PRAGUE

MARGH 23-24 2017

PUBLIC ADMINISTRATION & GOVERNANCE NETWORK

A Network of open minded practitioners from the public administration in EU is providing a platform for mutual learning in explorating solutions for existing and emerging challenges of the European society, The Network grows in size and capacity, already demonstrating positive action and courage to unlearn and adopt new mindsets.

A STORY OF PEOPLE ACTING
UNDER A BOLD VISION

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PRE-MEETING PREPARATION, A SURVEY ON ORGANISATIONAL STRATEGY, 2 DAYS OF PLENARY WORK



SPEAKERS

SPEAKERS DEMONSTRATING NEW BOLD APPROACHES AND WORKING PRACTICES IN PUBLIC ADMINISTRATION IN EUROPE.

37

INSTITUTIONS AND ORGANISATIONS OF ALL LEVELS OF GOVERNMENT, FROM FRONT LINE ORGANISATIONS TO BACK OFFICE SERVICES



PARTICIPANTS BRINGING THEIR CONTEXT AND CULTURE, QUESTIONING EXISTING NORMS & ADOPTING A NEW PERSPECTIVE

RECORD NUMBER OF PARTICIPANTS

See more at https://goo.gl/gGI1Ri

ESF Transnational Platform Governance and Public Administration TN – Prague 23^r & 24 March 2017 MINUTES

Hosting Body: Ministry of Regional. Development, National Coordination Authority, Czech Republic

Venue of the meeting: Kaiserštejnský palace, Malostranské náměstí 23/37, Prague

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Chair of the network David ŠKORŇA

Thematic experts

Benedict WAUTERS BE/AEIDL Vladimír KVÁČA CZ/AEIDL

European Commission:

Florian HAUSER Mina SHOYLEKOVA

Speakers

Jocelyne BOURGON, CA
David ŠKORŇA, CZ
Věra Karin BRÁZOVÁ, CZ
Matúš ŠESTÁK, SK
Radu IACOB, RO
Wim van den BOOGAARD, NL
Erna OVAA, NL
Sirpa KEKKONEN, FI

Countries represented

Austria, Belgium, Bulgaria, Croatia, Czech Republic, Estonia, Finland, Greece, Hungary, Netherlands, Poland, Romania, Slovakia, Slovenia, Ukraine

Participants:

See list annexed

Meeting Minutes:

Anna KANAKAKI Network Expert



DAY 1

Thursday, 23 March 2017

Block 1

Welcome

David Škorňa, chair of the meeting, welcomed participants and mentioned the strategic management is important topic (for ESI funds and generally for better functioning of the Public Administration) for Czech Republic and Ministry itself,. Vladimír Kváča, expert for the meeting, presented the agenda.

Tour de table – introduction of participants

Due to the large number of participants and the limited time, instead of the usual tour de table, participants were invited to talk in pairs with someone they didn't know. The time devoted generated new contacts and one-to-one discussions related to the line of work or personal motivation.

Discussion of the framework offered by the challenge paper on strategic management in the public sectorBenedict Wauters, Coordinator of the Public Administration and Governance Network

Presentation: day1_1_Strategic_management_in_the_public_sector.pptx

Benedict Wauters (BW) introduced the scope, purpose and content of the paper "Strategic management in the public sector: a tool for improving performance of ongoing operations or for redefining performance to meet new challenges?".

We still know little empirically about how public sector organisations use strategic thinking in practice" (Johnsen, 2015, p. 244)

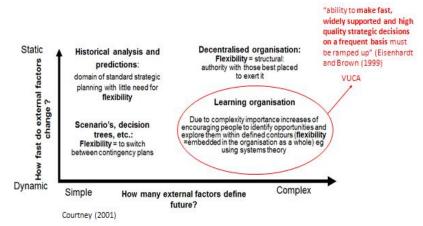
Starting by stressing that any theory is more idealistic and political than scientific, he clarified that this is not an empirical assessment, but only a review of the existing literature on strategy (covering more than 100 sources) to elaborate on the concepts and investigate how to make strategy more useful to the public sector. The idea is to open and broaden our minds, to make more sense of what we do.



