and renew the multiple forms of social consultation.*

- *Adopt codes of conduct applicable to each of the three institutions in view of legislative simplification (see Opinion of the Economic and Social Committee).*

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3.   **Improving the exercise of European executive responsibilities through decentralisation**
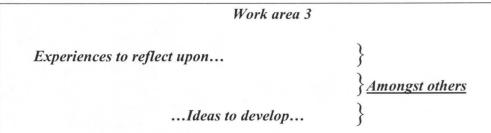
There are many arguments in favour of greater decentralisation of the executive tasks in the Community system. Some of these tasks have, since the beginning, been assigned to national or local authorities. The Commission, for its part, is

investigating the most appropriate forms of decentralisation with a view to an efficient and effective execution of its tasks, notably for those tasks that require thorough technical and scientific knowledge and for the management of programmes. Another important issue concerns the definition of the limits to decentralisation in the case of the exercise of the Commission's regulatory competences.

In substance, a distinction will have to be made between two contrasting situations. Either decentralisation responds to the need for an authority free from all national leanings to elaborate technical viewpoints that are coherent and uniform at Community level; this is to be called horizontal decentralisation. Or else much more flexible application of the rules is necessary, giving a greater margin of assessment according to local situations; this is vertical decentralisation. The main focus here will be the criteria and conditions for these two types of decentralisation.

— *Horizontal decentralisation involves the delegation of some tasks to **agencies**. What competences should they receive? How can consistency be maintained between agencies, which are becoming increasingly specialised in their own fields? What lessons can be learned from the IDA programme? What guarantees (transparent decision-making, high-quality expert advice, unbiased consultations, independence, legitimacy, accountability) need to be provided?*

— *Vertical decentralisation involves more sharing of responsibilities with national, regional and local authorities, in particular on Community policies with a strong territorial impact (environment, transport, regional policy). How could an approach be worked out that is based on **contracts of agreed objectives** between the Union, represented by the Commission, and authorities with a regulatory or management capability and a large degree of autonomy in the choice of means? Could such an approach be applied to the programmes designed to stimulate innovation?*

The departments most concerned by these important subjects are SG, SJ, and DG ENTR, COMP, EMPL, AGRI, TREN, ENV, RTD, INFSO, FISH, MARKT, REGIO, EAC, SANCO, DEV, SCR, ECHO, ESTAT, ADMIN, TFRA, BUDG, and OLAF.

> **_Work area 3_**
>
> **_Experiences to reflect upon..._**   }
>   } **_Amongst others_**
>   **_...Ideas to develop..._**   }
>
> - _Draw lessons from the implementation of the Administrative Procedures Act in the US, which governs the way in which federal agencies operate since the 1950s._
>
> - _Analyse critically or validate the expertise of the EUI in Florence on the role of European agencies for the purposes of decentralisation._
>
> - _Look at the lessons from an increasing decentralisation in implementing structural policies (ERDF, Leader Community Initiative Programme)._
>
> - _Study the decentralised implementation of environmental policy in the federal countries of the EU._

4.   **Promoting coherence and co-operation within a 'networked' Europe**

Hitherto, attention has focused on the exercise of competences or on the implementation of Community policies proper. But the interdependence brought about by economic and monetary union is creating a growing need for more "convergence" of national and/or regional policies, also in areas where the Community has only limited powers. While the responsibility for co-ordinating national policies lies with the Council, it is for the Commission to prepare the ways and means. Through the monitoring and benchmarking of good practices, the Commission should assure the quality of the application of Community law in candidate countries as well as in the current Member States.
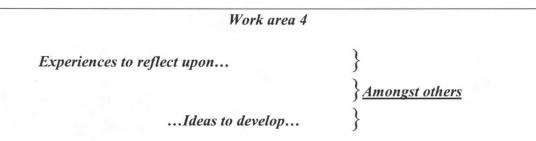
More generally, practices of co-operation and co-ordination do not take sufficiently into account the _de facto_ interdependence within an integrated budgetary and monetary area. They also ignore the emergence of players with public roles other than central governments, such as towns and actors that regulate access to networked services.

