

# EIPA at 30



## Henning Christophersen\* *Chairman of EIPA's Board of Governors*

This is now the fourth time that I have the privilege, in my capacity as Chairman of EIPA's Board of Governors, of addressing the opening word of an EIPAScope edition published to celebrate a special anniversary of EIPA.

From 1982 onwards I have been following the development of EIPA – from the period when I was Minister of Finance and Deputy Prime Minister of Denmark (1982-1984), and the period of my time as Vice-President of the European Commission (1985 to 1995<sup>1</sup>), when EIPA was involved in the modernisation of the management system in the European Commission services – including the 14 years that I have been chairing the EIPA Board of Governors. These 30 years of EIPA's existence – since its establishment in 1981 – have been a permanent process of change and development. EIPA has proven its ability to cope with change and keep pace with the continuous and important evolution taking place in Europe's economic and political environment, by constantly adjusting its variety of activities in accordance with the changing and specific needs of its diverse client groups. Although EIPA is one actor among others on the European training market, it has confirmed its unique role in the provision of training services suited to the specific nature of European public management.

As Chairman of EIPA's Board of Governors since 1997, I have the privilege of presiding over a wide and important network of high-level representatives from EIPA's Member States. The Member States offer EIPA an annual basic funding in addition to the EU grant which the institute receives from the European Commission. It is an important task but also a pleasure for the Board to provide guidance in steering EIPA's successive stages of development and to represent EIPA's strategic view on changes in public administrations across Europe.

In 2011, we can observe an EIPA ensemble of the Institute's Headquarters in Maastricht – with its three Units, its two Antennae – one in Luxembourg (European Law) and one in Barcelona (the regional dimension of European integration and of the Euro-Mediterranean Partnership) and a representative office in Brussels.

When reflecting on future prospects, it is EIPA's intention to further strengthen its open activities, whereby EIPA can act as a key player on the European scene in terms of training (130 open activities in 2010). EIPA will also continue to provide highly specialised and tailor made services for the EU Member States, the candidate countries as well as neighbourhood countries through its role as operator of important European contracts and projects with demanding management and visibility and its role as training provider for European officials.

Furthermore, Europe 2020 creates high expectations for more vigorous European cooperation and integration and it has already been acknowledged that training has a fundamental role to play in achieving the objectives of smart, sustainable and inclusive growth. EIPA will of course try to fulfil its responsibility in this process.

I can repeat what I wrote on an earlier occasion, namely that I am confident that EIPA will continue to play a central role in helping European administrations prepare to manage the profound changes involved in improving performance and enhancing democracy in the European Union. I can only add a message to it and that is that there is no better way to compliment EIPA than to give it (new) assignments.

### Notes

\* Mr Christophersen held the positions of Minister of Foreign Affairs (1978-1979), Deputy Prime Minister and Minister of Finance (1982-1984) in the Danish Government. He became Vice-President of the European Commission (1985-1995) and later participated in the European Convention as a representative. Currently, he is a senior partner of the communication and public affairs agency Kreab.

<sup>1</sup> The responsibilities within the European Commission were as follows: 1985-1989: in charge of budgetary affairs, financial control, administration and staff (DG IX, DG XIX, XX). 1989-1995: in charge of economic, monetary and financial affairs, coordination of the Structural Funds, the borrowing and lending operations of the (then) Community plus the Statistical Office. He later participated in the European Convention and its Presidium as representative of the Danish Government.



# EIPA at 30



## Prof. Dr Marga Pröhl *Director-General, European Institute of Public Administration*

The European Institute of Public Administration (EIPA) is now entering its fourth decade. Like all my predecessors<sup>1</sup>, I too have the privilege and pleasure of commemorating a special anniversary of EIPA. On such a momentous occasion, it is only logical to look back at what has been achieved in the past, as well as looking forward to what remains to be done in the next decade, whilst keeping up with developments in the European Union.

The concept of setting up EIPA was a timely initiative. Well known institutions of both European and national character already existed, but all addressed themselves mainly to students or to business managers or they focused on training public servants for their national work. EIPA was the first and only institution to assist public servants in their European tasks and responsibilities. It ensured that the most recent knowledge and expertise on European public policy-making and public management was concentrated and made available to those who were working on a daily basis in Europe's complex and ever-changing environment.

