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Table of Contents/Table des matières

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* The Rhetoric-Resources Gap in EU Crisis Management <i>Dr Simon Duke</i>	2
* The Mid Term Review of the Common Agricultural Policy: The Future of Rural Development <i>Dr Bettina Rudloff</i>	9
* The eEurope Awards for Innovation in eGovernment <i>Dr Christine Leitner and Alexander Heichlinger</i>	14
* Challenges for the Accession Countries in the EU's Environmental Field <i>Anne Marie Sciberras</i>	15
* Business Development and Marketing <i>Peter Goldschmidt</i>	19
* An Insiders View Performance Management in the Public Sector: What Can We Learn from the Past? <i>Seán Fitzpatrick</i>	21
* New Publication	25
* Announcements/Annonces	26
* Institutional News	42
* EIPA Publications	43
* Provisional List of Seminars and Conferences / Liste provisoire des séminaires et conférences <i>(Pull-out)</i>	

The Rhetoric-Resources Gap in EU Crisis Management



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Abstract

The development of EU crisis management capabilities has proceeded rapidly and one of the questions in the wake of these developments is how to finance these new aspects of the EU's activities. Currently the EU faces a rhetoric-resources gap whereby the political pronouncements and aspirations exceed the resources available for crisis management operations, most notably those involving the use of military force. This brief overview of the resource and financial issues facing EU crisis management attempts, in the first place, to examine the arrangements that exist. Since the arrangements for the civilian and military aspects of crisis management pose slightly different sets of issues, they are dealt with separately. The final section will then examine possible approaches to providing adequate resources for crisis management and the conclusions will highlight some problem areas and possible ways forward. It is argued that a failure to address the rhetoric-resources gap will undermine EU crisis management efforts, as well as the effectiveness of the Union as an actor on the international stage.

Introduction

It has been nearly a decade since the 'capability-expectations gap' was noted in the EU's Common Foreign and Security Policy (CFSP).¹ The development of the EU Common European Security and Defence Policy (CESDP) from 1998 onwards has seen the emergence of a parallel rhetoric-resources gap in crisis management. The latter has gained fresh saliency following the EU's announcement of its intention to take-over the UN's police operation in Bosnia Herzegovina, with the formation of an EU Police Mission (EUPM) in January 2003. The EU's willingness to assume the current duties of NATO's *Amber Fox* mission in FYROM, when its mandate expires, has also moved this issue to centre stage.

The rhetoric-resources gap has two dimensions to it. The first relate to civilian crisis management, which includes conflict prevention. These activities generally fall to the Commission and consist of a wide range of programmes spread over a number of directorates-general. The military aspects of crisis management, which have elicited more public attention and comment, were developed as part of the Petersberg Tasks, first outlined by the Western European Union in 1992 and adopted by the EU in the Amsterdam modifications to the Treaty on European Union.² These aspects form part of the CESDP which, in turn, is part of the CFSP. The civilian and military components of crisis management are supposed to allow the EU to respond at an appropriate level to a variety of crisis scenarios. Since the budgetary and resource issues differ slightly between the aspects of crisis management, they will be addressed separately.

Civilian Crisis Management

Currently EU crisis management, which incorporates a

wide range of conflict prevention, civilian and military crisis management tools, may be financed by three possible sources:³

- a) Operations falling under the EU budget line;⁴
- b) Operations not having military or defence implications, falling under the CFSP allocation line;
- c) CESDP operations having military or defence implications, which fall outside the EU budget.

The first two cover a wide range of activities and there is frequent confusion to outside observers about what type of activity falls under a general Community heading or the more specific CFSP heading.⁵ Those items falling under the first category tend to be short-term or event specific, while those falling under the CFSP line often address longer-term issues. There are though significant areas of grey stemming, in part, from the treaties. For instance, responsibility for human rights and democracy is attributed both to CFSP (Article 11 of the Treaty on European Union or TEU) as well as to the first pillar in the context of development cooperation (Article 177 of the EC Treaty).⁶ Those operations that are deemed to fall under the second category come are generally charged to the EU budget and, thus, EU budgetary law applies. There is however provision (under Article 28 of the TEU) for the Council to unanimously decide that expenditure shall not be charged to the EU budget, in which case it is charged to the Member States.

The final category, relating to CESDP, will be discussed in a separate section below. The modest size of the CFSP budget, compared to that of external relations generally, makes the question of which pot resources are drawn from a delicate one.

The first issue often noted with reference to civilian crisis management operations is that of the organisational

and efficiency-related problems. These are however well covered elsewhere and will not therefore be reviewed.⁷ Suffice it to say that the Commission has acknowledged many of the shortcomings and taken remedial steps. For instance, the Commission has suggested recourse to a new 'flexibility instrument' for civil crisis interventions, including CFSP action, as well as to the current emergency reserve within the budget.⁸ It was however acknowledged that financing mechanisms within the budget 'need to be reviewed and improved' (both for CFSP financing procedures and Community instruments).⁹ A balance also has to be struck between efficiency, reliability and speed of response. The lack of rapid mechanisms for the implementation of CFSP operations and the ponderous decision-making process remains a challenge.¹⁰

The problem though is not only one of how to administer funds and resources. It is evident that, under the current financial perspective (2000-2006), available resources 'do not match the very ambitious targets developed in 1999 and would certainly not be sufficient to cover crisis actions such as the substitution of local police forces in non-member countries'.¹¹ One possible response to this may be, as suggested by the Commission, to extend an emergency reserve to CFSP crisis interventions, which would fall outside the budget's heading for external action (Heading 4).¹² A further useful, but recent, tool is the Rapid Reaction Mechanism (RRM) which operates through a separate budget line in the regular budget. The RRM provides for both speed and flexibility to mobilise any Community instrument (other than humanitarian instruments already covered by emergency procedures) for crisis contingencies.¹³

Other suggested solutions include the establishment by the Member States of a common civilian/military fund to be financed annually and managed by the Council Secretariat, with the idea of eventually including it in the EU budget at a later date.¹⁴ It should though be borne in mind that, in order to contain the growth of the resources taken up by the Community, Community expenditure is limited to a combined total of 1.27% of GNP of the EU Member States until 2006. The Commission nevertheless estimates that the current financial perspective offers scope for 'gradually building up over the entire period a margin that leaves some room for unforeseeable events in the area of external relations, reinforcement of programmes where necessary, and possible deflator fluctuations'.¹⁵

While the idea of a fund that could address both civilian and military costs has some attraction, especially given the resistance amongst the Member States towards any enhanced oversight by the European Parliament, it would raise a number of problems. The creation of a parallel funding structure (to that of the Community) is

unlikely to enhance efficiency and would scarcely encourage transparency, as urged by the Court of Auditors. A parallel funding structure might also invite the circumvention of the Union's budgetary procedures and actually decrease the effectiveness of the existing mechanisms discussed above. To the Commission a parallel budget risks, 'duplication; reduced management efficiency; lack of budgetary transparency; and incoherence in overall financial management in the EU'.¹⁶

The Commission's preference is to enhance the flexibility of the Community procedures and to create a new instrument for civil crisis interventions, which includes CFSP action, by extending the use of the emergency reserve to CFSP crisis interventions. The emergency reserve would have to be established by means of an Inter Institutional Agreement and it would fall outside the regular budget for such activities (Heading 4) and thus maintain the overall financial perspective. The flexibility instrument would have the advantage of greater transparency compared to the *ad hoc* funding mechanism above. However, the precise procedures pertaining to such an instrument have yet to be agreed upon. Any agreement will have to address the inherent tension between transparency and accountability on

the one hand, and the need for rapid decision-making on the other. It is however predictable that any enhancement of Community oversight in the external relations area, which would presumably involve a greater role for the European Parliament, would be firmly resisted by a number of member states. This may have the effect of pushing *ad hoc*, and possibly inadequate, funding solutions to the fore.

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Operations having military or defence implications

Under the TEU, the EU budget is the primary means of financing CFSP. There was however provision for the Council to unanimously agree that operational expenditure could be charged to the Member States on a GNP-scale. The ambiguity about what should be considered administrative or operational expenditure led to a number of disagreements, including one that delayed the implementation of the EU Joint Action in Mostar. The situation is further complicated by Denmark's opt out on all defence and security related provisions on the treaty.

Under an Inter-Institutional Agreement (between the European Parliament, the Council and the Commission) it was agreed that the CFSP budget could be used to finance activities such as the special envoys, democratic transition, conflict prevention and disarmament.¹⁷ Of more significance was the Amsterdam Treaty's stipulation in Article 28 that 'administrative expenditure' shall be charged to the budget of the Community, while 'operations having military or

A balance also has to be struck between efficiency, reliability and speed of response.

defence implications' shall be charged to the Member States in accordance with a GNP-scale, unless the Council unanimously decided otherwise.

It was against this background that CESDP developed in the late 1990s. Two issues became apparent with regard to financing. First, the issue of how military operations should be financed amongst the Member States came to the fore, as did the issue of what constitutes a 'military or defence implication'. It was though clear that the final phrase clearly excludes *police* aspects of an operation, even if they include military assistance. The second, more general issue, concerned who should finance the improvements required to make CESDP operational by 2003.¹⁸

On the first issue the Belgian Presidency, who was charged by the previous Presidency to work out the financing arrangements for crisis management operations, suggested three funding options along with the Council Secretariat.¹⁹ In spite of their efforts, the Belgian Presidency was unable to secure agreement between the options. The root cause of disagreement was over what constitutes a common cost. Towards the end of the Spanish Presidency, the Council agreed on a general framework for financing operations having military or defence implications. Under these arrangements, common costs are considered to be:²⁰

- Costs that cannot be allotted to individual States taking part in a crisis management mission. This covers a number of incremental costs for headquarters for EU-led operations (such as transport costs, administration, locally hired personnel, communications, transportation/travel within the operations area of HQs and barracks and lodging/infrastructure) and for providing support to the forces as a whole (such as infrastructure and additional equipment).

It is up to the Council to determine on a case-by-case basis whether transportation of the forces, barracks and lodging for the forces should be funded in common. All other costs are therefore considered to be individual costs and will be financed on a 'costs lie where they fall' basis (as in NATO). It should also be noted that the common financing of incremental costs 'does not entail financing of military assets and capabilities offered by participant States on a voluntary basis and compiled in the Helsinki Force Catalogue'.²¹ Nor will expenditures that would be encountered regardless of any operation (such as staff costs, equipment of accommodation) be covered. Common expenditure on goods and services

only addresses requirements 'over and above those which could reasonably be expected to be covered from national resources'.²²

The Council's suggested interim funding is primarily aimed at the incremental costs that may be entailed for the provision of fixed or mobile headquarters for EU-led operations and any incremental costs to meet the general support of the forces involved (such as infrastructure, additional equipment or medical support). The Council decision of 17 June 2002 is undoubtedly welcome progress, but it is subject to review and further work. A number of issues demand further attention and these will be examined below.

Horse-trading

The question of what constitutes an operation having 'military or defence implications' remains. The growth of EU crisis management to include a myriad of different roles, carries with it the potential for further horse trading between the general EU budget for external relations, the CFSP heading and those of the Member States. Indeed, there may be strong incentives to play on the grey areas of crisis management for financial reasons. This temptation may become even stronger since the CFSP allocation for 2001 was €36 million and was substantially overcommitted. For the current financial year, the figure is €30 million.²³ The CFSP allocation continues to be deluged by fresh

demands on its resources, such as those for a possible EU successor to the UNIPTF.²⁴ In the EU budget the annual appropriations commitment for external policies accounts for around 8.4% of the total budget was increased from €1.9 billion in 1990 to €8.6 billion for 2001, at constant 2000 prices. Since the vast majority of external action funding goes to the Western Balkans and the Mediterranean, which arguably has significant benefits for stability, there is little likelihood of any substantial reallocation within the budget.

The inevitable tendency will therefore be to continue to try and pass on costs between the general external relations budget and CFSP, as well as between these budgets and the Member States. The assumption of costs may also meet with demands for *quid pro quos*. For instance, the 'costs lie where they fall' formula could lead to the situation whereby, since it is normally the same countries that contribute, demands are made for 'special status' similar to that of the permanent members of the UN Security Council.²⁵

The temptation to juggle between budgets has obvious political aspects. If the assumption is made that

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more EU funding for CFSP were allocated or made available, the Member States would have to accept greater Community oversight. The predominantly intergovernmental character of the second pillar suggests that this is unlikely to change significantly. The administrative expenses of CFSP are relatively light, given the relatively small number of personnel involved, but the operational expenses for sustained Petersberg tasks that will have to be assumed predominantly by the Member States, are likely to be significant.

National capabilities and resources

The actual ability to conduct a crisis management operation involving military force is, for the most part, the responsibility of the EU Member States. The general contributions of the EU Member States to such operations were outlined at the Capabilities Commitment Conference in November 2001. The conference generated offers of over 100,000 troops and a wide range of capabilities.²⁶ The Capabilities Improvement Conference, held a year later, revised the national contributions and acknowledged that several shortcomings had been rectified in whole or in part. Nevertheless, it was also noted that 'additional efforts must be made with regard to protecting forces deployed, commitment capability and logistics. The degree of availability of ground elements, operational mobility and the flexibility of the force deployed must also be improved'.²⁷ Possible strategic deficiencies also emerged in aspects of command, control, communication and intelligence (C³I) as well as ISTAR (satellite imaging) and wide-bodied aircraft. In spite of improvements, where the EU Member States claimed to have fulfilled 144 capability requirements identified, 20 were considered unresolved and serious.²⁸ Accordingly, the Capabilities Improvement Conference adopted a European Capability Action Plan (ECAP) to improve European crisis-management capabilities. The plan is voluntary and is based on a 'bottom-up' approach and is supposed to be implemented through:

- An increase in the resources made available to the EU;
- Make existing capacities more effective and to seek creative responses beyond the traditional framework of military procurement programmes;
- Multinational solutions which might include co-production, financing and acquisition of capabilities, particularly for large-scale projects as well as specific capabilities.

ECAP too may suffer from its own rhetoric-resources gap since defence budgets for the European NATO countries have continued to decline in real terms or remained static since 1997.²⁹ The United Kingdom is the one country that is resisting the downward trend with projected increases in defence expenditure projected

for 2003-4, joined recently by France with ambitious plans for a six-year plan to boost military spending. The efforts to boost French defence expenditure are designed to make France a 'credible partner for the British' and to provide the 'means for autonomy of decision and of action'.³⁰ Those countries that at least tried to stabilise defence expenditure did so in the face of the weak euro and its decline against the dollar. With the prospect of a stronger Euro and modest economic growth of between 1.5% and 2.0% of GNP over the next year or so (in accordance with OECD projections) an increase in military investment (that is, procurement, research and development, testing and evaluation) cannot be entirely dismissed. Contrary to elite nervousness (or just plain reticence), an increase in military expenditure should not be a hard sell politically either since threats to peace and security have been the main public preoccupation throughout the EU in recent years (ahead of even unemployment).³¹

It is though worth noting that past optimistic assessments of the European NATO members' performances, which projected an increase in defence expenditure in the framework of the Defence Capabilities Initiative (DCI) on the part of most of these countries, proved to be unfounded.³² Even if we assume the maintenance of defence expenditure levels in real terms, it may 'not provide sufficient funding to achieve the augmentation and upgrading of European capabilities in the critical areas of force projection, PGMs, and C⁴I'.³³

An increase in military expenditure should not be a hard sell politically.