Three aspects will, therefore, need to be examined:

– _Examining more closely proportionality between the possible forms of "convergence" and the type of problems to be resolved. For instance, the Luxembourg process for the convergence of national employment policies is in many respects considered to be exemplary; but on what terms and for which areas? Is the **open co-ordination** process initiated in Lisbon likely to be able to extend to all fields of economic and structural policy without clashing with the principle of subsidiarity?_

- *Preparing a typology of the **polycentric networks,** many of which were created by, the liberalisation of services of general interest, and promote the forms of organisation best suited to guaranteeing at European level public benefits such as interoperability and universal service.*

- *Considering whether the regional framework is sufficient to ensure the best synergy between the various territorial levels involved in structural policy: European, national, regional and local. Should we not now be looking at the **territorial dimension** when considering how to achieve the European objectives of cohesion and sustainable development, i.e. the effects of urban polarisation, geographical links and overlaps, the local impact of the Union's sectoral policies? What can be derived from the new forms of spatial planning in various Member States and certain transnational sub-units created by the Interreg II C programme to improve the partnership aspect of the definition of the long-term objectives of social cohesion and sustainable development?*

The SG, SJ and DGs EMPL, ECFIN, OLAF, RTD, ECHO, INFSO, TREN, MARKT, ESTAT, CCR, REGIO, AGRI, ENV, SANCO, ADMIN, ENTR, TAXUD and EAC will be directly involved in work in this area.

Work area 4

Experiences to reflect upon…   }
                                  } *Amongst others*
…Ideas to develop…   }

- *Analyse new processes of territorial planning (see for instance the 5th report on the spatial development of the Netherlands).*

- *Learn from the difficulty of putting the first European Spatial Development Perspective into practice.*

- *Study the processes of convergence of national employment systems (the Luxembourg process) and analyse the implications for structural policies.*

- *Investigate the system of benchmarking local government policy in Finland to inspire action at Community level.*

- *Examine the Local Agenda 21 experiences for obtaining a better articulation of regional and environmental policy.*

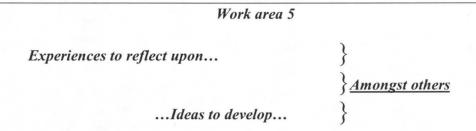## 5. Strengthening Europe's contribution to world governance

The difficulties encountered in dealing with globalisation, and in particular the current negotiations in the WTO, are similar to those that European governance is tackling: extension of the rules to a growing number of nations; policies specialised

by sector; growing interference of multilateral rules with domestic policies; emergence of new global actors among companies and in civil society.

European governance will, therefore, have to be placed in a wider context. It should underline the necessity and opportunity for the Union to promote better world governance in harmony with its own internal governance. It is a necessity to reinforce the Union's voice in the world because of the responsibilities it now shoulders with the worldwide visibility of the Euro and enlargement. It is also a prime opportunity for the Union to consider global governance because of the experience acquired by its institutions to reconcile decision-making and respect for diversity and also because it provides a stability factor in the international order.

*In concrete terms, the basis for discussions here will be the work done in preparing the **document for a European strategy of sustainable development** that the Commission will be presenting to the Gothenburg European Council. Given that the integration of sectoral policies and the application of the principle of subsidiarity in a spirit of co-operation will be the threads running through the Gothenburg report, their implications for the Union's positions on the questions of reform of world governance will have to be highlighted, in particular through the multilateral institutions.*

SG, SJ, DG TRADE, RELEX, TREN, ESTAT, ENV, AGRI, RTD, INFSO, SCR, MARKT, TAXUD, ECFIN, ECHO, DEV and the Forward Studies Unit will be involved in this work area.

Work area 5

Experiences to reflect upon…   }

                                                  } *Amongst others*

…Ideas to develop…   }

- *Analyse the role of independent observers of major global issues, such as corruption. See the example of Transparency International*

- *Organisation of fringe fora in the margin of major multilateral negotiations*

- *Draw lessons from the extraordinary consultation of civil society and States in preparing the Green Paper for the renewal of the Lomé agreements.*

- *In the fields of water and energy at global level, transpose the European Governance founded on subsidiarity, conservation of resources and demand-driven orientation.*

- *Devise a mode of governance for some United Nations agencies based on a representation of the major world regions, distinguishing the power to propose from the power to decide.*

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6. Strengthening the integration and strategic dimension of policies across the continent

The more extensive, diversified and decentralised a political system, the greater the need for visibility of the central objectives that lend overall coherence. But these objectives can change because of the complex nature of today's issues: for example, the strengthening of global competitiveness, the search for sustainable development, the furthering of social cohesion and equal opportunities, and the balanced management of immigration call for integration of the different sectoral policies. In practice these will continue to have their own agenda, provided that guarantees are given for *ex post* mainstreaming and mutual compatibility with the legislation deriving from the respective areas of competence.