"Strategy" evolved as a standard idea, coming from military practice mostly as "strategy of terrain". Richard Runel, an academic, invented not long ago the concept of "good strategy" helping us to understand its essential aspects. BW pointed out that there are pretty strong assumptions behind the concept. They all assume a constant predictable environment, in contrast to today's reality, which is quite different. In fact, it is lately described by the term VUCA - Volatile, Uncertain, Complex, Ambiguous (OECD, 2017). This means that we don't know the environment and need a new logic in strategy, a way of sensing and acting. Detailed blueprints of the future terrain are not needed any more, only an understanding of forces which will shape the terrain in the future.

Although most of the authors cited in the article have been around for a long time, as well as the concepts they introduced (complexity, ambiguity, etc.), there has been little progress in their take-up in the EU's public administrations.

A classification of reality (static/dynamic & simple/complex) shows how the



VUCA environment falls in the right bottom section (complex & dynamic), where the thriving organisation encourages people to identify opportunities, explore and stay flexible. The only ability that makes sense in this environment is the ability to make fast decisions and maintain a constantly learning organization.

Moreover, organisations can go further and influence the way the terrain is shaped, adopting a "shaping

strategy". This entails partnering with other organisations and acting together.

BW underlined the urgent need to gather all this knowledge into one framework to make it more useful.

Strategic issues versus operational issues!

BW presented the case of waste management in Flanders to explain how "framing" an issue influences the way we solve it. He described the differences of strategic vs operational "framing" and how turning an issue into a strategic one will result in a totally different action. Another way to address the same issue is to go for an even more systemic approach and not only avoid dealing with it operationally, but also move beyond the boundaries of the organisation and shape the future by engaging other organisations as co-actors and co-shapers of the future.

Red tape is just the symptom of bureaucracy, while the root causes lie elsewhere. Identifying the paradigm where we stand now is the necessary starting point for shifting the paradigm.

BW briefly introduced also the concept of the "regulating cycle", which is very relevant to everyday questions in public administration, connected to "who gets to decide", "how do we make decisions" etc. Strategic issues always require double loop learning, which includes a "re-norming" of the beliefs before regulating an issue. In a bureaucracy this double loop is reduced to a simple loop, which would be good if everything was predictable. In a VUCA environment, predictability is impossible and double loop regulation needs to be established and developed.

One would expect bureaucracy to affect only the public administration, but according to a recent survey by the Boston Consulting Group the private sector is also showing strong and increasing symptoms of bureaucracy.

How does all this fit together?

Why do people talk about the same thing yet utter contradictory statements?

<u>Two dimensions seem to be framing the discussion</u> – the definition of an issue as strategic or operational determines the way we regulate it on the tactical and strategic levels (see graph below).

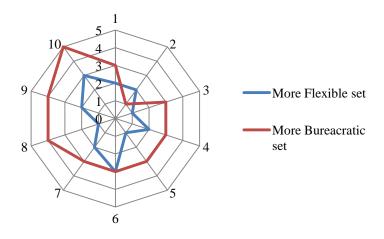
Within the framework, it becomes possible to propose a response and mindset for the people responsible – the top managers or the front line people. To a large extent, the way we regulate tactically or strategically depends on the organisational environment.

: :	Operational issues	Strategic issues
Operational	Decisions regarding daily work	····· N/A·······
regulation		
Tactical regulation	Concerns "how" of the work (system condition	ns Concerns "how" of the work (system conditions and
	and resource allocation) requiring: knowledge	resource allocation) requiring knowledge exploration,
	exploitation, refining but not questioning curr	rent new concepts, changes in basic stakeholders (e.g.clients)
: :	strategy, process management and	and/or relations, radical new technology.
	improvement, use of existing technologies,	
	maintaining relations with existing stakeholder	rs
	In bureaucracies: mostly handled by higher le	evel In bureaucracies: handled by higher level management
	management	In flexible organisations: mostly handled by self-
: :	In flexible organisations: handled by self-	steering teams. However, self-steering teams may "pull-
	steering teams	in" assistance from higher level to help resolve issues
		beyond their capacity to structurally resolve.
Strategic regulation	N/A:	Concerns "why" of the work and scale of organization,
		requiring knowledge exploration, new concepts, changes
		in basic stakeholders (e.g. clients) and/or relations,
		radical new technology
		Focus of higher level management.
		In flexible organisations this entails broad involvement
		of others in the whole regulating cycle.
		In bureaucracies, usually only limited involvement of
		others (only in execution).