The question of matching rhetoric with resources is greatly complicated by the absence of any public EU estimates of the costs of CESDP and, more generally, those of the EU's overall crisis management capacity. There are though some useful non-official estimates of potential costs for the EU Member States.³⁴ These estimates show divergences of opinion between those who believe that real levels of military spending can and will increase (such as RAND) and those who see the extensive reallocation of existing defence expenditure as the primary means of addressing shortcomings. The general European preference seems to rest upon the reallocation of resources within existing patterns of military expenditure. This though is open to the obvious objection, noted in a RAND study, that significant reallocation is unlikely due to 'organizational inertia, powerful service interests, and the familiar "iron triangle" ... between the defence industry, the military services, and national legislatures'.³⁵

Enlargement

Relatively little attention has been given to the financial impact of EU enlargement on CFSP and, more particularly, CESDP. In political terms it is clear, based on past and current contributions to multinational peacekeeping operations, that the accession countries are net security providers and not consumers. In military

terms the presence of three NATO members amongst the EU candidates and widespread military restructuring and reform, will make the new members valuable partners.

Economically however, all are struggling with the pressures involved in preparing for EU membership and it is unlikely that this will lead to any appreciable increase in defence expenditure. In terms of helping the EU address its known weaknesses in the CESDP area, there is little prospect of any significant change. Indeed, given the scepticism towards CESDP on the part of a good number of candidates, the political and economic preference may well be to enhance the effectiveness of NATO in response to President Bush's call for an 'out of area' NATO rapid reaction force.³⁶ It remains though to be seen whether an appeal for an increase in defence funding for NATO contingencies would be any more effective than appeals to enhance CFSP/CESDP.

Awaiting Berlin Plus

A further source of ambiguity is what assumptions should be made about the ability of the EU to gain access to particular NATO assets for 'Europe-only' operations (the so-called Berlin Plus arrangements), which may obviate the need for the EU Member States to acquire an independent capability. Unfortunately, there is little sign of a resolution to the Greek objections to the Ankara document which would have made a Turkish veto of EU access to NATO assets (since approval has to be unanimous amongst all 19 NATO members) less likely. Although this is a significant impediment, it is exaggerated in the sense that the real issue is whether the U.S. will permit access to assets that are in fact national and not those of NATO *per se*. In a number of instances, notably strategic intelligence, the assets that are likely to be required for Europe-only operations are exclusively American. Quite aside from the willingness of the U.S. to 'loan' potentially sensitive assets to its European allies, there is no guarantee that they will be available for the duration of the operation, nor are there any cost sharing arrangements for such an eventuality. Because of these vagaries, the emphasis that was placed on avoiding unnecessary duplication of NATO assets during the Clinton administrations is now changing to a debate about *necessary* duplication.

Third Parties

The EU is in the process of developing crisis management cooperation programmes with a number of significant third parties which, so far, extend to Canada, Russia and the Ukraine. The cost implications of this are ambiguous although it is assumed that, as with the EU Member States, the majority of the expenses would have to be

assumed by the countries themselves. In a crisis scenario the contribution of significant military forces within the framework of an EU-led operation, would entitle the contributors to participate in the Committee of Contributors which plays a key role in the day-to-day management of operations. In each case the non-EU contributors will enjoy 'the same rights and obligations in terms of day-to-day management of the operation' as the EU participants.³⁷ It remains to be seen what the financial implications of these arrangements may be.

Post-crisis procedures

A further area of ambiguity is the post-operation settlement of costs and the funding of any subsequent peacekeeping operations – an issue very much to the fore with concerns that it will again be the European allies who will primarily be expected to pick up the pieces following any military strike against Iraq. In those circumstances where the EU is engaged in Petersberg tasks, the possibility of developing common EU assets to be put at the disposal of coalitions of the willing might usefully be explored. This would however give rise to the question of repatriation of common equipment. Some of the expenditure, such as administration, translation or transport, would clearly not be applicable but capital expenditure on communications or essential additional equipment might. In this event, should the equipment be pooled into a EU-infrastructure pool (along NATO lines) or put under the care of a Member State or group thereof? A resolution of this issue may also determine whether it is more economical in the longer-term to develop EU infrastructure

assets, possibly under the control of the EU Military Committee, rather than relying upon shorter-term leasing arrangements.

Conclusions

The above examination of funding for EU crisis management addresses three themes. The first examined civilian crisis management. The problem identified was partially one of resources and in this regard the use of parallel *ad hoc* funding mechanisms based on national contributions has some attraction, although an extension to the emergency reserve system is preferred. The main challenge for the EU will be to increase flexibility and the ability to respond in a timely manner to crises, whilst also meeting the demands of accountability and transparency. Any interinstitutional agreement on the procedures will have to consider the idea of fewer actors being involved in decision making in emergency crisis scenarios, even if this means less immediate transparency.

The second issue is the gap between rhetoric and resources for those aspects of crisis management having

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military implications. It is obviously too late to meet the 2003 Headline Goal target. It has already been established that a number of projects that are critical to CESDP, such as the A400 M heavy transport aircraft, will not be completed until the end of this decade.³⁸ The question of how to respond to the gap is also exacerbated by a number of vagaries, such as the future of EU and NATO relations, as well as transatlantic relations. It has been argued that there is an urgent need to address the resources issue assuming that there will be *necessary* duplication of NATO assets to afford the EU the necessary autonomy. The inescapable conclusion is that existing expenditure patterns means that the EU Rapid Reaction Force has no chance of being *fully* operational by 2003.³⁹

The third set of issues involves the political and economic implications for EU crisis management of relations with third parties, organisations such as NATO and enlargement. All will continue to pose vexatious problems but the most immediate is that of EU-NATO relations. The failure to reach agreement on the 'Berlin Plus' arrangements between the two organisations has not only soured relations between the two organisations

but also risks paralysing CESDP. Even if the objections to the Ankara document were lifted, the real problem of when and how to borrow primarily American assets would come to the fore. The debate over how much duplication of (so called) NATO assets is necessary is long overdue and will have potentially sizeable budgetary implications for the European allies.

Increased efficiency and flexibility can primarily address the civilian aspects of EU crisis management. However, whatever progress that is made in this area risks being undermined by the stultification of the military aspects of EU crisis management. It is plain that fulfilling capability shortfalls for military crisis management gives most EU governments little alternative other than 'to increase defence expenditure in real terms if real capabilities are to match the objectives set out at Helsinki'.⁴⁰ This is certainly not a new or particularly original point, but it remains a point that is of fundamental importance to the EU. So far, the gap between rhetoric and resources has not faced the EU with overt catastrophe but one is entirely predictable, given the EU's crisis management rhetoric and the resources available. Mind the gap.

NOTES

- ¹ Christopher Hill, 'The capability-expectations gap, or conceptualizing Europe's international role', *Journal of Common Market Studies*, Vol. 31(3), September 1993, pp.305-28.
- ² The tasks, which may be found in Article 17(2) of the Treaty on European Union include: humanitarian and rescue tasks, peacekeeping tasks and tasks of combat forces in crisis management, including peacemaking.
- ³ For a wider discussion of this see, *Communication from the Commission to the Council and the European Parliament: Financing of Civilian Crisis Management Operations*, COM (2001) 647 Final, 28 November 2001, pp.4-6.
- ⁴ Article 268 of the Treaty establishing the Treaty establishing the European Community refers to revenue and expenditure of the *Community*, which is legally correct, but it is more commonly referred to as the budget of the EU.
- ⁵ Operations falling under a Community instrument include: demining, civilian emergence assistance, Civil Protection assistance intervention, human rights, institution building, election monitoring, consolidation of democracy and the rule of law, food aid, securing the livelihoods and safety of refugees, rehabilitation, reconstruction, infrastructure development as well as economic aid falling under Community instruments. CFSP operations not having military or defence implications may include: non-proliferation, disarmament, security monitoring, security support for peace processes and stabilisation efforts, projects to combat terrorism, political facilitation and tasks undertaken by Special Representatives of the EU as well as related fact-finding missions.
- ⁶ Examples include anti-personnel landmine actions, election monitoring actions, the election process in Nigeria and the police element (MAPE) in Albania.
- ⁷ See for instance the Court of Auditor's *Special Report No 13/2001 on the management of the Common Foreign and Security Policy*, 2001/C 338/01.

- ⁸ *Communication from the Commission to the Council and the European Parliament: Financing of Civilian Crisis Management Operations*, COM (2001) 647 Final, 28 November 2001, p.2.
- ⁹ *Ibid.* Loc cit.
- ¹⁰ There are though proposals to shorten the decision-making process, see C(2000) 3614, *OJ L 308*, 8 December 2000.
- ¹¹ *Ibid.* p.7.
- ¹² For example, as provided for in Article 23 (c) of the Interinstitutional Agreement of 6 May 1999 between the European Parliament, the Council and the Commission on budgetary discipline and improvement of the budgetary procedure, *OJ C 172*, 18.6.1999.
- ¹³ Regulation (EC) 381/2001, *OJ L 57*, 27 February 2001.
- ¹⁴ For instance, Antonio Missiroli, *op.cit.*
- ¹⁵ *Communication from the Commission to the Council and the European Parliament, Financial Programming 2002-2006*, 27 June, Brussels, SEC(2001) 1013, p.12.
- ¹⁶ *Communication from the Commission to the Council and the European Parliament, Financing of Civilian Crisis Management Operations*, COM(2001) 647, Brussels, 28 November 2001, p.8.
- ¹⁷ *Interinstitutional Agreement between the European Parliament, the Council and the European Commission of 16 July 1997 on provisions regarding financing of the common foreign and security policy*, *OJ C 286*, 22.9.1997, now replaced by *Interinstitutional Agreement of 6 May 1999 between the European Parliament, the Council and the Commission on budgetary discipline and improvement of the budgetary procedure*, *OJ C 172*, 18.6.1999.
- ¹⁸ This was the original target date of the 'Headline Goals' unveiled at the Helsinki conclusions of the Finnish Presidency in December 1999. They are now widely seen as unrealistic in terms of the EU's ability to address the full range of Petersberg Tasks.

- ¹⁹ As outlined by Judy Dempsey, 'Wrangling over finances delays EU defence policy', *Financial Times*, 1 November 2001.
- ²⁰ 2437th Council meeting, General Affairs, 9717/02, p.15.
- ²¹ *Financing of Operations Having Military or Defence Implications*, Council of the European Union, Brussels, 10073/1/02, COSDP 181, 14 June 2002, p.3.
- ²² *Financing of Operations Having Military or Defence Implications*, from the Presidency to the Council, Annex, 'List of Common Costs and Definitions', COSDP 181, 14 June 2002, p.6.
- ²³ *General Budget of the European Union for the Financial Year 2002*, European Commission, Brussels, January 2002. The decline in the CFSP budget can be somewhat misleading since a number of budgetary items, such as the cost of the EU Special Envoys and staff, have been transferred to the Community budget.
- ²⁴ *General Budget of the European Union for the Financial Year 2001*, European Commission, Brussels, January 2001.
- ²⁵ This point is made in Antonio Missiroli, 'Paying for EU Crisis Management', *Newsletter*, Institute for Security Studies, No. 2 May 2002, p.4.
- ²⁶ A summary of the contributions pledged at the conference may be found in Colin Robinson, 'The European Union's "Headline Goal" – Current Status', CDI Military Reform Project, 23 May 2002, at <http://www.cdi.org/mrp/eu-pr.cfm>
- ²⁷ General Affairs Council with the participation of the Ministers of Defence of the European Union, *Statement on Improving European Military Capabilities: European Capability Action Plan*, Brussels, 19 November 2001, p.2.
- ²⁸ Annalisa Monaco and Catriona Gourlay, *European Security Review*, No. 9, December 2001, p.1.
- ²⁹ For details see Simon Duke, *The EU and Crisis Management: Development and Prospects*, (Maastricht: European Institute of Public Administration, 2002), pp.165-175; and *The Military Balance 2000-2001* (London: The International Institute for Strategic Studies, 2002), p.38-42.
- ³⁰ Victor Mallet, 'France set to boost military spending', *Financial Times*, 11 September 2002.
- ³¹ See in particular a *Eurobarometer* survey conducted between 14 November and 1 December 2000, commissioned by the Belgian Minister of Defence, André Flahaut, as part of the preparations for the Belgian Presidency. The results appeared in *Eurobarometer*, 54.1, Autumn 2000.
- ³² Jim Geramone, 'More work needed on Defence Capabilities Initiative', *Armed Forces Information Service*, 5 December 2000.
- ³³ Michael J. Brenner, *Europe's New Security Vocation*, McNair Paper No.66 (Washington DC: Institute for National Strategic Studies, The National Defense University, 2002), p.36. PGM's refers to precision guided munitions while C4I refers to command, control, communications, computers and intelligence.
- ³⁴ See Summary of Proceedings: Assessing the EU's Progress on the Path to a European Security and Defence Policy, *Eipascope*, No. 2001/2, p.25 and; Charles Wolf Jr. & Benjamin Zycher, *European Military Prospects, Economic Constraints, and the Rapid Reaction Force* (Santa Monica, California: RAND, 2001), for contrasting perspectives on the resources issue.
- ³⁵ Charles Wolf Jr. & Benjamin Zycher, p.23.
- ³⁶ Judy Dempsey, 'US and EU at odds over Nato force', *Financial Times*, 18 September 2002.
- ³⁷ The Arrangements for Consultation and Consultation between the EU and the three countries are annexed to *Presidency Report on European Security and Defence Policy*, Council of the European Union, COSDP 188, Brussels, 22 June 2002.
- ³⁸ For instance, see 'Military Airbus will not fly before 2008', Assembly of the WEU, 7 March 2002, at <http://www.assembly-weu.org/en/presse/cp/2002/8.html>.
- ³⁹ The Laeken Declaration, in which a partial operational capability was announced, played an important role in deflating expectations for full operational capability by 2003 whilst also muting sceptics and critics.
- ⁴⁰ House of Lords, Select Committee on the European Union, *The European Policy on Security and Defence*, Vol. 1: Report, HL 71(1), Session 2001-2, 11th Report, 29 January 2002, p.2. □

The Mid Term Review of the Common Agricultural Policy: The Future of Rural Development



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Abstract

Since the launch of Agenda 2000 in July 1997, rural development has gained political prominence as the second pillar of CAP. According to the European Commission's recent Mid-Term Review, it will become even more important in the future not only because of its financial impact but also because of its reliance on novel and untested instruments such as modulation and cross-compliance support flexibility. In addition, it will fuel the discussion on the re-nationalisation of some elements of the CAP – the quintessential Community policy. This article will analyse the various aspects of the already fierce debate on these instruments which will certainly generate winners and losers among the Member States.

Introduction: Why a further CAP Reform?