The prospect of continent-wide enlargement both calls for and offers material for a more coherent and strategic *ex ante* redefinition. It amounts to killing two birds with one stone: updating policies and turning them towards the future of a continental Europe.

Therefore, the governance approach would suggest organising the debate throughout Europe, including with the applicant countries, around the key idea of **unifying the entire continent and rebuilding solidarity by mobilising the historical, geographical and intercultural heritage that fuelled the economic and trade boom on the European continent.**

In practical terms, the work in this area should show how this fundamental idea could be given effect in the adjustment and implementation of the Union's common policies. By way of example, the following topics could link topical issues and long-term challenges:

— *Objectives and tools for a **"European proximity policy"** designed to build stable and coherent relations along the continent's eastern and southern borders; links with a constructive approach to migration.*

— *Influence and balance of the **network of towns of Europe**: prevention of concentration, tension between competitiveness and cohesion, revitalisation of traditional East-West and North-South relations.*

— *Diversity and sustainability of forms of development of agricultural and non-agricultural activities in **rural areas in East and West**.*

— *Optimum development of **networks of economic services of general interest** determined by a European view of territorial cohesion and universal service.*

The SG, SJ, the Forward Studies Unit in conjunction with other national and European think-tanks, and DGs JAI, AGRI, ELARG, RELEX, REGIO, BUDG, ECFIN, TAXUD, EMPL, MARKT and TREN should be entrusted with the task of determining the issues to be debated between now and 2003 for the future policies of the Union.

AN INTERACTIVE AND ITERATIVE WORK METHOD

Many initiatives have already been taken by Commission departments in recent years to improve European governance, either under one of the Union's central policies (e.g. 'citizens first' for the single market; 'new regional partnership' for Agenda 2000), in parallel with the IGC (e.g. 'dialogue on Europe'), or as part of the reform of the Commission (e.g. group on externalisation; communication on consultation of NGOs).

The interdepartmental consultation on the work programme for the White Paper on European governance was a useful **stocktaking** of these initiatives, presented in the table summarising the results of the consultation (see SG document accompanying the replies of Directorates-General). Using this as a basis, twelve interdepartmental working parties composed of the Directorates-General that expressed a priority interest will work out the White Paper proposals for each of the work areas. The topics to be handled by each of these working parties are set out in the annex.

A contractual-type relationship will be established between these working parties, which will be led by the Directorate(s)-General most directly concerned by the changes envisaged, and the governance team. Specific **terms of reference** will be drawn up, giving dates and objectives, and ensuring the subsequent and detailed visibility of the proceedings.

The governance team will lend its support to each of these working parties. For example, it will ensure that links are established to obtain and compare contributions and experiences in Member States or elsewhere outside the Commission. It will also ensure links with academics and professionals in the field of communication. Their opinions, which may be contradictory, will constitute a kind of validation of the proposals. The team will also have some small-scale studies conducted to provide facts and arguments; these may include an opinion poll on the expectations of citizens in the Union and applicant countries and an analysis of shortcomings in the application of Community law.

Throughout the preparation of the White Paper, the team will also have the task of arranging consultations or specific co-operation on a case by case basis with the other European institutions, Member States or applicant countries, and public actors below central government level. A special web site, which will also be accessible to civil society, will facilitate the process of consultation. The site will be managed by the governance team and will be used to consult or interact with a list of correspondents within each Member State or applicant country.

The team will also be responsible for drafting the successive versions of the White Paper. Special care will be taken to make the text readable, with due allowance for the multilingual nature of the Union. The proceedings of the working parties and the outcome of consultations will also be made accessible as the work progresses.

WORK SCHEDULE AND VALIDATION BY THE COLLEGE

The full Commission will monitor and validate the various stages in the preparation of the White Paper on European Governance.