Sources of inspiration: Several techniques organisations use to sense the environment were presented, all entailing a deliberate shifting of perspective. For example: "Getting into server's shoes": go and sit in the front line and observe; "Future Gazing": mentally travel into the future and look back; and finally – "Actively co-shape the ecosystem": get together with other stakeholders and jointly shape the future ecosystem you want, instead of trying to predict it. BW showed a graph where Bureaucracy is compared to Flexible Organisation in terms of how they behave towards the above-mentioned sources of inspiration, showing how **they simply don't work in bureaucracies**, but become formalistic exercises with no effect at all. Closing the topic, BW underlined that strategic leadership, TQM and strategic management need to co-exist and link, but they should exist only in flexible organisations, otherwise they would be blocked by pre-existing assumptions.

The survey

A survey was conducted prior to the meeting to explore the current approach to strategy planning in the network's member organisations and to trigger thinking about the concept mentioned in the paper. BW presented the structure and the logic of the questionnaire and the survey method. After reading the article, network members were given 20 statements and had to select those that best matched the reality of their organisations. The ten pairs of contradictory dimensions that were tested come from the two main paradigms: more flexible vs more



bureaucratic. The scores were presented as a spider chart, where "more bureaucratic" is in red and "more flexible" in blue.

Examples of results of the PAG Network members were disseminated and further discussed. The participants who chose to identify themselves in the survey also received their organisation's scores. The chart should be interpreted carefully, as the existence of both aspects at a high level in the same organisation is not realistic and questions were raised more like as a "black-white optics" while reality operates somewhere in the middle.

Discussion:

Florian Hauser and Ondrej Pravda (EC) commented on some of the weak points of the questionnaire, namely that there was no clarity on the scope of the entity that was referred to in the questions (General Directorate, Department, Section, Ministry) and secondly that in the article provided there were only examples from public services, which are easier to relate to services to citizens.

Vera- Karin Brázová, Czech Ministry of Regional Development, asked how indeed these questions apply to those parts of the public sector where effects and outputs are less visible, such as defence.

BW responded admitting that the ambiguous definition of the entity in scope is indeed a point where more elaboration was needed, but defended his opinion that the concepts used in survey are applicable even in public activities with a less visible chain of outputs and results.



By the fruits which it bears is the tree known.

Jan Hus, 1369-1415

In the Old Town Square of Prague, in front of the Czech Ministry of Regional Development stands the Jan Hus Memorial.

Jan Hus, an influential thinker, philosopher, and reformer, was ultimately condemned as a heretic by the Council of Constance and burned at the stake in 1415. A symbol of strength, Jan Hus has for centuries inspired reformers and the free expression of ideas in Europe.

Block 2

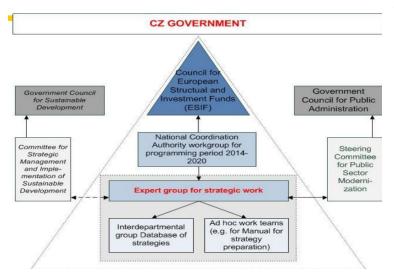
Strategic management in the Czech Republic. Tools for better strategic planning. Database of strategies. David Škorňa & Věra Karin Brázová, Ministry of Regional Development, CZ.

Presentation: day1_2_pag_mmr_both_parts_thu23_pdf.pdf Documents: day_1_2_cz_case_database_overview_en.xlsx

The Czech approach to strategic planning in public administration was presented by David Škorňa & Věra Karin Brázová (Ministry of Regional Development, CZ) both in general terms, as well as concerning ESIF programmes under the Partnership Agreement.