The Common Agricultural Policy (CAP) has been facing several reforms, mostly initiated for either internal budgetary or external reasons such as multinational WTO-commitments prohibiting certain measures. Since the last comprehensive reform in 1992, the MacSharry-Reform, the general trend in the CAP can be characterised by reduction of the traditional price support schemes (intervention prices) that stimulate production and have caused a lot of problems in the past such as costly surpluses. Parallel to the reduction of price support, other measures have been established to compensate farmers' income losses, namely direct payments. These measures are defined for the eligible products within the Common Market Organisations and compose the – originally the one and only – “First Pillar” of CAP. This First Pillar still absorbs the bulk of agricultural budget (see Graph 1).

The first step into Rural Development as part of CAP came with the MacSharry reform which introduced the so-called Accompanying Measures, that were literally meant to accompany First Pillar measures.

But not until the Agenda 2000 was Rural Development politically emphasised as the “Second Pillar” of CAP¹ (see Graph 1).

The need for a further reform of CAP is motivated once again by budgetary and external reasons of enlargement, and the ongoing WTO-negotiation round, that will start with concrete agricultural negotiations in March 2003.

Why is Rural Development important for a further CAP reform?

Especially Rural Development has gained importance in the context of making CAP fit for the future:

- Firstly, it has become a key topic facing Enlargement not only because rural areas are of large relevance

within Candidate Countries. From the EU-15's point of view it is much easier to negotiate the application of these measures to new Members than the introduction of First Pillar measures.²

- Secondly, Rural Development is used by the EU to back up its position within the ongoing WTO-negotiations. This is because such measures are likely to fall in the category of allowed support of agriculture.³
- And finally, Rural Development is used to make the CAP a more accepted and economically justified Policy by improving its “bad” reputation of being protective, trade distorting, highly bureaucratic and not meeting the public demands for environmentally friendly and safe products of high quality.

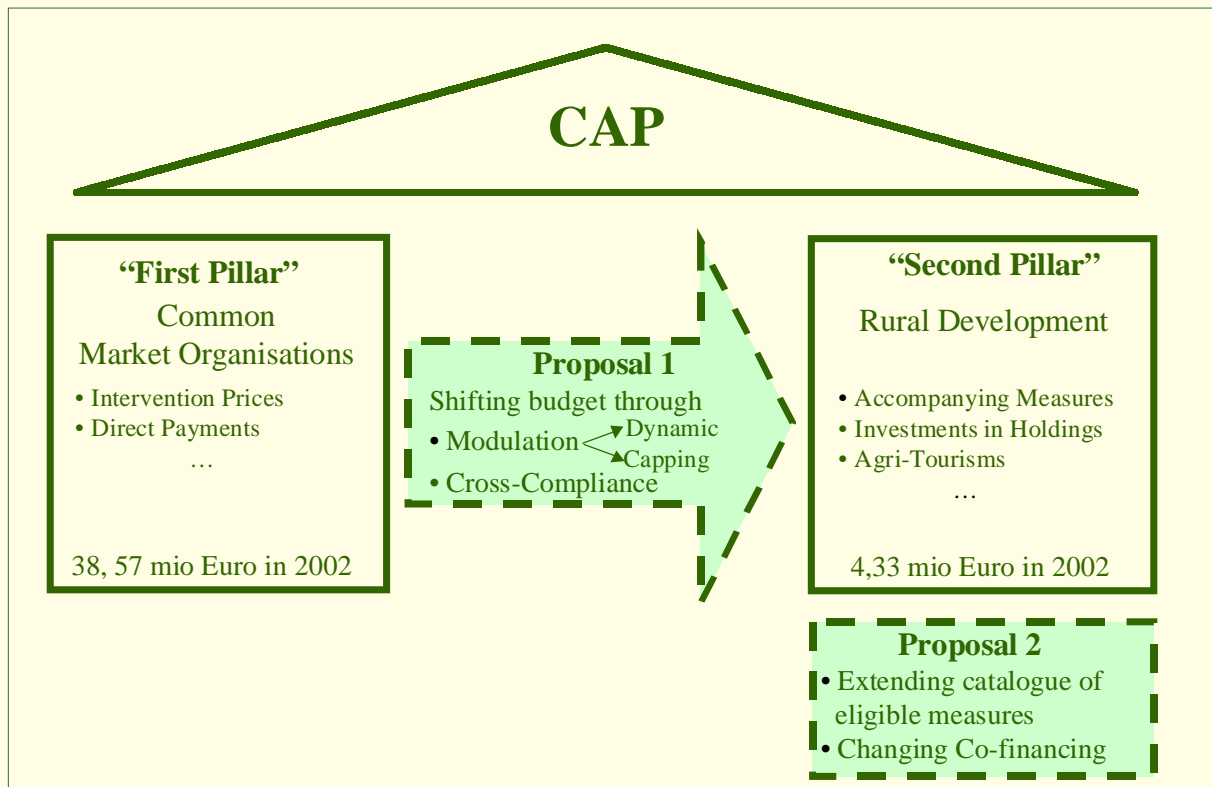
Main elements of proposed reforms with impact on Rural Development

The first step into further reforms was undertaken with the Mid Term Review of the present CAP (MTR)⁴ that has recently been published by the Commission.

This Review is based on a mandate for evaluating the Agenda 2000 that was given at the Berlin Summit of March 1999. The Commission was originally aiming at adjusting the level of price support and direct payments by taking into account market developments. But the MTR goes beyond this target as it presents quite concrete and innovative proposals to strengthen Rural Development.

- (1) The first proposal aims at **shifting money from the First to the Second Pillar** and thus, making it available for Rural Development. The savings within the First Pillar are based on two main principles: Modulation and Cross-Compliance:
 - **Modulation** covers the decrease of direct payments per farm by a certain rate. This

Graph 1: Proposals for Strengthening Rural Development



mechanism consists of two components. First, **dynamic Modulation** is a regular cut of direct payments by an annual rate of 3% leading to a total cut of 20% at the intended final stage. The saved expenditure from this reduction will be re-allocated to the Members States via a certain “key” or formula that still has to be defined. As second component, **Capping**, would be implemented as an additional cut when direct payments exceed the maximum level of € 300,000 per farm per year. In contrast to dynamic Modulation the saved money from Capping would be kept directly in national accounts for Rural Development measures. Modulation has been introduced by Agenda 2000 on a voluntary basis but would now become a compulsory principle.

- **Cross-Compliance** covers the conditionality for direct payments, that is the fulfilment of production standards as criterion for getting the full amount of direct payments. It is proposed to change the current optional into a mandatory implementation and to supplement the recent Environmental Standards by Food Quality and Animal Welfare Standards. Non-fulfilment of these standards would lead to a cut of direct payments and the saved money could be kept directly within national accounts.

The saved money from both Modulation and

Cross-Compliance will only be available for Rural Development and represents the EU part for Rural

Development measures. Therefore it has to be supplemented by national expenditures. This is the co-financing aspect of Rural Development that especially in some Countries leads to problems.

- (2) The second proposal regards an extension of the **Second Pillar** itself by integrating new measures for Rural Development:
 - Introduction of a Food Quality chapter.
 - Introduction of payments for Animal Welfare Measures beyond legal standards.
 - Transitional support to fulfil the compulsory standards for Cross-Compliance.

Additionally an increased European co-financing rate for Agri-environmental measures and Animal Welfare is proposed thus, the supplementing national financial part would be lower.

The following analysis concentrates on Modulation and Cross-Compliance as real innovative proposals. By contrast the catalogue of eligible measures has been extending for some time now.

Evaluating Modulation: A New Cohesion Measure?

Even the currently just *voluntary* Modulation has caused problems and has so far just been implemented by the UK. Other countries cancelled its implementation such as France and Portugal. Germany is actually prepared to introduce the current voluntary approach in early 2003 by a new law that has been adopted recently.⁵

The proposed changing of Modulation into a

compulsory rule is fueling one of the most severe discussions compared to other elements of the MTR because of its distributive effects caused by two elements:

(1) Shifting expenditure from First to Second Pillar

The bulk of the money allocated to the Second Pillar will be derived from the **dynamic Modulation**: preliminary assessments refer to around €3.4 bn that would be attained by the end of the final stage of reductions in 2010.⁶

- Modulation affects all direct payments but these payments are scheduled just for some products and fixed at very different levels. Therefore countries traditionally specialised in products eligible for high direct payments – such as wheat – are confronted with large cuts.
- Beyond this, Modulation will be applied to the complete amount of direct payments per farm with the exception of a fixed amount (“franchise”), i.e. direct payments below €5000 per farm per year are excluded from the cut.⁷ This would be to the advantage of small farms receiving low payments. Based on a country’s specific holding structure different influences for individual Member States will appear: according to first studies e.g. in Greece, a country with rather small holdings receiving low payments, 37% of the total national payments would fall under the franchise category and thus, will not have to be cut. In Ireland and Austria the franchise

will affect just 28% of the overall national payments.⁸

- Whereas the dynamic modulation affects generally all farms, additional **Capping** will only affect large farms specialised in products with traditionally very high payments such as wheat. Some studies, estimate that just 3% of the EU-wide payment volume would fall under the criteria for Capping. The bulk would thereby appear in the New German Länder⁹ as there are very large farms with high per farm payments. Therefore, even if supporting the general outline of the MTR, the German Government so far has rejected this element.

(2) “Key” or formula for re-allocation to Member States

The second category of distributive effects is caused by the fact that the attained budget from the dynamic Modulation is proposed to be re-allocated, whereas the money saved from Capping will stay at the national level.

- The key for re-allocation still has to be defined but, as it will generate winners and losers (see table 1), its final determination will become a hot issue especially for Members that are already now protesting their net payer position, like the UK, Sweden and Germany. For Germany an additional problem appears at the national level: the use of the re-allocated budget for Rural

Table 1: Dynamic Modulation – Possible Winners and Losers

Member State	% contribution to Second Pillar	Re-allocation	
		Key 1 % share of current RD Budget	Key 2 % share of re-allocation similar to SAPARD
B	0.8	1.2	0.8
DK	2.9	1.1	1.3
D	12.5	16.1	9.7
GR	3.9	3.0	4.0
E	11.9	10.6	14.0
F	30.8	17.5	14.3
IRL	1.8	7.3	2.1
I	8.2	13.7	9.3
L	0.1	0.3	0.1
NL	0.3	1.3	1.5
A	1.0	9.7	2.0
P	1.0	4.6	3.4
F	1.6	6.7	1.3
S	3.0	3.4	1.5
UK	20.2	3.5	7.4
<i>EU-15</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>

See N.N., *How Modulation and capping will impact on EU member states*, AgraNet, August 23 (2002) and Philip Lowe, *The Future of CAP – The Challenge for Rural Development*, Presentation within the Seminar „The Mid-Term Review of the Common Agricultural Policy – Implications for the Future, organised by the European Institute of Public Administration Maastricht, 16-17 September 2002.

Development requires for some measures a common responsibility of Federal authorities and the Länder for supplementing the European co-financing rate. Due to strong opposition of the Länder in the past on implementing Modulation because of their budgetary limits the new Modulation Law offers a new financial ratio in favour of the Länder budget.

The following figures indicate the different pattern of winners and losers depending on the specific definition of the key. The figures are based on the assumption that the final rate of Modulation will be implemented (20%). The first key is similar to the current indicative allocation of budget for Rural Development within Agenda 2000¹⁰. The second key reflects the criteria considered for allocation of the budget for the Special Accession Programme for Agriculture and Rural Development (SAPARD) within Candidate Countries¹¹ such as agricultural area and farming population.

By applying the first key Germany, for example, would become a net-beneficiary due to the re-allocation whereas the second key would generate a losing position. For Spain the impact would be the other way round: the first key would lead to a losing position, whereas the second key would change the pattern towards a winning position.

Distribution effects have always played a large role within CAP and the Commission is explicitly emphasising this new transfer of budget as a new Cohesion Measure.¹² Nevertheless, from an allocative viewpoint and thereby regarding the optimal supply of public services in rural areas the key should reflect some objective rural needs in terms of criteria with rural relevance as it is the case for SAPARD.

Evaluating Cross-Compliance: Horizontal Integration of Environmental and Quality Criteria into CAP?

Until now the present voluntary environmental requirements for direct payments have been implemented just for very specific production types and by just a few countries, i.e. France, The Netherlands and Ireland. A large problem that has already appeared with respect to these few and voluntary examples has been the definition of the present environmental standards and this may become even more difficult if they are to apply EU-wide. So far it is not quite clear whether just existing legal standards already considered within legislation like the Nitrate Directive are meant or stricter ones. The Commission is soon to submit a framework for defining these standards, which may bring some light to this issue.

Additionally some more conceptual problems do exist:

- (1) One problem is linked to the **standard level** and thereby to the question how strict the required production standards should be:
 - From a political viewpoint, there will be pressure to harmonise standards.
 - From the economic perspective, and in terms of internalising agricultural spillovers, harmo-

nisation will lead to inefficiency as environmental conditions differ among the EU Member States.

- (2) Even more complicated will be the determination of the reductions in payments in case of non-compliance: according to the MTR this should be based on the damage caused. The identification of such damages and even more the estimation of monetary values of spillovers cause severe problems:¹³

- The spread of damaging farming practices makes it difficult to fix the causal relation between polluting farmers and caused pollution. This phenomenon of "diffuse pollution" leads to the question of how to define penalising cuts for single holdings without being completely arbitrary and without being imprecise in terms of environmental protection.

- (3) In addition, the administration of **Control and Monitoring** of these standards for the purpose of deciding, whether a single farmer fulfils the criteria for getting the full amount of direct payments, will become more difficult than the current control of areas for which payments have been applied for. Controlling of eligible areas can easily be supported by satellite systems, whereas the fulfilment, for example, of animal welfare standards has to be checked directly at the farm.¹⁴

- (4) Another general problem refers to the question of whether there should be **financial support** for meeting these standards, even if just transitionally. If the standards will simply reflect existing legal standards there is no need and furthermore no justification for mixing them with income policy.

This violation of the polluter-pays-principle could become difficult to defend against the public perception of CAP and amongst farmers.¹⁵ What does cross-compliance mean for the farmer producing products which do not receive direct payments, such as potatoes? If they are not confronted with a possible cut of direct payments because they do not get any, are they excluded from fulfilling legal standards?

Conclusions

The Commission will complete its legislative proposals this autumn and intends to finish negotiations by the spring 2003, when the concrete negotiation modalities have to be submitted to the WTO. But a decision on the future of CAP within the existing Financial Perspective of Agenda 2000 is still questionable, as until now there have been strong opponents within the EU-15 and it seems to be a five to ten minority supporting the proposals (D, DK, NL, S and the UK).

The strongest opposition is not primarily based on the proposals for Rural Development but more on its counterpart – the proposed reduction of support within the First Pillar. This will affect mainly countries traditionally specialised in products like wheat where a high level of direct payments had been established as it is the case in France.

Regarding the proposals for the Second Pillar one

should be realistic. The proposed shift from the First to the Second Pillar would just change the ratio between both Pillars from the recent 9:1 to a possible 8:2 ratio. In terms of budget the MTR could therefore be understood rather as cautious step towards strengthening Rural Development, than as drastic reform. Nevertheless, in

terms of the proposed conditional logic for direct payments the MTR may be the first step towards a reasonable CAP. Despite the remaining problems, cross-compliance may facilitate public acceptance and may provide economic justification for the CAP if agricultural spillovers are going to be addressed.