Validation should be in three stages leading up to the Commission's discussion:

- Approval of the work programme setting out the six areas of work and a list of the themes in each area to allow work to begin at interdepartmental level (beginning of October).

- Approval of a report on the options illustrating the various possible solutions to the problems set and various guidelines for the policies that the Union needs with a view to continent-wide enlargement. This report on the options will also be used for a selection from the contents of the work programme depending on the maturity of the proposals and in the light of the context after the closure of the IGC (February).

- Approval of a final version of the White Paper for transmission to the European institutions and the partners involved in its preparation (July 2001).

Two other interim reports will be sent to the College: in November 2000, a description of the key decisions and the essential political issues which have emerged from the initial interdepartmental work; in March 2001, a rundown on the consultations with the Member States and the Commission's other partners.

ANNEX: list of the interdepartmental working parties

This list was drawn up on the basis of the replies by Directorates-General to the interdepartmental consultation between mid-July and mid-September for the preparation of the work programme for the White Paper. The DGs mentioned are those which expressed a clear interest for the work area or which are obviously very much concerned.

The working parties do not have a fixed composition.

Information on the proceedings will be provided regularly on the Governance White Paper website.

Work area No 1. Broadening and enriching the public debate

- Building the European public space

  SG, SJ, DGs PRESS, INFSO, ESTAT, SDT, EAC.

- Democratising expertise and establishing European scientific benchmarks.

  SG, SJ, DGs RTD, JCR, AGRI, SANCO, ENTR, ENV, EMPL.

Work area No 2. Handling the preparation and implementation processes

- Formalising the rights of civil society to be involved and early consultation of the territorial actors.

  SG, SJ, DGs INFSO, REGIO, EMPL, ENV, JAI, DEV, MARKT.

- Guaranteeing transparency and autonomy of evaluation

  SG, SJ, DGs MARKT, ENV, ENTR, AGRI, EAC, ELARG, TREN, BUDG, ECFIN, ADMIN.

- Codifying co-regulation

  SJ, SG, DGs ENTR, ENV, SANCO, MARKT, INFSO, EAC.

Work area No 3. Improving the exercise of European responsibilities through decentralisation

- Preparing the ground for decentralisation through agencies

  SJ, SG, DGs AGRI, FISH, ENV, ESTAT, ENTR, TREN, SANCO, ECHO, SCR, BUDG, ADMIN, TFRA, DEV, MARKT, EAC, RTD.

- Defining the criteria and conditions for decentralisation to the national and regional levels.

  SG, SJ, DGs COMP, ENV, AGRI, REGIO, OLAF, MARKT, INFSO, BUDG, EMPL, ENTR, RTD.

Work area No 4. Promoting coherence and co-operation in a networked Europe

- Increase the expertise on the convergence processes for national policies.

  SG, SJ, DGs EMPL, ECFIN, OLAF, RTD, ECHO, EAC, TAXUD.

- Optimising the organisation structures for trans-European networks.

  SG, SJ, DGs INFSO, TREN, MARKT, ESTAT, JRC, SANCO, ADMIN, ENTR.

- Linking the various territorial levels by social cohesion and sustainable development.

  SG, SJ, DGs EMPL, REGIO, TREN, AGRI, ENV.

Work area No 5. Strengthening the Union's contribution to world governance

- Applying the European strategy of sustainable development on the world stage.

  SG, SJ, DGs TRADE, TREN, ESTAT, ENV, AGRI, RTD, INFSO, SCR, MARKT, TAXUD, ECFIN, ECHO, DEV, RELEX and the Forward Studies Unit.

Work area No 6. Strengthening the integration and strategic dimension of Union policies across the continent

- Defining the framework for a debate on the policies the Union needs.

  SG, SJ, Forward Studies Unit, DGs JAI, AGRI, ELARG, RELEX, REGIO, BUDG, ECFIN, TAXUD, TREN, EMPL, MARKT.

ANNEX : SUMMARY

Work programme for the preparation of the White Paper on European Governance

Promoting new forms of European governance is one of the Commission's four strategic priorities. A White Paper on the subject will be issued in mid-2001. The document approved by the Commission describes the motivations, the possible content and the working method for preparing this White Paper with due account for the expectations that have already been raised by its announced preparation and the discussions that have already started within the Commission.