The Czech Republic started to implement the strategic planning in cohesion policy a few years ago. David Škorňa described the specificities of cohesion policy, which is the most complex and demanding in terms of coordination and compliance with a whole family of requirements and limitations, as well as other national or supranational strategies or legislative requirements. He noticed crucial element is to connect strategic thinking and decision making with an effective and efficient set up and use of the EU funds, also to fulfill the goals of the national and regional strategies. For the future, it is expected that there will be an even higher emphasis on strategic planning, and actors need to prepare for it. This means that clarity from the EU is essential, in order for each MS to cascade in time to front-line layers which are involved in the strategic planning of their level. Moreover, new and emerging challenges, like mass migrations, are adding more complexity and unpredictability.

We know about weaknesses on national level The speakers enumerated a few of them: political fragmentation, instability within the institutions, mindsets not suitable for reacting to sudden change in the environment, inconsistencies between budgeting and planning. The Czech public administration has a negative experience with the quality of a large number of strategic documents, some of which are prepared due to EU requirements. To back this up David Škorňa demonstrated a table with relevant figures. Moreover, key problematic part is real implementation of the strategies – in many cases it bears so-called "5 NOTs": not managed, not specific (vague objectives and actions), not measurable, not possible to evaluate, not evaluated.



Trying to cope with the above external pressures and internal weaknesses, the Czech administration has created institutional framework for strategic work (see diagram), creating inter-departmental platforms and involving cross-sector expert groups and working groups, as well as Steering Committees for SM and Implementation and Public Sector Modernisation respectively. The framework is navigated and supported by the Partnership Agreement, Evaluation & Strategies Department at the National Coordination Authority.

Among the aims of the Department is to select a good mix of tools and methods, to

enhance learning in the organisation and to gain more political commitment to good strategic management, avoiding bureaucratic mindsets where possible. To facilitate this, activities are/will be focused on stimulating the existence of the "living labs" (functional and living mechanism behind the strategy), "strengthening capacity for coherent processes in the strategy lifecycle" (with the collaboration of experts), and "introducing innovation". It is expected that by putting these ideas in practice the organisations, that are consulted in their strategy will be provided with expertise and flexibility while choosing suitable tols for their strategic planning.

At this point, Věra Karin Brázová presented the official methodology for preparation of public strategies. The methodology was approved by governmental resolution, becoming obligatory for the central institutions, and recommended for the regions. The methodology guides users through 7 key stages: identification of the need for strategy, project management for creating the strategy, analysis and prognosis, setting priorities and variants, working out the strategy, setting financing and monitoring and evaluation, and strategy approval. The same methodology was utilized by Slovak colleagues, at the latter's request. Nevertheless, continuous effort is required to lift barriers to the use of the methodology and to keep the methodology "alive". Our effort is devoted to "harmonization" of various methodologies for preparing strategies at national, regional and municipal levels (goal is to ensure consistency of the approach to strategic management across public administration).

participants through the web-based strategy database, which is the national platform/eGovernment tool for strategic, conceptual and programming documents. Database enable gathering strategies (= library of strategic documents), but also online preparation of strategies with possibilities to check electronic form of methodology. mentioned



Key element is network of representatives of state and regional public administration (ca. 150 representatives) who are involved to the work with Database (through internal terminal) with aim to improve of strategic thinking/skills and to enable to exploit the tools we offer. David Škorňa also provided online presentation of the Database.

Discussion

František Suchý from the Slovak Deputy Prime Minister's Office shared their experience with the methodology and said that Czech methodology is very useful tool for solving problems in the administration. The results will be more visible next week In Slovakia the idea of strategic planning is quite new, only introduced one year ago, but it is already clear that it is closely linked to long-term vision. In the absence of the latter, the former is non-functional. So the Slovakian government is preparing vision documents (manifesto) as well as a full arsenal of tools to support good strategic planning.

BW mentioned that these initiatives to coordinate and strengthen strategic management are common in European Member States, but there are not many examples of actually looking into the way we practice strategic management. Nobody is challenging approaches. DŠ explained that strategic planning is also needed, because of the Partnership Agreement and whole organism around which are needed due to requirements for netter ESI funds implementation. But some tools should or could make a difference in the front line.