NOTES

- ¹ Recently one can find a new „Third Pillar“ stressed that covers measures linked to Food Quality and Food Safety.
- ² So far more budget has been scheduled for Rural Development than for Market Support for new Members. *See* Commission, Issues paper, *Enlargement and Agriculture: Successfully integrating the new Member States into the CAP*, SEC (2002) 95 final, Brussels, 30 January 2002.
- ³ So-called Green Box Measures. *See* for definition of Green Box Measures Annex 2 of the Agreement on Agriculture. WTO (ed.), *The WTO Agreements Series*, vol. 3 „Agriculture“ (2000): 47.
- ⁴ *See* Commission, Communication from the Commission to the Council to the European Parliament, *The Midterm Review of the Common Agricultural Policy*, COM (2002) 394 final, Brussels, 10 July 2002.
- ⁵ *See* Bundesregierung, *Modulationsgesetz fördert Landwirtschaft*. Available under <http://www.bundesregierung.de>.
- ⁶ *See* N.N., *How Modulation and capping will impact on EU member states*, AgraNet, August 23 (2002).
- ⁷ An additional franchise is calculated on the basis of labour units per farm.
- ⁸ *Ibid.*
- ⁹ *Ibid.*, p. 4.
- ¹⁰ *See* Commission, Factsheet 08/1999, *CAP reform: rural development*, 1999, p.5.
- ¹¹ *See* N.N., *Impact of Modulation on Member States*, AgraNet, August 23 (2002).
- ¹² *See* Commission, Communication from the Commission to the Council to the European Parliament Commission, p. 12.
- ¹³ *See* OECD, *Multifunctionality. Towards an Analytical Framework*, OECD Publications, 2001.
- ¹⁴ It is also proposed to introduce a compulsory Farm Audit that could serve as an Internal Quality Management system but is not going to be used for external controlling purpose.
- ¹⁵ The Commission justifies this violation by its time-limited application. *See* Martin Scheele, *The Mid Term Review 2002*, Presentation within the Seminar “The Mid-Term Review of the Common Agricultural Policy – Implications for the Future”, organised by the European Institute of Public Administration Maastricht, 16-17 September 2002. □

The *e*Europe Awards for Innovation in *e*Government



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As a further key initiative in its efforts to promote the idea of *e*Europe, EIPA has taken on the responsibility of supporting the European Commission in organising the *eEurope Awards for Innovation in eGovernment*.

Erkki Liikanen, Commissioner for Information Society, announced the launch of the “*eEurope Awards for Innovation in eGovernment*” back in November 2001 at the Ministerial *e*Government Conference entitled “From Policy to Practice”, jointly organised by the Belgian Presidency of the Council of the European Union and the European Commission.¹

The *eEurope Awards* competition is based on the experience and is along the lines of the *e*Government label awarded at last year’s Ministerial Conference to 60 administrations in the EU, the Accession Countries, the EEA countries and other third countries such as Brazil.² Heads of state and government agreed in Lisbon in Spring 2000 on *e*Europe’s ambitious goal to make Europe the most competitive knowledge-based society in the world by 2010. The *eEurope Awards* competition embodies the spirit of *e*Europe by promoting the exchange of best practices among EU Member States and Accession Countries in the field of *e*Government and in other priority areas covered by the *e*Europe Action Plans 2005, such as *e*Health and *e*Learning.³

Earlier this year, the Commissioner gave the green light to the first two award ceremonies, to take place in 2003.⁴ EIPA has been entrusted with running the *eEurope Awards* competition for the European Commission for the next two years. EIPA will be an independent base for the project management secretariat for the *eEurope Awards for Innovation in eGovernment* and will contribute to research and the dissemination of results within the framework of *e*Europe. Thus, pursuing its mission to contribute to the European integration process by supporting public administrations throughout the European Union, EIPA will serve as the hub for a network of individuals dedicated to excellence in government and public administration in an enlarged Europe.

The competition for each of the awards will have a specific theme related to the priorities set out in the *e*Europe Action Plan. For the coming year, Mr Liikanen has announced two award competitions. The first Europe Awards for *e*Health, organised by the Commission in cooperation with the Greek Presidency, will be presented within the framework of the Ministerial Conference on *e*Health – “The Contribution of ICT to Health” – scheduled for 22-23 May 2003 in Brussels. The second

*e*Europe Awards ceremony will take place at the follow-up Ministerial Conference to last year’s *e*Government Conference – “From Policy to Practice”, which will be jointly organised by the Italian Presidency and the European Commission, on 3-4 July 2003 in Como (Italy).

Within the framework of the objectives set out in the *e*Europe and *e*Europe+ Action Plans, the overall aim of the *eEurope Awards* is to draw attention to and to recognise exemplary practices of governments, and to provide a platform for public sector innovators to disseminate their achievements. The awards will recognise innovative initiatives in public administration within the European Union and the candidate countries. Applications from all levels of administration, i.e. local, regional and central, in the EU Member States and the candidate countries will be eligible for the award.

The initiative aims at highlighting, disseminating and promoting the efforts made by national, regional and local administrations in the EU Member States and the candidate countries in using Information Society Technologies (IST) to improve the quality and accessibility of their public services, and also aims to support mutual recognition and the adoption of best practices. The *eEurope Awards* will be a concrete manifestation of the fact that governments across Europe can work to improve the quality of life of their citizens and to increase public trust in government in the enlarged European Union.

More details on the *eEurope Awards* will be published on the *eEurope Awards* web site, which will be launched shortly. EIPASCOPE will regularly report on the *eEurope Awards* competitions in its upcoming editions.

More information can be obtained from Ann Stoffels, Information Officer, a.stoffels@eipa-nl.com. Please also check EIPA’s website www.eipa.nl for the announcement of the launch of the *e*Europe Awards Website, planned for the end of the year 2002.

NOTES

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** Deputy Head.

¹ For details see <http://europa.eu.int/eEurope>

² See also <http://europa.eu.int/eEurope>: Final Report “From Policy to Practice”, Ministerial Conference, Brussels 29-30 November 2001.

³ For details see <http://europa.eu.int/eEurope>

⁴ See also previous EIPASCOPE 2002/2 p. 24. □

Challenges for the Accession Countries in the EU's Environmental Field



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*€ 110 billion ... the estimated costs the candidate countries have to pay in order to become compliant with the EU's environmental policy. This just goes to show what importance this chapter of the *acquis* is to the enlargement process.*

Introduction

Almost four years to date, assessment reports from the Commission's Environment Directorate stated that many of the Central and Eastern European Countries (CEECs) queuing to join the EU were falling behind on the adoption of the EU's environmental standards. This was also true for the other two applicant countries, Cyprus and Malta. Today, to date, all ten front-runner candidate countries have provisionally closed the environment chapter, acquiring between them 48 transition periods and a hefty financial bill to set their environmental standards straight. The governments of all the candidate countries understand that their citizens deserve the same quality of life as the citizens in the Member States, and that they should not be put in the position of putting up with environmental problems that the EU citizens would never tolerate.

Negotiations

The 1998 reports had stated that with regard to the ten CEECs, these varied from having made strong progress, such as the Baltic countries of Estonia and Lithuania, to others, such as Czech Republic and Slovenia, stagnating in their process toward membership. Referring to the first wave CEEC applicants, the reports talked of Czech Republic's little progress in its administrative reform within the environmental ministry and lack of enthusiasm in adopting the *acquis*; Hungary's need to increase and train government environment staff particularly in the implementation of the EU's 1994 directive on pollution prevention and control; Poland's understaffing in the environmental sector due to low salaries and the lack of effort on reinforcing the monitoring infrastructure in the air and water sectors; and Slovenia's failure to reform and consolidate its environmental inspectorates and enforcement system. Yet, with all the negative remarks given, four years on these countries made serious efforts and completed the environmental elements of their accession negotiations. These countries set standards, which are to serve as guidelines not only for other candidate countries, but also for the present Member States. This does not mean that the candidate countries

agreed to have everything in ship-shape condition on the day of accession. As mentioned, a number of transition periods have been granted, the same length as requested by the countries concerned, but these are few, and much less to what was originally requested by the candidate countries.

In many cases, the accords were slashed to a handful, with the candidate countries having to work harder to make sure they reach target date on all the other transitions periods that had to be forgotten. Slovenia, the first prospective new EU member to complete the environmental elements of its accession negotiations, had to remove its stumbling block by dropping a request to temporarily exempt a local refinery from EU auto-oil rules after its accession to the Union, whilst the countries of Czech Republic, which originally asked for seven transition periods, and Lithuania, which asked for eight transition periods, had to agree amongst others, to implement by date of accession, the quality of water intended for human consumption. These agreements confirmed the EU's pledge to cut down on the transition periods being requested, to provide for the firm indication of the EU's determination to force new members to adopt strict environmental protection standards before being allowed in, and to limit any transitional periods given to investment-heavy directives without direct influence on the internal market.

As may be noted from the table presented, the transition periods given vary from country to country, with Slovenia and Hungary being given up to 2015 to implement the Urban Waste Water Directive. But these long transitional periods given may cause problems with the European Parliament, which wants no transitional periods to last for more than five years. Although the MEPs cannot renegotiate the chapters already closed (even though provisionally), they have the right, like EU governments, to veto any country's accession.

As may also be noted from the table, the Candidate Countries were not all granted the same directives as transition periods, even though many had opted for the same, in their original respective position papers, prior to the start of negotiations. All though realise that, in the long term, environmental investments, although extremely hefty in certain areas, can ultimately improve their economic efficiency and boost productivity. Implementing the EU environmental directives help improve the health and quality of life of all citizens and

in monetary terms, the benefits are likely to be of the same order of magnitude, if not larger than, the costs of implementing the EU directives.

Malta is the latest and last candidate country from the ten front-runners to temporarily close the environment chapter, obtaining most of the transitional periods asked for in order to adapt to EU environmental standards. It is not that the country did not want to adopt the EU standards, but simply because there was much at stake and also so much to do and so little financial backup. Asking for extra time was important so as to be able to catch up within a realistic framework. Also, one of the hot issues with regard to Malta's negotiation stance was the hunting element, a traditional pastime in

Malta. Malta struck a deal with the EU on the environment chapter, which will eventually make it the only member state in which hunting in spring is permitted.

Financial Challenges

During this last decade, the vast majority of the candidate countries undertook a national environmental planning and priority-setting exercise, resulting in the National Environmental Action Programmes. The reports, which require regular monitoring and reviewing, result in long lists of actions for the country and include many investment projects and a good level of awareness of local environmental problems, but, as is the case with implementation, a source of problems with obtaining

Table 1: Directives granted for transition periods for the ten frontrunners

Country	Directives	Implemented by
Cyprus	Urban Waste Water	2012
	Packaging waste	2005
	Sulphur content of certain fuels	2005
Czech Republic	Urban Waste Water	2010
	Packaging waste	2005
Estonia	Urban Waste Water	2010
	Landfill Waste	2009
	Drinking Water	2013
	VOCs from petrol storage	2006
Hungary	Urban Waste Water	2015
	Packaging waste	2005
	Hazardous waste incineration	2005
	Air pollution from Large Combustion Plants	2004
Latvia	Drinking water	2015
	Landfill Waste	2004
	Urban Waste Water	2015
	Packaging waste	2007
	VOCs from petrol storage	2008
	IPPC	2010
	Asbestos waste	2004
	Health protection against ionising radiation	2005
Lithuania	Urban Waste Water	2009
	VOCs from petrol storage	2007
	Packaging waste	2006
Malta	Waste Water Treatment	2007
	VOCs from petrol storage	2004
	Air pollution from Large Combustion Plants	2005
	Drinking Water	2005
	Dumping of Dangerous Substances into Sea	2007
	To Reach Overall Recycling Target	2005
	Recycling of Plastics	2009
	Ban of Bottling of Soft Drinks in Plastic Bottles	2007
	Wild Birds Directive*	

Poland	Sulphur content of certain fuels	2006
	Shipment of Waste	2007
	Landfill Waste	2012
	Packaging waste	2007
	VOCs from petrol storage	2005
	IPPC	2010
	Discharge of dangerous substances into surface water	2007
	Health protection against ionising radiation	2006
Slovakia	Hazardous waste incineration	2006
	Discharge of dangerous substances into surface water	2006
	Urban Waste Water	2015
	VOCs from petrol storage	2007
	Air pollution from Large Combustion Plants	2007
	IPPC	2011
Slovenia	Urban Waste Water	2015
	Packaging waste	2007
	IPPC	2011

* In order to maintain the traditional patterns of hunting and trapping which have evolved as a result of Malta's particular bio geographical circumstances, Malta will apply a derogation to continue to allow hunting of turtledove and quail in spring. It will also continue to allow trapping. By end 2007, Malta will establish a full captive breeding system to maintain traditional trapping. A moratorium on new trapping licences was introduced in August 2002 and will apply throughout the transitional period.

the financial investment needed is obvious. Fortunately, but within limits, these future Member States are already involved in the European environmental policy via the Sixth Community Action Programme for the Environment, which covers the period 2001-2010, and that by the end of this year they would have also integrated within the European Agency for the Environment (EEA).

For all the applicant countries (and here one must also include Bulgaria and Romania), the development of the environmental programme requires hefty investment, and given the financial resources the candidate countries have available, this is not much. EU support will meet only a small proportion of the total needs. From studies carried out by the Commission, it transpires that the candidate countries need to spend between two to three percent of their GDP annually for full implementation. This may not present major problems to some of the countries, since it is evident that the investment needs differ considerably between the candidate countries. But all the countries need funding, sources which include loans from international financial institutions, bilateral grants and credit schemes, commercial bank loans (a number of banks are beginning to specialise in funding environmental infrastructure in the candidate countries) and the introduction of taxing schemes related to environmental damages, such as the polluter pays principle.

In 1999, the commission's technical team launched the Priority Environmental Programme for Accession (PEPA). The main role of the programme was and still is to support the development of implementation plans for the heavy investment directives such as the Urban Wastewater Treatment Directive, the Landfill Directive

and the Large Combustion Plants Directive, to mention but a few. It is of utmost importance that the candidate countries realise their priorities and work to achieve their goals accordingly. As stated in the Commission Communication (COM (2001) 304final), "*in the medium to long term, the candidate countries need to prioritise their investment needs systematically*" with this need extending "*far beyond accession*".

Conclusion

The transition periods given to the Candidate Countries may seem a lot to many but in actual fact they represent just a small proportion of what was originally asked for. A number of the countries in question had to identify and quickly determine the current status of compliance with specific directives, which could no longer be considered for transitional periods. This in turn put more pressure on the governments and their countries in revising their schedules for transposition and implementation, further strengthening their administrative capacities and ultimately having to amend their initial financial assessments.

The candidate countries need to work together in order to succeed in time for accession. Networking, training and exchange of ideas and practices contribute greatly to the success of the implementation of the environmental policy within their system. Exchanging their experiences will help accelerate the process and as can already be seen with a number of the candidate countries, they are increasingly willing to share their long-term investment plans with each other.