The definition of governance refers to the rules, processes and practices that determine how European powers are exercised: accountability, visibility and effectiveness. This approach is particularly suitable for looking more closely at the European democratic model in general and the role played by the Commission in particular. It refers to situations with many decision-making centres at various geographical levels, both public and private, within the Union; it also underscores the importance of legitimacy that derives from the acceptability of rules, public participation and allowance for cultural, linguistic and geographical diversity. This consideration of governance comes at an appropriate time, with the solution to the challenges of enlargement and institutional reform depending largely on new methods of organisation and the design of European policies. The White Paper proposes six areas of work to provide concrete illustrations:

- The first four concern practical ways of conducting European processes, as regards both preparing and implementing legislative decisions:

  - Broadening and enriching the public debate on European matters.

  - Handling the process of producing and implementing Community rules.

  - Improving the exercise of European responsibilities through decentralisation.

  - Promoting coherence and co-operation within a networked Europe.

- The last two are concerned with restating the objectives or the challenges of Union policies. Moving beyond sectoral divisions, they aim to strengthen:

  - The Union's contribution to world governance.

  - The integration and strategic dimension of Union policies across the continent.

The conclusion of the White Paper will have to consider the institutional implications of the changes brought about by European governance.

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White Paper on European governance: "Enhancing democracy in the European Union" - Work Programme [11 languages]

Shaping the New Europe, Speech by Romano Prodi announcing the White Paper

Book Review: Governing Europe("Gouverner l'Europe"), Fritz Scharpf [fr] 📄 [27Kb]

Book Review: "Doing Less to Do More : A New Focus for the EU", Nick Clegg MEP📄 [19Kb]

Paper Review: "The Future of Parliamentary Democracy: Transition and Challenge in European Governance", Green Paper prepared for the Conference of the European Union Speakers of Parliament, 📄 [56Kb]

Paper Review: "Governance in the European Union - Searching for democratic legitimacy", Beate Kohler Koch 📄 [18Kb]

Etymology of the word governance in the different languages [fr] 📄 [15Kb]

Complexity, organisation and reform of the European institutions - reinventing the European democracy (" Complexité, organisation et réforme des institutions européennes - Réinventer la démocratie européenne "), José Antonio Sequeria Carvalho [fr] 📄 [48Kb]

Governance and democracy in Europe ("La gouvernance et la démocratie en Europe"), Loyola de Palacio [fr] 📄 [35Kb]

"The consistency of public action: the role of the centre of government", Speech by Luciano Violante 📄 [22Kb]

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Six work areas - Twelve working groups

The preparation of the White Paper is organised into six work areas. These six over-arching themes are being considered by 12 working groups, which are composed of European Commission officials from all Directorate Generals.

The working groups will have to identify and overcome the potential tensions behind the idea of governance:
- greater participation by civil society in European policy-making should not undermine the executive's accountability to the Parliament;
- wider early consultations should not make the decision-making process more unwieldy or complicated;
- the organisation of networks among actors at various political levels should not dilute the Community method.

12 WORKING GROUPS

I.	a. **European public space**	IV. a.	**Convergence of national policies**
	b. **European scientific benchmarks**	b.	**Trans-European networks**
II.	a. **Participation of civil society**	c.	**Multi-level governance**
	b. **Evaluation**	V.	**EU and world governance**
	c. **Better regulation**	VI.	**Future of EU policies**
III.	a. **Decentralisation through agencies**	**Studies**	
	b. **Vertical Decentralisation**		

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Governance Team

The team coordinating the White Paper on European Governance which is attached to the Secretariat General of the European Commission, is led by Jérôme Vignon and composed of officials from various Commision services. Many of them have worked previously in the Forward Studies Unit, the think-tank of the Commission.

Jérôme Vignon is the leader of the team. He graduated from the Ecole Polytechnique in Paris and the Ecole Nationale de la Statistique et de l'Administration Economique. His professional experience relates mainly to political and economic analysis and information system management, with a specific interest in geopolitical and spatial planning. He was director of the Forward Studies Unit from 1989-1998. Before joining the Commission in 1984, Jerome Vignon was a member of the Cabinet office of the French Finance Minister. He returned from the Commission to France in 1998-1999 to work as the Director of Strategy in the Spatial Planning Agency in the French Prime Minister's office.