Arnošt Veselý, from Charles University pointed out that two different stories about strategic management are heard and they are inconsistent. A survey showed that a lot of leaders in public administrations wonder what kind of strategic managers we need: well-informed and coordinated or drastically innovative. This is the very practical

question we face.

BW replied that the actual tension is not between coordination and innovation, but between bad coordination and "not enough time" for innovation. The way we operate starts first with quality, namely values and mindsets, and it is trying to tackle deficiencies in areas that are not strategic at all. A lot of the SM efforts in our countries are just bureaucratic exercises, a simple ordering of documents that are not even visible at the bottom, where implementation occurs.

Anna Kanakaki, PAG Network Expert, proposed to run the survey questionnaire for the Czech methodology. She asked if there is a possibility that the methodology will make the bodies it is supposed to guide more bureaucratic. DŠ responded that questionnaire is rather oriented on "black and white" optics and it is not suitable for testing one specific tool (one tool vs systematic approach) but acknowledged a specific testing of the Methodology would be interesting.

Zdravko Rusev, from the European Academy of Architecture, CZ, said that it is a chicken-and-egg question. There are two models, applied in different parts of the government. At the beginning of the previous century there were no strategies, then each body had its own, now we have so many that we struggle to coordinate. Every model needs to be adjusted to each country and sector before it is applied.

Mina Shoylekova (EC) recalled that the definition of strategy in BW's paper is "a systemic way to use public resources and power by public agencies to achieve public goals", which does not look very different from general planning. It seems that we have bureaucratised the notion of strategy and we sometimes focus more on justification of what we need.

DŠ commented Public strategies are dealing with public finance and commin goals across public administration, therefore there is a logic behind why we need to justify our strategic choices. As an example DŠ mentioned a Partnership Agreement (shared responsibilities between MS and COM) and other requirements (EACs) on basis of which we need to justify what we want to focus on

Strategic Planning in Romania - recent progress

Radu Iacob, Counsellor, General Secretariat of Government, Department for Coordination of Policies and Priorities

Presentation: Day_Strategic_Planning_Romania_Radu_Iakob.pptx

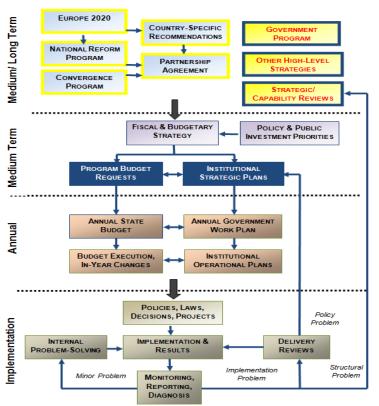
Documents: Da1_1_3_ro_case_budget_mard.xlsx

Radu lacob started his presentation reminding parrticipants that the purpose of the meeting and the presentation is to make us think. He explained how and why his department is involved in strategic management. He pointed out that a lot of the challenges faced by the Czech administration are the same in Romania, since they are rather legalistic.

Strategic thinking started slowly in Romania from 2006 with the adoption of a methodology for strategic planning, and evolved into linking policy to budget and fiscal budgetary strategy as a way to discipline the ministries, especially the so called "big spenders".



The crisis set things back, but the economic recovery in 2012 resuscitated the evolution and in 2012 within a World



Bank assistance project, strategic planning became a conditionality. In 2014 Romania introduced its New Strategy for **Public** Administration, where strategic budgeting is anchored in strategic planning. A methodology was developed in house by the Agricultural Ministry, and later used in a revised form by two more pilot ministries, Health and Education. Meanwhile а very powerful organisation, the Court of Accounts, developed a significant capacity to go beyond checking spending and to incorporate a results orientation in its work with more a performance audit than a financial control approach.

Current efforts are focused on facilitating high-level dialogue, trying to revisit regulation and, critically, to decide what is needed and what not. The fiscal budget is elaborated in 13 line ministries. Monitoring is improved through the use of IT, while the capacity of the staff is developed through training. The diagram shows how the strategic planning is structured around

evidence informed budgeting The interesting thing about this diagram is that the flexibility is located from the 3rd level downwards. The strategic plan has to be the policy synthesis, where each element relates well to all other elements, and all fit well together at the end.