The challenges for the ten front-runners, Bulgaria and Romania are great. Although technical and financial

assistance has already been given to many of the countries, grants will still be needed for post-accession. EU support and other external assistance meet a very small proportion of the total needs for full implementation of the environmental acquis. What all the countries realise is that these steps are important for the individual country and ultimately for the well being of their citizens. What is also important for the Member States to realize is that these countries who until recently were considered to be backward in their environmental policies are slowly but surely catching up on them, possibly making their countries of a greater and a more protected environmental haven within a couple of years.

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¹ TV-link programme on *The Environment and Enlargement*. □

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Peter Goldschmidt

Development Manager

Over the past decades, the number of suppliers of training and advisory and related services to the public sector has grown appreciably. One of the reasons for this is that the EU Member States have, both individually and jointly within the framework of the EU, put increasing emphasis on research into and development of good practices as well as continuous training of their officials. However, this added emphasis has not been accompanied by equally growing resources in terms of time and money dedicated to the training, etc. The public sector has, therefore, also become increasingly demanding with regard to the contents and quality of these services as well as with regard to its choice of suppliers.

It is in realisation of these developments that EIPA established the position of a Development Manager and appointed Peter Goldschmidt to the position.¹

The overall responsibilities of the Development Manager are horizontal in nature, and they include general marketing of the institute and its services as well as identification of new interests and needs among both existing and potential clients. In addition to this, he supports EIPA scientific staff in individual project acquisition efforts.

Marketing

Like in other markets, the quality of the training and related services is in itself no guarantee for attracting participants to seminars or acquisition of contracts. It is increasingly important for training organisations such as EIPA to position themselves in the eyes and minds of the recipients of their services. Therefore, while dedicating itself to continuously improving the quality of both the contents and delivery of its services, EIPA has also decided to adopt a more active marketing strategy.

The Development Manager has therefore been given a number of marketing tasks related to increasing the visibility of EIPA. These tasks include brand building, streamlining of EIPA's advertisement strategy, identification of new and relevant marketing outlets, and the maintenance and continuous development of EIPA's mailing and expert lists.

Business Development

Attendance at EIPA's Open Seminars and Conferences (for which all interested parties can register, see for example the seminars listed in this publication or on EIPA's website www.eipa.nl, or request EIPA's Seminar

& Conference Catalogue) is growing. However, like other service providers, EIPA is subject to growing demands from the recipients and sponsors of education, training and related services with regard to, *inter alia*, substance, methodology and the price/quality ratio.

This poses interesting challenges to EIPA. On the one hand, there remains a need for broader and more academically oriented programmes which can provide a basis for continued European integration and understanding as well as for development of new legal or policy initiatives. On the other hand, EIPA is also expected to offer flexible time- and cost-efficient programmes and to introduce new methodologies and technologies, which meet the immediate specific – and often practical – needs of the various target groups.

In response to these challenges, EIPA's role is changing from merely being a provider of services to being a *service partner*, co-operating with clients to identify their needs and the most appropriate way of meeting these needs.

While all EIPA's staff are involved in developing new training, research and advisory offers, the Development Manager's primary tasks in this area are focused on consulting with existing and potential clients and EIPA staff with a view to identifying the interests and needs of the clients. This work also covers exploring new ways of identifying the needs and setting service objectives as well as new ways of delivering the services and measuring their results.

Closely linked to the above is the Development Manager's responsibilities vis-à-vis European countries, which are not members of the EU and with which EIPA has association agreements. The association agreements provide for the provision of certain services, and together with the EIPA contact persons in each of the associated countries, the Development Manager co-ordinates the delivery of these services.

Project Acquisition Tasks

Part of the Development Manager's work is also to work closely with EIPA's Programme Organisation Department to support colleagues with the preparation of tender proposals. The support may consist in collection and updating standard information required by the various procedures and tender formulas, providing advice on the creation of consortia and consortia agreements, reviewing proposals, etc.

The Development Team

The Development Manager is supported by a team² consisting of two part-time staff members: A programme organiser, Ms. Joyce Groneschild, who focuses on general marketing issues, and a management assistant, Ms. Caroline Diemel, who is responsible for the management and development of EIPA's mailing and experts lists. The team also includes a student assistant, Arjan Wierda, who supports the maintenance of the mailing lists as well as certain research for the Development Manager.

NOTES

¹ *Mr. Goldschmidt is a lawyer of education. Before joining EIPA, he held positions as attorney with an international law firm in Brussels, principal administrator in the Danish Ministry of Trade and Industry and senior consultant with the Danish School of Public Administration's international department. While in the ministry, he represented Denmark in various EU and international fora, and he was also seconded for three years to the European Commission. He joined EIPA at its Antenna in Luxembourg as a senior lecturer in 1997.*

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An Insiders View

Performance Management in the Public Sector: What Can We Learn from the Past?



Seán Fitzpatrick

Expert

I am an Irish Civil Servant of thirty years' standing. For most of that time I worked in the Department of Finance in Dublin, and since June 2001 I have been on secondment to EIPA in Maastricht, the Netherlands. Before coming to Maastricht, I spent about seven years working in the Centre for Management and Organisation Development, a unit of the Department of Finance. My main functions there involved the training and development of senior civil servants and the promotion of a major programme of change known in Ireland as the SMI/DBG. (Strategic Management Initiative – Delivering Better Government).

In my thirty years service, I have always been part of a bureaucratic system, with a hierarchy initially of superiors (I hate that word) and subordinates (I hate that too!). Political correctness changed this to supervisors and supervised over the years, and more recently to managers and job holders. Titles are easy to change, but it is much harder to change the culture, attitudes and beliefs in an organisation. In the course of my career I have been subjected to dozens of reform initiatives, many of which had little or no long-term impact. However, as a trainer, facilitator, consultant and especially as a public servant, I am happy to say that the latest initiative seems to be succeeding. I believe we have learned from past experience.

In this article, I propose to look at what it is that the public want, and what exactly we mean by “performance”. I also propose to examine “management” in a public service context and to explore the role of the manager in public sector reform. In doing so I will refer to some common themes in administrative reform, and finally I will propose some options for staff development to make the reforms stick.

What the public want

When Eamonn De Valera¹ was asked how he knew what the Irish people wanted from his government, he replied “I looked into my heart and knew”. These days we are

a little more scientific about things, and Irish Governments in recent years have consulted widely with all the social partners to find out. There is a clear demand for impartiality, simpler procedures, respect for the law, disclosure of information, high standards of service and value for money. They want the four Es – Economy, Efficiency, Effectiveness and Equity. They also want the truth. To quote another President, George Bush Snr, “Read my lips, no new taxes”. His failure to deliver on that promise is widely believed to have cost him a second term in office.

Common themes in Administrative Reform

There are very few administrations around the world that are not undergoing some type of reform programme at present. The reform agenda tends to focus on issues such as accountability of public bodies and individuals, with less emphasis on inputs and an increased focus on outputs and outcomes, as well as on improving performance and delivering quality services to the public. The objective is to change things for the better. In most cases, a strategic management approach is being adopted, with a strong emphasis on human resource management. Of course, reform of financial management also plays an important part in the process, as does the use of

information and communications technology. Regulatory reform is another major element in the drive for improved performance, openness and transparency.

Common Change Measures

Some administrations are moving from career-based systems to position-based systems while at the same time switching from a “command and control” style to participative management. Some are also shifting from unsuccessful annual performance appraisal schemes to the ongoing management of performance on a day-to-day basis. In Ireland we have introduced a new Performance Management and Development System (PMDS), which focuses on output targets, performance

**There is a clear demand
for impartiality, simpler procedures,
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indicators, critical success factors and the development of competencies. To put it another way, we are moving from the old input (budget and human resources) control model to one where the focus is on outputs and outcomes. The hierarchical structure remains the same, a pyramid with the Minister at the apex, but it has been turned upside down. Now the Minister, together with top and middle management, provides support, information and resources to enable the front-line troops to deliver quality services to the public.

Why Change?

Before SMI/DBG, there were growing forces for change in the Irish public sector, both internal and external. Externally, the public demanded better service, better value for money, and a reduction in the public service pay bill. The changing business environment meant that people were getting a better quality of service from the private sector than they had in the past, for example from banks and insurance companies, and they sought similar improvements from the public sector.

Internally, politicians, management and unions all had a change in mind, for various reasons. The unions were concerned that change could adversely affect the career paths of their members. Staff joked that the emphasis on transparency and accountability would drive managers to seek a Clerical Officer with a scapegoat allowance to take the fall if something went wrong. There were concerns that decentralisation would reduce the number of available promotion opportunities for their members in Dublin. Management were looking at what was happening elsewhere and particularly at the UK and New Zealand examples. There was a clear recognition of the need for change, but the extensive agencification as in the UK, or the wholesale firing of public servants as in New Zealand, were not very attractive options. They recognised the need for performance management and so the Strategic Management Initiative was born. Politicians felt the pressure from the public for better service and for transparency and accountability. Some said that only those doing the work could be expected to know all the details. The political commitment to the SMI project was set out in *Delivering Better Government* (1996) and the targets and expectations were reiterated in the Government's Programme for Prosperity and Fairness (PPF) in 1999.²

Actions in Progress

The programme is not yet complete and is an ongoing one. While it seems perfectly normal now, the process of consultation and participation was strange at first. Most people recognise now that without such a process, very little would have been achieved. At this stage all Departments have produced third or fourth generation Strategy Statements and developed business plans to

implement them. The Public Service Management Act 1997 formalised the delegation of functions within Departments. The programme of change includes a strong commitment to training and to Human Resource Development. From a base of around 1.5 % of total payroll spent on training and development in 1995, there is a commitment to spend 4% of payroll on it by the end of next year.

Much progress has been made in the key areas of Quality Customer Service, Regulatory Reform, Financial Management, Human Resource Management and the use of Information and Communications Technologies. This has been supported by the provision of money through a Change Management Fund. Under the heading of Human Resource Management, the HR Function has been refocused, with more responsibility falling on managers. A new system has been put in place to help managers to manage performance (including under-performance). Recruitment, promotion, tenure, equality are all under examination and a new Civil Service Code is being introduced.

On Regulatory Reform, the objective is the elimination where possible or at least the simplification of legislation to ensure its accessibility. Impact analysis is also being undertaken.

Financial Management changes include the development of a new management information frame-

work which includes financial and non-financial performance indicators, the delegation of authority for administrative budgets on a multi-annual

basis, and the regular review of programmes of expenditure to ensure they are achieving the intended outcomes. In relation to Information and Communications Technologies (ICTs), these are being used as change agents and a lot of progress has been made towards the introduction of Electronic Government, both for the provision of information services and for interactive service delivery. The aim is to provide fully integrated services via ICTs. One issue that may affect progress is the retention and development of ICT skills but maybe the dot.com crash will solve that one.

Partnership committees have been established at all levels to continue the process of consultation and participation that is so essential for success. Major training programmes have been rolled out to all civil servants on Partnership, on the Freedom of Information Act 1997, on the new Performance Management and Development System and on the new financial management model. As I mentioned earlier, this is an ongoing change programme and the level of change-related activity is more likely to increase than to decrease in the future.

Change – The only constant

Does the introduction of anything new bring your people to a grinding halt? Are they suffering from

The status quo is crumbling every day as organisations strive for improved performance.

“reform fatigue”? New public management, the re-engineering of time-honoured processes, new legislation, the transition to teamworking, “doing more with less”, revised reward systems, organisational restructuring, outsourcing ... the list is endless. Clearly, new competencies are needed if people are to cope. The status quo is crumbling every day as organisations strive for improved performance. As I already mentioned, the public expect four E’s – Efficiency, Effectiveness, Economy and Equity. There is no shortage of good ideas for change, but once a proposal for change gets the go-ahead, what do you do to make it happen? How do you deal with employees set in their ways? What if you have your own personal reservations? How do you rally people around a change that, in their minds, could jeopardise their jobs? What skills do managers need to become effective “change agents”?

One approach, which we are using in Ireland, is to create understanding. We need to understand change and its effect on people, communicate it better to people and exploit the positive opportunities change usually brings with it. We need to convert all opposition into partners in progress – and watch performance and productivity soar.

We need to regard our public servants as whole people, not just role people, and we need to adopt McGregor’s theory Y of motivation.

McGregor’s Motivation Theory X states that managers act as if people are lazy, dislike work and will avoid it if they can, that they have to be coerced, controlled, directed, threatened and given incentives to get them to do anything, that they avoid responsibility, have relatively little ambition and desire stability above all else. Finally, managers using theory X act as if people are indifferent to the needs of the organisation

Under McGregor’s Motivation Theory Y, on the other hand, managers act as if people find work as natural as rest or play, that they are self-motivated and self-controlled. Given satisfactory conditions, people find work a source of satisfaction and enjoy achieving results. They learn to accept responsibility, even to seek it, and work best when given responsibility and the freedom to achieve. Finally, theory Y managers believe their people can contribute more than is usually recognised and have talents that are under-utilised.

The Role of Managers

“Management is the art of getting things done through people” *Mary Parker Follet, 1868-1933*. Management is the process of planning, organising, leading and controlling the efforts of other organisation members and of using all other organisational resources to achieve stated organisational goals. In implementing change initiatives, managers need to help people be proactive about change – so they feel they have more ownership of the process, and less “victimised” by it. They also

need to create the ambassadors for progress that management expects and people need. If they can deal constructively with resistance, objections and apathy they are more likely to succeed. They may also have to coach those who want to adapt – but don’t know how. First and foremost, though, they need to recognise their own responsibility to the organisation and its people to develop the people they manage.

Staff Development – Options

As I am involved in the business of training public servants, you might expect me to recommend sending everyone on endless training courses until they are competent to do just about anything. I’m not going to do that. Firstly, training courses can sometimes be expensive and time-consuming. Secondly, there are some things people need to develop that not even the greatest training session in the world could deliver. They need specific knowledge, skills and attributes to do their job well. What does the person need to know in order to do the task? How detailed does the knowledge have to be? Can you itemise the knowledge required? What skills are needed? Skills may be manual, e.g. keyboard skills, or interpersonal, e.g. giving information, listening to problems, negotiating solutions, or they may be cognitive, e.g. analysing, evaluating, computing. What personal qualities are required to perform the task effectively? For example, do they need to take the

initiative, do they need to have a drive to achieve, do they need commitment, or good judgement? And finally, what behaviour is

required to be demonstrated? e.g. to deal with customers in a prompt, efficient and courteous manner?

Any new entrant to the organisation should undergo induction training, ideally at an early stage and before some disgruntled old hand tells them the “real story around here”. There is no real expense involved in delivering such training in-house, and the bad effects of “negative socialisation” can be avoided.