Formally established and launched in 1981 in the so-called 'Europe of Ten', on the occasion of the first European Council of the Heads of State and Government held in Maastricht (23-24 March 1981), the Institute immediately devoted its attention to the problems prevalent in the 1980s, such as the enlargement of the Community to include Spain and Portugal, the launching of the White Paper on the completion of the Internal Market by 1992, and the modernisation of management at the EC Commission. It then became increasingly involved in various activities aimed at capacity building in the perspective of enlargement as well as the full implementation of the various Treaties and, more recently, the Treaty of Lisbon.

The Institute primarily serves the institutions of the European Union and the central governments of the Member States, but regional governments and decentralised authorities are also among its clients. The Institute has furthermore developed some special programmes and projects for participants from outside the EU, but in principle always in the framework of the EU's external relations<sup>2</sup>.

With the inclusion of EIPA in the structure of the official budget of the European Union (as of 1996), EIPA has been definitely placed as a foremost institute among the other establishments in the European public sector.

After 30 years, EIPA still is an autonomous European institution with a European vocation, currently counting 23 of the 27 EU Member States as its statutory members (Latvia, Romania, Slovakia and Slovenia are not yet members) and has become the centre of a wide network, thanks to which Management and faculty can respond effectively to existing or emerging policy or management problems in the EU.

Through its Board of Governors<sup>3</sup> it maintains direct relations with governments. The member countries usually appoint in principle their Heads/Directors-General for Public Administration and the Public Service as their representative on EIPA's Board. Apart from appointing a representative of their administration to EIPA's Board, EIPA membership allows the signatory authorities to make use of and contribute to its network; to send officials from their administration to carry out a secondment at EIPA and to promote cooperation in the fields of particular interest and participate in joint research and training. EIPA's relationship with the EU governments is also underlined through its activities organised for the European Public Administration Network (EUPAN) – the network of Directors-General responsible for public administration in the 27 EU Member States (and the candidate countries).

There is no doubt that EIPA has become a recognised and appreciated meeting place, where people involved in European affairs can learn in a multicultural environment, benefiting from a unique combination of practical know-how and scientific expertise, exchange experience, network and build reliable partnerships across the boundaries. EIPA's corporate vision and strategy, as developed by Management and staff in 2008, is to be Europe's leading centre of excellence on European integration and the new challenges for public management, whereby the following overall objectives have been determined: to ensure a better support to administrations as well as a (recognised) added value and a financially sustainable organisation.

Although its basic mission has remained the same, the range of principal activities has changed over time: in the course of EIPA's 30 years of existence and its constant development, the EU itself has also undergone an important development through its subsequent enlargements. In addition, the successive Treaties, the institutional structures and mechanisms as well as the scope of European policies are making both the knowledge and command of these European structures, mechanisms, policies and monitoring of jurisprudence even more important and necessary for the millions of officials involved in the development and/or implementation of these policies; thus also making the mission of the Institute more important.

EIPA's annual work programmes include various types of activities, *i.e.* training (open and contract activities), applied research, consultancy, project management and publications.

The Institute, both at Management level and through its scientific staff at the level of specific expertise, maintains close relations with the European institutions. It also provides services to these institutions either directly through the participation of EU officials in its own programmes, by designing tailor-made programmes responding to specific needs or by answering calls for tenders issued by these institutions. EIPA also plays an important role as operator of major European programmes on the basis of contracts signed with the European Commission.

The Headquarters in Maastricht (with its three Units: European Decision-making; European Public Management and European Policies), the Antennae in Luxembourg and Barcelona and its representative office in Brussels operate along the same strategic and operational lines.

The Antenna in Luxembourg is specialised in European law and provides programmes and activities for lawyers and judges practising EU law and examine the impact of the European integration process on the specific roles, missions, organisation and functioning of sub-national administrations. The Antenna in Barcelona coordinates EIPA's activities for regional and local administrations in the EU. It examines the impact of the European integration process on the specific roles, missions, organisation and functioning of sub-national administrations and works in close relation to the European Committee of the Regions. The existence of these Antennae in Luxembourg and Barcelona as well as EIPA's presence in Brussels enable the Institute to have a broad outreach towards the EU Member States, to provide highly specialised services and, last but not least, to be close to the EU Member States.