According to the project time plan, the first batch of institutional strategic plans for all central government will be ready at the end of 2017, while support to the 13 ministries will continue for 2 more years, until the end of 2019.

There is a rigid budgetary structure and a hierarchy of ISPs, with a limitation of 10% for budget relocation from

programme to programme. Institutions have asked for more flexibility, but this would generate more problems in programme management. On the other hand, crosscutting issues like HR, IT and procurement are tackled jointly by all relevant actors.

For the future of strategic planning in Romania, the silos in line ministries need to be tackled. This will be achieved also by putting tension on the leadership, which needs to decide who the programme manager is, how we deal with resistance etc. The programmes aggregate the resources allocated to every strategic objective.



Institutional Strategic Plan - structure and approach

For M&E purposes a web-based monitoring tool provides dashboards on different strategic objectives, as well as comparisons, collection of comments etc.

Radu ended by commenting that he is not sure if the Romanian approach is strategic or not, but in his opinion it is at least good for intensifying strategic thinking in the public administration.

Discussion:

František Suchý from the Deputy Prime Minister's Office of Slovakia asked if the monitoring tool can improve public spending. Radu replied that, although this was not its purpose, the increased access to information and the strengthened transparency will create pressure for accountability over spending.

Savatou Tsolakidou, National Center for Public Administration in Greece, asked whether PA should invest in SP or in execution of strategy, Radu said that this is actually a strategic decision. While we operate in a turbulent world and need flexible implementation, we still need to have strong planning capacity in order to make sure we use all the analytics we can employ.

Mina Shoylekova (EC) asked how Romania succeeded in making a difference in such a legalistic context. The reply was that political pressure in Romania and the notion that something needs to change boosted the evolution. The political support came from the newly-appointed politicians who had good instruction on the strategic level and understood well what their mandate was and how it links to strategic objectives and the state budget.



Block 3

Feedback from Bratislava meeting Vladimír Kváča

Vladimír Kváča summarised the feedback received after the network last met in Bratislava. There were discussions on the vast variety of demands in the public sector and the need to distinguish services from manufacturing. Two messages stand out – the very well-appreciated practical style of the speakers and the fact that the participants were discussing a reform while sitting in its implementation zone. On the basis of the experience gained, our Slovak colleagues are preparing a project for process optimisation. Transcripts of the feedback are available at https://goo.gl/tkloWY.



Follow-up of Bratislava meeting – Steps by Slovak Ministry of Interior Matúš Šesták

Presentation: Day 1 4 sk Bratislava follow up 100317 sestak mvsr optimalizacia procesov.pptx

Matúš Šesták from the Slovak Ministry of the Interior presented the past and future of the PA optimisation in that country. Slovakia has created a coordination mechanism, thanks to which public services applying for EU co-investment in IT need to optimise their processes beforehand. The mechanism has worked so far and was later accompanied by well-elaborated legislation, regulating all the life-event processes, covering all the institutions involved, and also increasing coordination. MŠ provided some examples.

In a brief demonstration, MŠ showed how even the simple idea of a "Sunday lunch", although seemingly obvious to everybody, does not mean there is an agreement on "how it starts and how it ends". A common understanding is essential for a system to function. So the optimisation method starts with an "As is" design and ends with a commonly accepted "new end-to-end" process. In general, the established method and implementing mechanism work, providing a well-equipped environment with resources to administrations looking to optimise their processes.

Discussion:

Pavel Ivanov, Bulgarian Institute of Public Administration, said that a similar project has already started in BG and asked B. Wauters if the in-house production approach is better than outsourcing it.

BW replied that it is smarter to do it in-house, since it is not only that all the knowledge acquired stays in-house, but also the very process of thinking about the change is necessary to develop the new culture, and is essential for the sustainability of the new optimised system.