Managers can do a lot to develop their own people, while at the same time freeing up some of their own busy schedule. By delegating and coaching, they can pass on their own knowledge and skills, and maybe even learn something themselves. Giving both positive and constructive feedback (and seeking the same) is a central plank in managing and developing people. Whether it is in the context of a formal appraisal or more informally, feedback helps people to know what their role is, what they have to achieve, how they are getting on and what they need to do to improve. Try catching people doing something well and praise them for it. Counselling can help where problems occur. Mentoring can also be a useful tool. Simply improving the flow of information can have a very beneficial effect on performance. Briefing sessions, staff exchanges, sending people to meetings and seminars are all helpful and can often be seen by those sent as a form of reward or recognition. Ensuring

“Management is the art of getting things done through people”

regular mobility helps to prevent staleness and avoids the danger of people getting stuck in a rut. It also helps to generate new ideas, as a fresh pair of eyes CAN see the wood and the trees. Of course, there is also a very important role for formal training and professional education. My point is that it should not be the only port of call.

Conclusions

We have learned from past experience that change efforts require leadership. Any new change initiative has to be led from the top, in Ireland at Secretary General level. There needs to be priority allocation of time, agreed consultation arrangements, mechanisms to signal difficulties, and it requires fairness and transparency with maximum clarity in defining key concepts. There is also a need for the acknowledgement of exceptional circumstances and a methodology to address variations across the public service. Consultation, participation

and communication are key to the successful implementation of change to improve performance. To quote Neil Kinnock, Vice-president of the European Commission at the recent 2nd Quality Conference for Public Administrations in the EU which was held in sunny Copenhagen, "Tell them the truth. And keep telling them until they believe you".

NOTES

- ¹ Former Prime Minister and former President of Ireland.
- ² For more information please see www.bettergov.ie where you will find a recent review of progress on the whole SMI/DBG programme which was conducted by PA Consulting Group. □

Regionale Verwaltungen auf dem Weg nach Europa: Eine Studie zu den Instrumenten und Praktiken des Managements von “Europa” in ausgesuchten Regionen*



Die Frage nach der Mitwirkung der Regionen am europäischen Integrationsprozess und nach dem politischen, ökonomischen und sozialen Zusammenhängen zwischen europäischer Integration und subnationaler Mobilisierung sind seit geraumer Zeit Gegenstand der wissenschaftlichen Forschung und der politischen Diskussion. Der modische Begriff des europäischen “Mehrebenensystems” zeugt dabei von der insgesamt hohen Bedeutung, die der regionalen (und lokalen) Ebene heute im Prozess des Zustandekommens und der Umsetzung und Anwendung europäischer Regelungen, kurz innerhalb des europäischen Regierungssystems zugemessen wird. Wenig Beachtung hat aber bisher das alltägliche “Management von Europa” in Politik und Verwaltung auf regionaler Ebene gefunden. Hiervon handelt die vorliegende Studie: von der “Europäisierung” der regionalen Verwaltungen und von den Instrumenten, Prozessen und Praktiken des Umgangs mit “Europa” auf der Ebene regionaler Verwaltung in einigen ausgesuchten Staaten (Belgien, Großbritannien, den Niederlanden, Österreich und Spanien). Sie handelt davon, wie und

in welchem Umfang europäische Regionen eine eigene Verwaltungskapazität zur Aufnahme, Verarbeitung und Steuerung europäischer Informationen und Chancen entwickelt haben. Die Studie zeichnet ein Bild der erheblichen Anstrengungen, die unternommen worden sind, um auf regionaler Ebene eine europäische Verwaltungskapazität aufzubauen. So sehr sich die Instrumente und Mechanismen hierbei unterscheiden, stehen eine Reihe gemeinsamer Zielsetzungen im Vordergrund: die Fähigkeit zur Aufnahme und Verarbeitung von Informationen, Instrumente zur Festlegung, Bündelung und Abstimmung europäischer Prioritäten, Strategien und Initiativen, die Wahrung eines kohärenten Auftretens in den Außenbeziehungen und die Umsetzung des Gemeinschaftsrechts. Den jeweiligen Brüsseler Repräsentanzen der Regionen kommt in diesem Zusammenhang ebenso eine besondere Rolle zu wie, in einigen Regionen, der gezielten und strategischen Zusammenarbeit und Vernetzung mit einer Vielzahl öffentlicher und privater Akteure. Auch ist allen Regionen gemein, dass die Instrumente zur Abstimmung von Zielen und Strategien und zur Herstellung eines kohärenten Auftretens sich insgesamt als “weich” bezeichnen lassen. Während die europabezogene Koordinierung auf nationaler Ebene einen zum Teil verbindlichen Charakter annimmt, lässt sich die Abstimmung und Bündelung der europabezogenen Aktivitäten auf regionaler Ebene durchweg als prozessorientiert darstellen. In einer als Netzwerk zu fassenden Organisation europäischer Kapazität in den regionalen Verwaltungen dient die Förderung des Kommunikations- und Austauschprozesses dem Ziel der Entwicklung einer gemeinsamen Sichtweise und gemeinsamen Handelns. Die Studie will nicht zuletzt den regionalen Akteuren selbst Anlass geben, durch das Lernen von anderen und den gegenseitigen Austausch von Erfahrungen und guten Praktiken die Stärkung der eigenen “Europafähigkeit” als anhaltende Aufgabe einer gezielten Planung zu betrachten. Die Vielzahl an Erfahrungen der in der Studie untersuchten Regionen zeigt den Nutzen auf, der daraus gezogen werden kann.

* Christian Engel und Alexander Heichlinger, EIPA 2002, 239 Seiten, ISBN 90-6779-171-7 : € 27.20
Nur auf Deutsch erhältlich

NEW PUBLICATION

Seminar

Intellectual and Industrial Property Rights in Europe: Where do we stand?

Luxembourg, 21-22 November 2002

The case of intellectual and industrial property rights in Europe is a *casus mixtus*: national, international and EU rules – partly harmonized, partly uniform – apply in parallel or compete. This mix includes aspects of the *acquis communautaire* – such as Community trade mark rules, Community plant variety rights, designations with regard to Community designs as well as discussion of establishment of Community patents – as well as national intellectual and industrial property rights. In addition, this area also implicates certain aspects of constitutional law: The Treaty of Nice opens the door for setting up a judicial panel for intellectual property rights cases.

This seminar will discuss questions such as the following:

- What is the state of play with respect to judicial protection of intellectual and industrial property rights? How does the *Alicante*-system function?
- What does the experience of the CFI and the ECJ with the avalanche from *Alicante* indicate?
- Is it justified to speak of a new special body of case-law?

This seminar will try to find a common thread, or threads, through the massive range of recent legislative and judicial developments.

The working languages of the seminar will be English and French, with simultaneous interpretation provided.

For more information and registration forms, please contact:

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Workshop

Leadership – Strategies for Successful Development

Maastricht, 25-26 November 2002

Today, organisational change is a matter of daily business, but it is often very hard to achieve this in an efficient way. There are many reasons for this, such as:

- a very strong traditional culture of the organisation;
- future targets and requirements which are not defined or communicated well.

Nowadays, modern leaders are the key players in building up this structure of a “Learning Organisation”, where members continuously develop their abilities, understand complex processes, clarify their visions and develop potential models. They are the architects of the Learning or Developing Organisation (Senge 1990). Organisations need innovative and effective concepts to support their leaders with this main challenge.

This workshop is intended for those who work as human resource managers within public administrations. Like personnel in Learning Organisations, we will come together as experts in leadership development in order to learn from each other, to talk about successful concepts in leadership development, to analyse the mistakes we have made, and to discuss the challenges that face leadership.

We will focus on the following two issues:

- best practice in leadership development concepts;
- how to convince your leaders of the importance of these concepts and how to achieve them in practice.

Finally, the approach of the workshop, which involves organiser facilitation of multinational groups, should also offer you the opportunity to develop contacts and networks across Europe for the sharing of concepts, tools etc.

“Let us realise the spirit of a Learning Organisation!”.

Please note: this seminar is designed as an interactive workshop and not as a traditional conference. There will be short presentations given by the organiser’s team but no presentations or lectures in the traditional sense. As such, the success of the seminar depends very much on the motivation of the participants and their interest in sharing the experiences of their home administrations.

The organiser’s team will be composed of three experts from Great Britain and Germany (“Hattingen Office of Personnel and Organisational Development”) and will be supported by one expert from the European Institute of Public Administration.

For more information and registration forms, please contact:

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Seminar / Séminaire

European Negotiations

Négociations européennes

Maastricht,

25-29 November 2002 / *du 25 au 29 novembre 2002*

10-14 March, 23-27 June, 6-10 October, 24-28 November 2003 /

du 10 au 14 mars, du 23 au 27 juin, du 6 au 10 octobre,

du 24 au 28 novembre 2003

This is a practical programme which aims to explore and define the strategies and tactics inherent in negotiations at the European Union level. This programme adopts a twofold approach. On the one hand, progressive simulation exercises will enable the participants to experience genuinely recreated negotiations and transform them into a laboratory to reflect on ways and means of optimising the experience of European negotiations. This programme obviously aims to help participants to improve their negotiation abilities and therefore places emphasis on practical skills development. For this particular purpose, individual performance cards will be drawn up and made available by the trainers. On the other hand, sessions in which debriefing of the simulations will take place will present both theoretical and empirical research on the factors which influence negotiations. Such factors include good preparation, particular techniques of negotiation, cultural patterns, communication skills and personal style. Similarly, the EU context is presented highlighting *inter alia* the institutional intricacies, Council rules of procedure, and the roles of the Presidency, the European Commission and the Parliament in negotiations. Finally, the multinational composition of the group should also offer participants an opportunity to discover together the special dynamics of the European negotiations in this intensive and highly participatory programme.

The working languages are English and French. Simultaneous translation will be provided.

Ce séminaire, à caractère pratique, vise à explorer et à définir les stratégies et tactiques inhérentes aux négociations à l'échelle de l'Union européenne. La méthode du programme est double. D'une part, des exercices de simulation progressifs permettent aux participants de recréer plusieurs situations authentiques de négociations et de les transformer en un laboratoire où ils pourront réfléchir sur la façon d'optimiser l'expérience des négociations européennes. Ce séminaire est avant tout conçu pour aider les participants à perfectionner leurs talents de négociateurs, et met donc l'accent sur le développement des aptitudes pratiques. A cette fin, des fiches d'action personnalisées seront préparées et distribuées par les formateurs. D'autre part, des sessions d'évaluation des simulations présentent à la fois des recherches théoriques et empiriques sur les facteurs qui influent sur la négociation: la bonne préparation, les techniques particulières de négociation, les traits culturels, les canaux de la communication et le style personnel. Le contexte de l'Union européenne est lui aussi présenté, et en particulier les rouages institutionnels, les règles de procédure au sein du Conseil ou encore le rôle de la Présidence, de la Commission et du Parlement européen dans les négociations. Enfin, la composition multinationale du groupe devrait offrir aux participants une occasion unique de découvrir ensemble la dynamique particulière des négociations européennes dans ce programme intensif et fortement participatif.

Langues de travail: anglais et français (l'interprétation simultanée étant assurée).

For more information and registration forms, please contact:

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Seminar

An Insight into the Primary Care Sector: Bayern (D), Östergötland (S) and Veneto (I)

Milan, 28-29 November 2002

The European Training Centre for Social Affairs and Public Health Care (CEFASS), EIPA's Antenna in Milan, is organising a seminar on public health care, focusing on the primary care sector.

During the last decade, the primary care sector has been faced with new financial and economic constraints. However, there has been little attention for the changes that have been taking place in order to manage these constraints (e.g. the introduction of the budget). The seminar will look into three European health care systems (Germany, Sweden and Italy) and study three regions more closely, i.e. Bayern in Germany, Östergötland in Sweden and Veneto in Italy. The focus will be on the provision of primary care services and on the experiences that have characterised the primary care sector in the three abovementioned countries as regards the organisation of the services and the challenges faced.

Target Group:

Staff responsible for the organisation and provision of health care (e.g. health administrators, health care managers, general practitioners).

Objectives:

The seminar will offer the participants the opportunity to broaden their knowledge about the way primary care services are provided in the abovementioned European countries and will allow them to compare and discuss their experiences.

The working language of the seminar will be English.

For further information and registration forms, please contact:
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Conference

Keep Ahead with European Information

Maastricht, 28-29 November 2002

The European Institute of Public Administration (EIPA) and the European Information Association (EIA) are jointly organising the fifth annual conference “Keep Ahead with European Information” to be held at EIPA, Maastricht, on 28-29 November 2002.

The conference is aimed at experienced European information professionals. It will look at new and important issues, products and services of interest to those who work daily with European information.

The conference is open to officials working in the EU and other European and international organisations, information professionals working with EU information as well as related organisations, and anyone else interested in the issues to be discussed.

The following items are on the programme of this years' conference:

- Information and Communication Strategy for the European Union;
- Interactive Policy Making;
- Communication by and Information from DG Justice and Home Affairs and DG Enlargement;
- Information and Communication Activities of the European Anti-Fraud Office (OLAF);
- The Registers of Documents of the European Parliament, the European Commission and the Council of the European Union;
- Recent Developments and Future Initiatives at EUR-OP;
- EU Legislation: Consolidation, Codification and Recasting;
- EULEX Project: Access to the Texts of National Measures Implementing Community Directives.

The working language of the conference will be English.

For more information and/or registration forms, please contact:

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Conference

The Europeanisation of Civil Services and Personnel Policies: Myths and Reality

Maastricht, 2-3 December 2002

The fact that the Community has no competence to regulate the national public services does not mean that European integration has no effect on national public services. On the contrary: national public services are increasingly being influenced by the European integration process practically by the backdoor.

The question regarding the impact of the integration process on national administrations and public services has – despite different views – been basically left unanswered. In fact, nobody can say for sure where the influence of the EU on national civil services and personnel policies starts or ends.

There are however some common developments that result from general internationalisation and modernisation efforts in several areas. The following trends can be seen:

Traditional career models such as those in the Federal Republic of Germany and France are not developing in the direction of traditional position systems (the Netherlands and Sweden). Conversely, it cannot be said that the latter systems are developing into traditional career systems. Nevertheless, both systems show clear trends of “flexibilisation” (in working hours, employment contracts, holidays, etc.) and “opening up” (of careers, more mobility between public and private sector, reform of recruitment systems).

In terms of civil service law, the biggest differences can be seen in *pay and pension schemes*. However, it is exactly in these areas that reforms have taken place everywhere and these reforms are very similar in terms of objectives and choice of instruments. As regards pension schemes, there is a gradual approximation with traditional social security systems. Furthermore, private insurance schemes are being introduced – where they do not already exist – and calculation bases are being changed to the disadvantage of civil servants (e.g. pensions calculated on the basis of average income instead of final pay, etc.). Europe-wide trends towards more flexibility can also be seen in pay schemes (e.g. performance-related pay schemes). As regards the *social dialogue*, there has been a notable trend towards decentralisation of the dialogue in some countries.

Equal treatment of men and women. All Member States have enshrined the equality principle in their constitutions. In addition, Art. 137 and Art. 141 of the EC Treaty (and secondary legislation) require that changes be made in national law so that the demands of the integration process can be met. However, in practice there are still major differences where it concerns the share of women in top positions, equal pay, access to the public sector, equality provisions, etc.

In all Member States, instruments to increase geographical, occupational and intraministerial *mobility* are being introduced. In addition, recruitment procedures are being modernised and made more flexible in order to attract qualified applicants from the private sector.