Service organisations are made by the people who work in them and the basis of EIPA's success is its dedicated and motivated staff members and its unique and particular European atmosphere which inspires both, staff and participants. Corporate EIPA currently employs around 150 staff. As a multicultural and multinational Institute, its staff originate from 22 different European countries. Their commitment to the Institute's mission, the intense communication with participants, the follow up to the evaluation by the participants of the various activities, regular quality checks and a continuous update of the activities form the basis for EIPA's good reputation which is confirmed by the high percentage of participants that frequently participate in EIPA's activities and the number of loyal clients making regular use of EIPA services. Over the years, the Institute's faculty have acquired a reputation for providing services which are at the same time practice oriented and rooted in applied quality research. Part of the scientific

staff is permanent; others are seconded by their national administrations for a shorter or longer period. Seconded staff members are also representatives of their own country within EIPA with an added role of establishing a specific link between their country and the Institute. Moreover, the Institute adds real value to its general monitoring work through the scientific staff's close cooperation with the Institute's extensive network of external experts, where the information is transformed into practical tools in the form of training or consultancy.

It is clear that – as was the case in the past – there are many new challenges ahead and that these future changes will also involve developments and changes within EIPA itself, including the need to adapt its activities. I personally trust that EIPA, with its well established reputation, competence and expertise, will be able to continue proving itself in the competitive market on the European scene. EIPA will continue to strive for a leading edge position in its core areas and will also increase its efforts to tender for EU contracts. The Institute will further develop e-learning/blended learning as a complementary, reinforcing product and continues to work on an attractive series of publications. The Institute has also implemented the ISO 9001 quality management system (QMS) in the course of 2011.

To conclude: EIPA may be proud that it can look back at a dynamic past and it is surely ready to face the next steps towards an ambitious future.

## Notes

- <sup>1</sup> Dr Schepers, S., (March 1981-December 1988); Dr Pappas, S. A., (December 1988 - December 1995\*); Corte-Real, I., (15 April 1996 - 15 April 2000); and Prof. Dr Druésne, G., (May 2000 - October 2007). (\*) Voskamp, J., Secretary-General of EIPA's Board of Governors (1989-2002) ensured the management ad interim from December 1995 until 15 April 1996.
- <sup>2</sup> In accordance with Article 3 of its Constitution, EIPA is achieving its mission by: providing training and capacity-building services on request and/or on its own initiative; conducting applied research as a centre of expertise on the development and implementation of policies and the management aspects of the European Union. Article 2 of the Constitution describes the Institute's objectives as follows: to support the European Union and its Member States and the countries associated with EIPA by providing relevant and high quality services to develop the capacities of public officials in dealing with EU affairs, plus to offer its services to officials at the EU institutions and in related bodies, and to civil servants within the national and regional administrations of the Member States, applicant countries and other countries in the framework of their relationship with the EU.
- <sup>3</sup> EIPA's Constitution sets provisions for full or associate membership. Full membership is open to Member States of the European Union; associate membership is open to European countries that have either applied for EU Membership or are involved in the integration process in other ways. EU Member States and Associate countries are represented in the highest management body of EIPA – the Board of Governors. The latter do not enjoy voting rights within the Board.

# Introduction



## Dr Simon Duke Professor, *European Institute of Public Administration*

An anniversary is traditionally an occasion to look back, as well as to look forwards. EIPA's 30th anniversary is no exception. It is important to look both backwards and forwards as T.S. Eliot so eloquently reminded us in *Burnt Norton*:

*Time present and time past  
Are both perhaps present in time future,  
And time future contained in time past.*

In this spirit, the first part will take the chance to look back at EIPA's thirty years of development and experience. EIPA's range of services and activities has expanded enormously over this period, as have the challenges of meeting the various demands from local, regional, national and European-level clients. With the Institute's expansion, there were obvious challenges in meeting EIPA's public-service mission posed by the growth of the EU itself. The challenges related to not only learning and development, arguably EIPA's core mission, but also to the types of research and consulting activities that should support it.

Looking to the future is in many ways more difficult since we enter the Rumsefeldian realm of not only 'known knows' but also 'unknown knows'. Whilst avoiding speculation, EIPA's scientific staff will look towards the future taking a decade as the average perspective – any further and the risk of 'unknown unknowns' increases.

This anniversary edition of Eipascope could not come at a more propitious time in terms of both reflection and projection since the last few years have seen a number of dramatic changes with profound implications for the EU and its members. The adoption of the Lisbon Treaty, after an interminable delay (the 25<sup>th</sup> anniversary edition of Eipascope was written under the assumption that the Constitution for Europe would not enter into force) has dramatically changed not only EU decision-making, but also the institutions themselves. This poses fresh challenges in terms of not only understanding the ramifications of these changes but also how to communicate them clearly and originally to diverse audiences.