Block 4

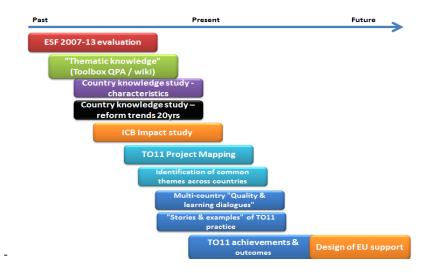
Network Business and EC news

Mina Shoylekova, Policy officer, EC, DG Employment, Social affairs and Inclusion

Documents: discussion_paper_ESF.doc , draft_agend_subgroup_twq_5_april_par_morning.docx

Mina Shoylekova (M.S.) from the EC started with the most important news from the Commission. Two elements were emphasized:

- The subgroup on the future of ESF invited stakeholders for a meeting on April 5th. As explained also in Bratislava, on this meeting will be dedicated to TO11 a half day session with the representation of the 17 MS that receive assistance under this Thematic Objective. M.S. clarified that also other practitioners are welcome to share challenges, frustrations, comments on the disseminated background paper, already uploaded on the PAG Network website.
- A study on administrative culture in 28 countries is expected to map and analyze what are the major reform trends, what is the effect from all the financial support for institutional capacity building, all justified with counterfactual analysis. It would be a thorough review of what are the projects funded in every country.



At this point Florian Hauser (F.H.), Head of the Coordination Unit, DG Empl/EC explained how he and his colleague Mina Shoylekova add value to the Network. Starting with the fact that the shared management of the EU

Programmes creates difficulties in coordinating all EC officers involved, he underlined that mutual learning is the best solution. This fact was revealed also from the ex post evaluation of the previous programming period. Furthermore, since there is no EU policy on public administration, the best aid is the Toolbox, which is to be soon republished adding part 2 to the existing one. FH shared their idea of turning this tool to a learning platform and making it a wiki, where thematic knowledge will be coproduced in the future. In relation to the forthcoming review of the ESF funding in institutional capacity, F.H. praised the Bulgarian MA for the well organized database of TO 11 projects. He shared his experience In Greece, where he stressed attention to the need of demonstrating the effects of the investments in public administration. This would provide evidence on the ongoing discussion about the money allocated for public administration reform. These investments, he stated, need to produce eventually visible results for the private sector and the wellbeing of citizen.



Discussion:

Marina Rakić from the Croatian Ministry of Labour, expressed her support to the idea of the shared platform, where project examples would be jointly collected. We all have a story to share, she added, that would mutually empower us.

Jorg Mirtl from Interact Agency informed the Network that in cross-boarded programmes the TO 11 has a very important place, amounting projects for more than 1 billion Euro in several countries.

Merilin Truuvaart, from the Estonian Government Office expressed her concerns regarding the "official" reporting of projects. Saying that sugar plating about the investments is, unfortunately, the usual practice, when reporting to the Commission.

BW asked more details about the proposed idea and the expected outcome. F.H. replied that there is no explicit expectation, but the goal is to collect at least 100 success stories.

Zdravko Rusev, from the European Academy of Architecture emphasized the value of the present network for

decision makers and producers of instruments for decision makers. He suggested that this network is more vivid and efficient than others and perhaps should elaborate ways of continuing its work beyond EU support. He reminded how before the SF, in pre-accession programme a similar structure existed – the Multi-country Unit on Transport issues, but was terminated after the accession. M.S. explained that the pre-accession structures and tools were replaced by new, like for example the EUPAN Network.

Finally, following the Bulgarian proposal regarding the **problem with the common indicator that is imposed to all TO 11 actions**, after discussion and sharing of opinions, the participants concluded that they all agree that they support the proposal of the Latvian colleagues. It was recorded as such in the meetings and will be communicated to the relevant parties. Here is what was agreed:

"Public Administration and Governance network supports the position of Latvia expressed on the ESF Evaluation Partnership that the LTRI "Participants in employment six months after leaving" should not be reported for participants in OP interventions consisting of training of civil servants, magistrates, court officials, or in cases where there is no aim to change the labour market situation of the ESF participants, to report 0. This position was agreed following the Bulgarian proposal at the network meeting in Prague on March 23, 2017.