The seminar is targeted at public officials from all Member States and the candidate countries, especially those working in the field of human resource management. The purpose of the Conference is to shed some light on the relation between the EU integration process and the ongoing process of reforms in national civil services and human resource management. The Conference will also provide ample opportunity to exchange experiences and to network. Speakers from all over Europe will be invited.

The Conference will be held in English.

For more information and registration forms, please contact:

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Colloquium / Kolloquium

The Mutual Recognition of Diplomas

A quest for a more effective/efficient operation

Die gegenseitige Anerkennung von Berufsabschlüssen

Auf der Suche nach einer effizienteren Vorgehensweise

Maastricht, 2-4 December 2002 / 2.-4. Dezember 2002

This colloquium is an updated repetition of the one held in June of this year, the response to which exceeded our capacity; this time it will be held in English and German.

It aims to review and improve the understanding of the Community framework of the recognition of diplomas and to address remaining problems by bringing together experts and practitioners. It provides an opportunity for officials and professionals who deal with this subject on a daily basis to meet and discuss the operation of the various national systems. The systems and approaches used by Member States will be reviewed and the upcoming reforms will be discussed. The European Commission is expected to announce reform proposals soon and these will also be examined. Through this comparative review ideas can be developed to improve the system used, also making it possible to eliminate minor problems in a pragmatic and unbureaucratic manner. There will be ample opportunity to exchange experiences and discuss ideas. Discussions will focus mainly on measures taken at European level, but national actions will also be covered. These discussions will involve officials who manage the respective systems. It is thus the perfect occasion to seek clarifications and discuss ideas on improvements, as well as an opportunity for 'troubleshooting'.

This colloquium is designed to address the needs of a wide spectrum of officials, professionals and other interested persons, although it is primarily aimed at officials who are involved in the process of recognition of foreign diplomas and qualifications. However, the colloquium will also be useful to policy makers and advisers on EU issues, academics who teach EU law and policies and, of course, to those responsible for granting diplomas and developing the corresponding curricula.

The working language of this seminar will be English and German (simultaneous interpretation will be provided).

Dieses Kolloquium ist die Wiederholung eines Kolloquiums vom Juni 2002, bei dem das Echo unsere Kapazität übertraf. Diesmal wird das Kolloquium auf Englisch und Deutsch abgehalten.

Ziel des Kolloquiums ist eine Verbesserung des Verständnisses und der Handhabung des EU-Systems zur Anerkennung von Diplomen und Berufsabschlüssen. Erreicht werden soll dieses Ziel durch einen intensiven Austausch von Erfahrungen und Ideen, die in mehreren Ländern entstanden sind. Durch das Zusammenbringen von Experten und Betroffenen können die verbleibenden Probleme beleuchtet und in der Folge durch praktische Maßnahmen verringert werden. Das Kolloquium bietet daher eine Gelegenheit für Beamte und alle diejenigen, die täglich mit dieser Materie befasst sind, sich zu treffen, die unterschiedlichen Wege, die die Staaten eingeschlagen haben, kennen zu lernen und ihre Arbeitsweise vergleichend zu erörtern. Die anstehenden Reformen werden ebenfalls behandelt, insbesondere die Vorschläge der Europäischen Kommission.

Durch diesen vergleichenden Über- und Rückblick können Ideen zur Verbesserung des Systems entwickelt werden sowie kleinere Probleme durch pragmatische und unbürokratische Schritte aus der Welt geschafft werden. Die Gespräche werden mit Beamten geführt, die die entsprechenden Systeme verwalten, und das Kolloquium ist daher eine ideale Möglichkeit, um Klärungen zu erhalten, Verbesserungsvorschläge zu erörtern sowie generell Problembeseitigung zu betreiben.

Das Kolloquium richtet sich dementsprechend an ein weites Spektrum von Personen: Beamte, Berufsberater und andere interessierte Kreise, die sich mit der Anerkennung ausländischer Abschlüsse befassen. Es ist darüber hinaus für Entscheidungsträger und Berater in EU-Angelegenheiten, Spezialisten und Dozenten auf dem Gebiet des EU-Rechts und natürlich diejenigen, die Diplome ausstellen und Lehrpläne erstellen, nützlich.

Die Arbeitssprachen sind Deutsch und Englisch. (Eine Simultanübersetzung wird zur Verfügung stehen.)

For more information and registration forms, please contact /
Weitere Informationen und Anmeldeformulare sind erhältlich von:

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Seminar

Pension Systems – Defusing a Time Bomb The Economic, Budgetary and Social Implications and Strategies for Future Reforms

Milan, 5-6 December 2002

The European Training Centre for Social Affairs and Public Health Care (CEFASS), the Antenna of EIPA in Milan, is organising a seminar on the pension systems of the EU Member States. Particular attention will be paid to the impact of current reforms on the Single Market and on supplementary pensions.

Target group:

Staff of pension funds and insurance companies, as well as civil servants from the Member States and the candidate countries who work in the field of the cross-border provision of pensions.

Description:

Pensions in the EU need to be modernised urgently; this involves both the private and the public sector. Industry and consumers can look forward to the benefits of the Euro and to greater financial integration. However, the segmentation of the pension market remains significant. The issue of ageing has been placed on the European and national political agendas. In July 2002, the Member States will submit the first national strategy reports on their pension reforms to the Council and the Commission. The following questions will be dealt with:

- What is the impact of ageing on public finance and the financial markets?
- What can people working with pensions learn from Member States that have already achieved something in this field?
- Assessment of ongoing reforms in the Member States: will they last?

Objectives:

At the seminar, participants will gain insight into pension policies in the EU, and best practices in reforms undertaken by nearly all Member States will be discussed.

The working language of the seminar will be English.

For further information and registration forms, please contact:
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Legal Seminar

Public Procurement Law – Legislative Developments and Recent Case Law of the European Court of Justice

Maastricht, 5-6 December 2002

The European Institute of Public Administration is organising a *Legal Seminar* on “Public Procurement Law – Legislative Developments and Recent Case Law of the European Court of Justice” which will take place at the European Institute of Public Administration in Maastricht, the Netherlands, on 5-6 December 2002.

Objectives:

This *legal seminar* aims to present and discuss the current reform and legislative developments in public procurement at EC level in the classical sector and utilities. These legislative reforms will be assessed from a legal perspective and discussed in the context of the case law of the European Court of Justice (ECJ). Considering the growing significance and impact of the case law of the ECJ on European public procurement policy and legislation, specific attention will be paid to recent trends in the ECJ’s case law in the field of procurement, including case law on remedies.

Target Group:

The seminar should be of interest mainly to the legal profession (lawyers, judges) as well as to policy makers, public officials, and academics.

Contents:

The following topics will be covered:

- Legislative Developments in Public Procurement: The Classical Sector
- Legislative Developments in Public Procurement: Utilities and Other Issues
- Assessing the Legislative Reforms: A Legal Perspective
- The Legislative Package in View of the Case Law of the European Court of Justice
- Recent Trends in the ECJ’s Case Law in the Field of Public Procurement
- Case Law on Remedies – Is There a Need for Reform towards Effective Enforcement?

The seminar will be conducted in English with simultaneous interpretation in German and/or French. Please note that interpretation will be subject to a minimum number of participants requiring translation. Please indicate your language of preference on the registration form.

**For background information on public procurement in Europe and EIPA activities
related to public procurement, please consult:
<http://www.eipa-nl.com/public/Topics/Procurement/procure.htm>**

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Seminar

Current Trends in the Case Law of the Court of Justice, the Court of First Instance of the European Communities and the EFTA Court

Luxemburg, 5-6 December 2002

This seminar, which is organised on an annual basis, will highlight case law which has contributed in a significant way to the development of the *acquis communautaire*, particularly as relates to implementation in the courts and other tribunals of the Member States. The presentations and discussions will focus on the most notable court cases of the previous year, evaluated on the basis of their impact, or anticipated impact, on the functioning of the legal system of the European Union. These are cases which have clarified or called into question EC legislation or prior European jurisprudence, often expanding or contracting the reach of EC/EU law. The speakers will include persons coming from the courts themselves, who have been involved with the development of the case law, as well as other legal professionals working in the respective areas.

The first day of this year's seminar will focus, in the broadest sense, on the individual within the European Union. Topics which will be addressed include recent decisions by the ECJ and CFI on the rights of individuals to bring a challenge before these courts, the notion of a court of last instance with respect to requests for preliminary rulings, the rights of individuals (EU and non-EU nationals) and their impact on free movement of persons, as well as the first cases brought under the EU Third Pillar. The second day will focus on the functioning of the internal market, considering cases which have addressed issues such as mergers and concentrations, the role of the State (state aid and golden shares), and the assignment and protection of trade marks. The final session of the day will look to the recent jurisprudence of the EFTA Court, and consider its significance within a wider European context.

The working languages of the seminar will be English and French, with simultaneous interpretation provided.

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Seminar

Integrated Coastal Zone Management for Practitioners

Maastricht, 9-10 December 2002

Target Group:

An international audience of public officials and interested persons working / dealing with coastal zone management issues.

Description:

The objectives of the seminar is to introduce and discuss ongoing developments in coastal zone management – a field being promoted by the Commission – bringing together all the different local, regional, national and Europe-wide policies which have an impact on the coastal zones of Europe and its immediate environment. The seminar will provide an introduction to the subject and will focus on specific directives relating to coastal zone management as well as on multinational, national and regional approaches to the subject.

Method:

A combination of presentations, including case studies, as well as discussions on different systems being used in different national and international regions.

Objectives:

At the end of the seminar the participants should have a better understanding of what has been proposed by the Commission and what different European states are doing both at an international and national level with regard to coastal zone management issues.

Contents:

The following topics will be covered:

- Coastal Zone Management in the European Union
- Protecting Coastal and Marine Ecological Corridors: an essential element for Coastal Zone Management
- International co-operation: The Trilateral Wadden Sea Project – ICZM in practice
- Climate Change: Is it really effecting our coasts?
- The Importance of the Water Framework Directive in the Management of Coastal Zones
- Agriculture and Coastal Zone Management
- The analysis of mutual dependences between environmental and economical activities: Working Tools for the Management of Coastal Zones

The seminar will be conducted in English with simultaneous interpretation in French. Please note that interpretation will be subject to a minimum number of participants requiring translation.

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Seminar

Die Europäische Union verstehen und gezielt recherchieren

Ein Seminar (Speziell, aber nicht nur)
für Übersetzerinnen und Übersetzer

Maastricht, 9.-11. Dezember 2002

Das Europäische Institut für öffentliche Verwaltung (EIPA) in Maastricht wird vom 9.-11. Dezember 2002 unter dem Titel „Die Europäische Union verstehen und gezielt recherchieren“ erneut ein Einführungsseminar zum Thema Europäische Union für Übersetzerinnen und Übersetzer mit Deutsch als Arbeitssprache veranstalten.

Das Seminar soll helfen, ein umfassendes Grundwissen über die Europäische Union zu erwerben, mit dessen Hilfe europabezogene Texte verstanden und eingeordnet werden können. Daneben werden die elektronischen Werkzeuge –Rechts- und Terminologiedatenbanken – erläutert, die über das Internet ein Auffinden authentischer Übersetzungen offizieller Dokumente sowie den Erhalt der korrekten Terminologie ermöglichen.

Die Teilnahmegebühr beträgt EUR 600 und beinhaltet die Dokumentation, drei Mittagessen und ein Abendessen.

Weitere Informationen und Anmeldeformulare sind erhältlich bei:

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Seminar

Committees and Comitology in the Political Process of the European Community

Maastricht, 22-24 January 2003

Committees play a significant role in the various phases of the political process in the European Community. They participate in designing, deciding and implementing EC policy: expert or advisory committees help the Commission in the process of drafting legislation; Council working parties or committees prepare decisions of the ministers; and in the process of implementation, so-called 'Comitology' committees supervise the implementation of EC law.

The seminar is designed to help civil servants from the Member States and the Community institutions to gain a better understanding of the role these committees play in the policy process both from a theoretical and from a practical point of view. In the first part of the seminar a typology of committees – based on their function in decision-making – will be developed, followed by simulations and case studies of the various types of committees designed to illustrate the role they play in the policy process and the way they operate.

Particular emphasis will be placed on the new rules for Comitology committees as laid down by Council Decision 1999/468 of June 1999.

The combination of theoretical discussions and interactive learning will give participants the opportunity to improve their theoretical and practical knowledge of the work of committees in all aspects of Community policy-making and implementation

The seminar will be conducted in English.

For more information and registration forms please contact:

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Seminar

Counter Terrorism: Air Transport Security and Border Management

Maastricht, 20-21 February 2003

September 11th was an event that shook the world. One year on: what has changed?

Has air transport security and border management improved at EU level? Have the measures and actions approved at international level and in co-operation with third countries for counter terrorism been successfully implemented? What has the impact on the different practices been on the EU Member States and the candidate countries? What have the consequences been for EU citizens and for citizens of the candidate countries?

EIPA is organising a two-day seminar in which to answer these and other questions. Moreover, this seminar will provide a forum for discussion, which will allow extensive networking and the launching of new ideas for future work and future actions.

The seminar is practice oriented, based both on lectures and workshops, where participants can discuss security issues, compare national practices and try to find common solutions, as well as to identify best practices to better security and to see different approaches to problems that affect all.

The target group of the seminar includes officials working in security and border control at airports, airline management and related entities, as well as decision makers and academics working in this field.

The working language of the seminar will be English; simultaneous interpretation will be provided for French and/or German, if sufficient demand arises.

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Understanding Decision-Making in the European Union: Principles, Procedures, Practice

Comprendre le processus décisionnel de l'Union européenne: Principes, procédures et pratique

Maastricht, 27-28 February 2003, 12-13 June 2003, 22-26 September 2003, 27-28 November 2003 /
les 27 et 28 février 2003, les 12 et 13 juin 2003, les 25 et 26 septembre 2003, les 27 et 28 novembre 2003

The European Union encompasses cooperation in an ever greater number of policy areas. This cooperation is taking place in an ever greater number of different ways, and involves more and more different actors. To understand EU decision-making processes, one cannot only think of a "Community method" in some fields and "intergovernmentalism" elsewhere, nor limit attention to European law. The "open method of coordination" and other forms of soft law are increasingly employed in the social sphere. At the same time, the Union is consolidating cooperation in Justice and Home Affairs and rapidly developing new external capabilities through the common European Security and Defence Policy. In this context, it is increasingly difficult as well as important to be aware of how European cooperation works in the different fields.

These two-day seminars are intended for all those interested in obtaining a broader understanding not only of how the European Institutions are evolving but also of how different types of policy are now being managed. They will be particularly useful for junior public officials and representatives of organisations involved in European programmes, who will be helped to develop rapidly in their specialisation while having a good feel for the bigger picture.

The courses start by presenting the functioning of the European institutions and their interaction in the classic policy cycle, which remains an essential starting point for understanding the Union. The sessions on decision-making in the Community legislative process include a simulation of a Council working party and a case study illustrating the operation of the co-decision procedure, as well as a practical guide to EU documentation on line. Some of the new methods of cooperation will then be examined. Finally, the evolution and operation of the Second and Third Pillars will be examined, including a case study on the European Union's crisis-management capabilities.