José Candela is contributing to the work of the White Paper with a study on the deficiencies of the application of Community law by the Member States and analysis of the control of this application by the Commission. He taught as a Professor in law at universities in Madrid and Paris before joining the Commission in 1986 as a member of the Cabinet of Vice-President Manuel Marín. Since 1993 he has been Head of the Unit " Application of Community Law " in the Secretariat General.

Renaud Denuit graduated from the l'Université Catholique de Louvain where he currently lectures. He worked as a journalist before joining the Commission in 1985 where he served first as an administrator in the Directorate General for Internal Market, then as assistant to the Director General of the Consumer Policy Service, later as Head of Unit for information, planning and coordination in DG Information, and now as an advisor in the Secretariat General.

Agnès Hubert was born in Algeria and grew up in Asia and Africa. She studied economics, philosophy and political science in Paris and London. Before joining the Commission in 1981 she worked as a journalist. In the Commission she worked on North-South relations, gender equality, and communication. She joined the Forward Studies Unit in 1996. Her publications include " l'Europe et les femmes " (Ed Apogée 1998) ; " la démocratie et la société de l'information en Europe " (cahier de la cellule de prospective, 2000).

Notis Lebessis taught economics at the "Universite de Paris XIII". He joined the Commission in 1981. After eight years in social affairs, dealing with flanking measures for industrial restructurations and social dialogue with ECSC industries, he joined the Forward Studies Unit in 1989, working particularly on issues related to questions of demography, immigration and regional cooperation. Since 1996 he led the research and actions of the Forward Studies Unit on " governance ".

Hartmut Offele studied history, politics, French and Slavic languages at the Universities of Bonn and Berlin. He was anassistant at Arbeitskreis Europäische Integration (the German university association for European studies), where he also worked as editor of the journal " Integration ". He joined the Commission in 1971, and worked most recently as Head of Unit " Institutional Matters " in the Secretariat General.

Wolfgang Pape studied law and economics at the Universities of Freiburg, Geneva, Kyoto and Harvard. After working at the Japanese Embassy in Bonn, he joined the European Commission in 1981, and served as Team Leader in investigations on anti-dumping. Since 1992, he has been the Project Coordinator in the Forward Studies Unit, covering issues of external relations. He is preparing a

publication on global governance evolving toward " omni-lateralism ".

Stefaan De Rynck has a Ph.D in Political and Social Sciences from the European University Institute in Florence. He has worked in the Commission since 1995 on urban issues for DG Regional Policy, and previously worked as a public management consultant. He has published articles on policy networks, regional government, local employment, and economic development policy.

Michael Soubies joined the Commission in 1976, working in the statistical office. He was Head of Unit in the Infomatics Directorate and later became Advisor to the General Director of DG Enterprise, where he was responsible for information society, electronic commerce and better law-making procedures. Throughout his years at the Commission he has been an active member of the European Movement.

Michael Anthony is a trainee with the Governance Team from October 2000 to March 2001. Prior to his stage he worked as a journalist for German papers and was Managing Director of the association journalists.network. He studied International Relations in France, Great Britain, Germany and Israel.

Amanda Sloat was recently awarded her PhD from the University of Edinburgh, where she completed a thesis on multilevel governance in Scotland and Europe. She has published several papers on the Scottish Parliament and the European Union, and has taught three courses at the University of Edinburgh on the same issues. She is a trainee with the Governance team until March 2001.

Andrea Kaempf studied Law in Bremen, Berlin and Geneva. She worked with the UNHCR and later with the OSCE as election observer in Bosnia. Since spring 2000 she has been Deputy Secretary General of the Young European Federalist (German Section). She is a trainee from March to August 2001 in the Governance team.

Eva Schultz studied law and French at the Universities of Lund (Sweden) and Lyon. After her studies she was working as a journalist for several regional Swedish newspapers.

Manjana Milkoreit has been studying law in Germany since 1996. She spend one year at the University of the West of England UK, studying English and European Law, and took part in a Georgetown University Summer Law School (Civil Rights and European Law).