The implications of the Lisbon Treaty are often discussed in terms of institutions, structures and processes, but a far more

fundamental question is the impact on the citizen. Will the Lisbon Treaty succeed in encouraging more and different types of citizen involvement? How will government, at various levels, ensure the adequate information and consultation that must accompany any meaningful citizen's involvement? Connected to this there are questions of transparency, data protection and the citizen's rights to information. Should greater use be made of information, communication and technologies (ICT) to empower citizens and to foster democratic debate and participation?

The Lisbon Treaty aimed to introduce more coherence and continuity into EU policy-making and, by so doing, it also introduced new posts. In particular, the introduction of the President of the European Council and the High Representative for Foreign Affairs and Security Policy, who is also a Vice-President in the Commission, may have far-reaching implications for the General Secretariat of the Council as well as national administrations. Consequently, the challenges associated with 'multiple Presidencies' for European and national administrations are examined in detail. A second, and also highly significant reform, is the latest in a long line of adaptations to the control over the Commission when it delegates power (comitology), which raises a number of particularly interesting questions regarding efficiency, transparency, the European Parliament's extensive rights of scrutiny and lobbying. The institutional rules introduced, or adapted, by the Lisbon Treaty will also impact on the culture of negotiation within the EU institutions as well as in the capitals. This anniversary issue will reflect on the need to adapt the mind-sets, methods and resources of public administration in response to these challenges. Finally, the EU will continue to need 'the best and the brightest' in order to meet the challenges outlined above and below. With this in mind the possibility of reform of the European Personnel Selection Office is considered with a number of practical suggestions for efficiency gains.

The 30<sup>th</sup> anniversary edition also coincides with the (still largely unclear) effects of the global financial crisis. Public sectors throughout the EU face cut-backs, while many economies also wrestle with mounting unemployment and burgeoning deficits. The Europe 2020 strategy is central to the Union's

efforts to maintain its global competitiveness and to increase employment. The success of the strategy is not only crucial, but of overriding importance to the sustainability of the European 'social market' economic model. Public procurement has been identified as a key tool for promoting innovation, stimulating small-and-medium-sized-enterprises and opening up markets in third countries. Notwithstanding its obvious importance, it will be asked whether there may be excessive expectations regarding the application and effects of European public procurement rules, where the key problems lie and the implications for public administration. Closely connected to the preceding contribution, is the issue of how national authorities may pursue legitimate objectives of public policy such as consumer protection, without imposing unnecessary or disproportionate restrictions on market operations. The final article in this section will therefore examine the evolution of the internal market, its major achievements and challenges and to critically assess the proposals of the Commission.

Some of the most profound changes introduced by the Lisbon Treaty are to be found in the former third pillar area (police and judicial cooperation in criminal affairs) and external relations. On the former the Lisbon Treaty implies the creation of (limited) European criminal law and reinforced cooperation with national and European authorities. Whether such a limited approach is sufficient is open to question and the potential emergence of the European public prosecutor's office implies the need for a far more substantial and procedural approach to European criminal law.

The question of the integration of migrants into European societies is very much to the fore, especially following riots in France in recent years and open doubts about whether 'multiculturalism' has worked in Germany and the United Kingdom. The gradual, but already perceptible, greying of

European populations has reinforced the saliency of this issue since a culturally diverse work force is one of the necessities if Europe is to avoid economic hardship in the forthcoming years. It is therefore important to consider more clearly how immigrants can contribute fully to society whilst also enjoying full rights and dignity.

Any consideration of the road ahead would be incomplete without a global perspective. It is argued that both the changes within the EU itself, especially those prompted by the Lisbon Treaty, as well as external pressures, mostly notably those stemming from the Arab spring, demand fresh thinking and approaches of the EU. In particular this issue will look at why the development of the EU's public diplomacy is of crucial importance to the EU's global role. It is also argued that the EU needs a far keener sense of its strategic role on the world stage which will help establish clearer priorities but also assist in the internal coherence of the Union's responses to external change. In this regard, it is argued that the Arab spring should be used as an opportunity for fresh thought and approaches to EU external action for the forthcoming decades.

Finally, Eipascope's anniversary issue will turn to the EU's immediate borders and ask if the Union's 'power of attraction' is waning. What, if any, are the limits to enlargement? Are there prospects for a Union of 36, or more? What is understood by absorption capacity, or is this a political ploy to postpone decisions about how hard or soft the EU's borders should be? We shall then conclude with an examination of the macro picture and consider what type of role the EU might play on the rapidly changing global stage. Of immediate concern are two factors: whether the EU has a clear idea of the role it wishes to play and whether it is adequately equipped to conduct any envisaged role?