The seminars will be held in English with simultaneous translation in French.

La coopération au sein de l'Union européenne touche des domaines de plus en plus nombreux. Réunissant des acteurs très différents, cette coopération se traduit aujourd'hui sous diverses formes. Pour bien comprendre les processus décisionnels européens, on ne peut se contenter de considérer la "méthode communautaire" dans certains domaines et la "méthode intergouvernementale" dans d'autres, ni limiter son attention au droit européen. On voit émerger la "méthode ouverte de coordination" et d'autres formes de droit non contraignant sur le terrain social. Dans le même temps, l'Union est en train de consolider la coopération dans les domaines de la justice et des affaires intérieures et de développer rapidement de nouvelles capacités externes à travers la politique européenne commune en matière de sécurité et de défense. Dans ce contexte, il s'avère donc de plus en plus difficile mais nécessaire d'appréhender le fonctionnement de la coopération européenne dans les différentes sphères.

Ces séminaires de deux jours s'adressent à tous ceux qui veulent acquérir une meilleure compréhension des institutions européennes et de leur évolution, et de la façon dont les différentes politiques communautaires sont gérées à l'heure actuelle. Ils seront particulièrement enrichissants pour les jeunes fonctionnaires et représentants d'organisations participant à des programmes européens, qui pourront ainsi bénéficier d'un soutien pour évoluer rapidement dans leur domaine de spécialisation tout en disposant d'une vision plus large.

Les séminaires débuteront par une présentation des institutions européennes et de leur interaction dans le cycle politique classique, point de départ essentiel pour comprendre l'Union. Les sessions consacrées à la prise de décisions dans le processus législatif communautaire comporteront une simulation d'une réunion d'un groupe de travail du Conseil, une étude de cas illustrant le fonctionnement de la procédure de codécision, de même qu'un guide pratique de la documentation européenne en ligne. L'on examinera également certaines nouvelles méthodes de coopération. Enfin, les séminaires s'intéresseront à l'évolution et au fonctionnement du deuxième et du troisième pilier, notamment à partir d'une étude de cas sur les capacités européennes de gestion des crises.

Les séminaires se tiendront en anglais, avec traduction simultanée en français.

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Seminar

Financial Management of EU Structural Funds

Die Finanzverwaltung im Rahmen der EU-Strukturfonds

Maastricht, 24-25 March 2003, 2-3 October /
24.-25. März 2003, 2.-3. Oktober 2003

The European Institute of Public Administration (EIPA) is organising a seminar on the theme "**Financial Management of EU Structural Funds**". This seminar will take place on 24-25 March 2003 at EIPA's premises, located in the centre of Maastricht, the Netherlands. The seminar will be conducted in English with simultaneous interpretation in German. Simultaneous interpretation will be provided (please note that interpretation will be subject to a minimum number of participants requiring translation).

The objective of this seminar is twofold: (1) to bring together practitioners at European, national and sub-national level as well as academic experts in order to share experiences and identify cases of good practice in financial management of Structural Funds in different Member States; and (2) to discuss ways to implement financial management rules such as the n+2 rule, 5% controls, different co-financing rates, etc.

The speakers at the seminar will be high-level representatives of the European Commission as well as of various Member States' authorities. The seminar also includes sessions during which case studies will be presented which should encourage the participants to exchange practical examples and experiences in managing the EU Structural Funds.

The seminar is intended for public officials from national, sub-national and local authorities and other public bodies of the EU Member States and associated countries working with Structural Funds, as well as for academic experts.

As the seminar will be of a participatory nature, the participants will be strongly encouraged to actively take part in several discussions throughout the entire programme. Moreover, the participants will have ample opportunities to informally exchange points of view related to the topics of the seminar both with the respective speakers as well as among themselves.

Das Europäische Institut für öffentliche Verwaltung (EIPA) veranstaltet ein Seminar zum Thema „Die Finanzverwaltung im Rahmen der EU-Strukturfonds“. Dieses Seminar wird am 24.-25. März 2003 in den Gebäuden des EIPA im Zentrum der Stadt Maastricht, Niederlande, stattfinden. Das Seminar wird in englischer Sprache angeboten, bei ausreichendem Interesse wird eine Simultanübersetzung in die deutsche Sprache zur Verfügung gestellt.

Mit dem Seminar wird eine zweifache Zielsetzung verfolgt: (1) Es soll auf europäischer, nationaler und subnationaler Arbeitsebene tätige Praktiker sowie Fachleute aus der Wissenschaft zusammenbringen, um ihnen einen Erfahrungsaustausch zu ermöglichen sowie auch die Bestimmung von Beispielen für eine vorbildliche Praxis der Finanzverwaltung im Rahmen der Strukturfonds in den Mitgliedstaaten. (2) Es soll die Möglichkeit bieten, über Wege der Umsetzung der Regeln zur Finanzverwaltung zu diskutieren, wie etwa über die „n+2“-Regel, 5%-Kontrollen, unterschiedliche Kofinanzierungssätze usw.

Die Referate während des Seminars werden von hochrangigen Vertreterinnen und Vertretern der Europäischen Kommission und verschiedener mitgliedstaatlicher Behörden gehalten. Das Seminar umfasst darüber hinaus Programmabschnitte, in denen Fallstudien vorgestellt werden. Diese Fallstudien sollen den Austausch praktischer Beispiele und Erfahrungen in der Verwaltung der EU-Strukturfonds durch die Teilnehmerinnen und Teilnehmer fördern.

Das Seminar richtet sich an öffentlich Bedienstete mit Tätigkeit im Bereich der Strukturfonds aus nationalen, subnationalen und lokalen Behörden und aus anderen öffentlichen Stellen in den EU-Mitgliedstaaten und den beitrittswilligen Ländern sowie an wissenschaftliche Experten.

Das Seminar ist auf einen Einbezug der Teilnehmerinnen und Teilnehmer ausgelegt. Im Rahmen mehrerer Diskussionen während des gesamten Programmverlaufs werden diese nachdrücklich zu einer aktiven Teilnahme aufgefordert. Ferner wird den Teilnehmerinnen und Teilnehmern umfassend Gelegenheit zum informellen Meinungsaustausch in Bezug auf die Seminarthemen – sowohl mit den jeweils Vortragenden wie auch untereinander – gegeben.

For further information and programme, please contact /
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Institutional News

* Training Commission Personnel

In September 2002, EIPA learned that its proposal for “Lot 8”, one of in all 11 lots for framework contracts on the training of European Commission personnel, had been successful.

“Lot 8” falls directly within the core competencies of EIPA, namely provision of training in the fields of activity covered by Commission Departments. Under the contract, EIPA expects to provide new Commission staff not previously having worked in a given field with basic training in their new field as well as specialised and tailor-made training for experienced officials and other specific target groups.

Two framework contracts will be drawn up for each lot, and when the time comes to place an order, the Commission will call upon the first contractor to provide the requested training. If the first contractor cannot meet a given request, the Commission may call upon the second contractor. EIPA is proud to have been selected as first contractor.

The contract is expected to be signed in the course of the Autumn of 2002 with a view to start provision of training services as of 1 January 2003. The contract will initially run for three years and be renewable annually for a maximum of 2 years.

* Signing of cooperation agreements with Italian partners

In the course of 2002, EIPA signed cooperation agreements with the Veneto Region, the *Scuola Superiore dell'economia e delle finanze* and FORMEZ (*Centro di Formazione e Studi*).

The agreement which EIPA signed with **the Veneto Region** provides for the organisation of training activities for the political staff and the administration of the services of the Region of Venice and mandates EIPA to become the “operator” in the creation of a regional institute of public administration

The agreements signed with the *Scuola Superiore dell'economia e delle finanze* and **FORMEZ (*Centro di Formazione e Studi*)** are agreements for cooperation (and for the organisation of training activities). In June, EIPA already organised two seminars in Maastricht for the *Scuola Superiore dell'economia e delle finanze*, aimed at senior civil servants of the Italian Ministry of Finance.

EIPA Publications

* NEW PUBLICATIONS *

**Regionale Verwaltungen auf dem Weg nach Europa:
Eine Studie zu den Instrumenten und Praktiken des Managements
von "Europa" in ausgesuchten Regionen**

Christian Engel und Alexander Heichlinger
EIPA 2002, 239 pages: € 27.20
(Nur auf Deutsch erhältlich)

**From Luxembourg to Lisbon and Beyond:
Making the Employment Strategy Work**

(Conference Proceedings)
Edward Best and Danielle Bossaert (eds)
EIPA 2002, 127 pages: € 27.20
(Only available in English)

Increasing Transparency in the European Union?

(Conference Proceedings)
Veerie Deckmyn (ed.)
EIPA 2002, 287 pages: € 31.75
(Only available in English)

**The Common Agricultural Policy and the Environmental Challenge:
Instruments, Problems and Opportunities from Different Perspectives**

(Conference Proceedings)
Pavlos D. Pezaros and Martin Unfried (eds.)
EIPA 2002, 251 pages: € 31.75
(Only available in English)

**Managing Migration Flows and Preventing Illegal Immigration:
Schengen – Justice and Home Affairs Colloquium ***

(Conference Proceedings)
Cláudia Faria (ed.)
EIPA 2002, 97 pages: € 21.00
(Mixed texts in English and French)

* RECENT *

**From Graphite to Diamond:
The Importance of Institutional Structure in Establishing
Capacity for Effective and Credible Application of EU Rules**

(Current European Issue)
Phedon Nicolaides
EIPA 2002, 45 pages: € 15.90
(Only available in English)

**Organised Crime: A Catalyst in the Europeanisation
of National Police and Prosecution Agencies?**

Monica den Boer (ed.)
EIPA 2002, 559 pages: € 38.55
(Only available in English)

**The EU and Crisis Management:
Development and Prospects**

Simon Duke
EIPA 2002, 230 pages: € 27.20
(Only available in English)

**The Dublin Convention on Asylum:
Between Reality and Aspirations**

Cláudia Faria (ed.)
EIPA 2001, 384 pages: € 11.35
(Mixed texts in English and French)

**Pouvoir politique et haute administration:
Une comparaison européenne**

Jean-Michel Eymeri
IEAP 2001, 157 pages: € 27.20
(Disponible en français uniquement)

**Civil Services in the Europe of Fifteen:
Trends and New Developments**

Danielle Bossaert, Christoph Demmke, Koen Nomden, Robert Polet
EIPA 2001, 342 pages: € 36.30
(Also available in French and German)

**Asylum, Immigration and Schengen Post-Amsterdam:
A First Assessment ***

(Conference Proceedings)
Clotilde Marinho (ed.)
EIPA 2001, 130 pages: € 27.20
(Mixed texts in English and French)

**Meeting of the Representatives of the Public Administrations of
the Euro-Mediterranean Partners in the Framework of the
Euro-Mediterranean Partnership**

Proceedings of the Meeting; Barcelona, 7-8 February 2000
Eduard Sánchez Monjo (ed.)
EIPA 2001, 313 pages : € 36.30
(Also available in French)

Finland's Journey to the European Union

*Antti Kuosmanen (with a contribution by Frank Bollen
and Phedon Nicolaides)*
EIPA 2001, 319 pages: € 31.75
(Only available in English)

Capacity Building for Integration

* **European Environmental Policy: The Administrative Challenge
for the Member States**

Christoph Demmke and Martin Unfried
EIPA 2001, 309 pages: € 36.30
(Only available in English)

* **Managing EU Structural Funds: Effective Capacity for
Implementation as a Prerequisite**

Frank Bollen
EIPA 2000, 44 pages: € 11.35
(Only available in English)

* **Organisational Analysis of the Europeanisation Activities of
the Ministry of Economic Affairs: A Dutch Experience**

Adriaan Schout
EIPA 2000, 55 pages: € 15.90
(Only available in English)

* **Effective Implementation of the Common Agricultural Policy:
The Case of the Milk Quota Regime and the Greek Experience
in Applying It**

Pavlos D. Pezaros
EIPA 2001, 72 pages: € 15.90
(Only available in English)

* **Enlargement of the European Union and Effective Implementation
of its Rules (with a Case Study on Telecommunications)**

Phedon Nicolaides
EIPA 2000, 86 pages: € 18.15
(Only available in English)

* Details of all previous Schengen publications can be found on EIPA's web site <http://www.eipa.nl>

All prices are subject to change without notice.

A complete list of EIPA's publications and working papers is available on <http://www.eipa.nl>

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EIPASCOPE is the Bulletin of the European Institute of Public Administration and is published three times a year. The articles in EIPASCOPE are written by EIPA faculty members and associate members and are directly related to the Institute's fields of work. Through its Bulletin, the Institute aims to increase public awareness of current European issues and to provide information about the work carried out at the Institute. Most of the contributions are of a general character and are intended to make issues of common interest accessible to the general public. Their objective is to present, discuss and analyze policy and institutional developments, legal issues and administrative questions that shape the process of European integration.

In addition to articles, EIPASCOPE keeps its audience informed about the activities EIPA organizes and in particular about its open seminars and conferences, for which any interested person can register. Information about EIPA's activities carried out under contract (usually with EU institutions or the public administrations of the Member States) is also provided in order to give an overview of the subject areas in which EIPA is working and indicate the possibilities on offer for tailor-made programmes.

Institutional information is given on members of the Board of Governors as well as on changes, including those relating to staff members, at EIPA Maastricht, Luxembourg, Barcelona and Milan.

The full text of current and back issues of EIPASCOPE is also available on line. It can be found at: <http://www.eipa.nl>

EIPASCOPE dans les grandes lignes

EIPASCOPE est le Bulletin de l'Institut européen d'administration publique et est publié trois fois par an. Les articles publiés dans EIPASCOPE sont rédigés par les membres de la faculté de l'IEAP ou des membres associés et portent directement sur les domaines de travail de l'IEAP. A travers son Bulletin, l'Institut entend sensibiliser le public aux questions européennes d'actualité et lui fournir des informations sur les activités réalisées à l'Institut. La plupart des articles sont de nature générale et visent à rendre des questions d'intérêt commun accessibles pour le grand public. Leur objectif est de présenter, discuter et analyser des développements politiques et institutionnels, ainsi que des questions juridiques et administratives qui façonnent le processus d'intégration européenne.

En dehors des articles, EIPASCOPE contient également des informations sur les activités organisées par l'IEAP et, plus particulièrement, ses séminaires et conférences ouverts qui sont accessibles à toute personne intéressée. Notre bulletin fournit aussi des renseignements sur les activités de l'IEAP qui sont réalisées dans le cadre d'un contrat (généralement avec les institutions de l'UE ou les administrations publiques des Etats membres) afin de donner un aperçu des domaines d'activité de l'IEAP et des possibilités qu'il offre pour la réalisation de programmes sur mesure adaptés aux besoins spécifiques de la partie contractuelle.

Il fournit également des informations institutionnelles sur les membres du Conseil d'administration ainsi que sur les mouvements de personnel à l'IEAP Maastricht, Luxembourg, Barcelone et Milan.

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