Learning OpportunitiesBenedict Wauters

At this point, Benedict Wauters reminded of learning opportunities, available for the forthcoming period, namely:

- "Human Centered Design" and the "Prototyping", both courses starting May 9th, both open for registration (www.plusacumen.org).
- "Systems practice an approach to move from impossible to impact", starting September 12, 2017 . As described by B.W. this is a very useful course, especially for teams that are mapping systems.



http://plusacumen.org/courses/systems-practice/

- A short EDX one week course on Awareness-Based Systems Change with u.lab – How to sense and actualize the future. In this course, participants will discover how awareness based systems change and a method of learning from the emerging future allow individuals, organizations, and communities to turn ideas into real world change.

Registration at https://goo.gl/Hbvdqa

Regarding the next events, Merilin Truuvart (EE) suggested without being yet certain that in June there will be an event in Talin related to the Task Force on Public Sector Innovation, established in the Government Office with cross-sectoral participation of experts from Estonian Government. This, she added, could be a good motive to organise the next Network meeting in Talin to learn more on this practice. More on https://riigikantselei.ee/en/news/task-force-public-sector-innovation-will-be-set-government-office.

Another possible location would be to use Finland participation in this Network and have the next meeting in Finland , with an additional chance to also see the famous in its achievement Finish education system.

After concluding the meeting, Vladimír Kváča and David Škorňa thanked the participants and invited them at the dinner provided by AEIDL.



DAY 2

Friday, March 24th 2017

Block 4

New Synthesis for Public Administration- perspective and discussion Jocelyne Bourgon

Presentation: day2 1 j bourgon prague march 2017.pptx

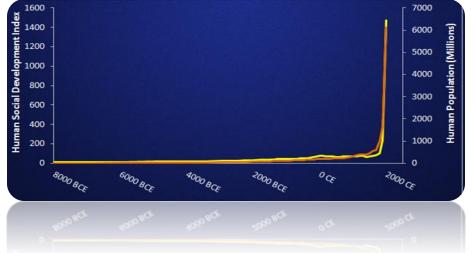
Vladimír Kváča introduced the Honorable Jocelyn Bourgon (JB) from New Synthesis World, who took to stand stating



from the very beginning that the role of the Public Administration is to serve the public good. She explained how a while ago she made a personal choice to leave the public sector and move to the world of practitioners, who, as she claimed, are the ones that change the world.

She referred to the concept of VUCA that was mentioned by BW the day before and pinned down the complexity, high uncertainty and hyper-activity in our reality. In starting her speech she advised people to avoid binary thinking in classifying reality (certain vs uncertain, complex vs simple), since not everything around us is complex and uncertain. As she explained, high uncertainty is when you have emerging phenomena, lack of cause-and-effect predictability, enhanced by hyper-activity. Obviously, serving the PA in the late 21 century is slightly different than before. Still, our job is not more difficult, she pointed, it is only different, we just need to make wiser choices.

Showing a graph of the Human Development Index (HDI), she demonstrated how changes were accelerated after the industrial revolution.



Correspondently, the degree of agility and institutional ability to adapt had also to be accelerated. The capacity to re-think, re-frame, re-invent is a crucial capacity nowadays. This is how the New Synthesis started. At this point J.B. clarified that what the New Synthesis proposes is only a framework, a group of principles that interact.

Making a statement in a playful way, she asked people to repeat in chorus "This is a framework. This is NOT a model". She continued her speech with the four propositions of the NS framework.

Proposition #1 Positioning. The role of public institutions is to serve a public purpose. This makes us wonder why so much effort is focused on agency and programme. Twenty years of KPIs are trying to achieve better agency performance, instead of focusing on benefiting the citizen. The case of the Dutch service for Children at Risk was used to demonstrate how a shift in the framing is formulating different action.

J.B. argued that the concept of "Positioning" is the same as the "need of framing" that BW talked about. In positioning you start by asking in societal terms "What is the issue and how do I position my agenda". The example of waste management in Flanders shows how different positioning can lead to better societal results. When discovering that the issue is bigger than our entity, acollaboration with other entities is the way to go. This was also explained through the issue of "children at risk".



Proposition 2# Engaging. The role of PA is also to build the capacity of society to find solutions collectively. This means that we need to save time to a certain degree to build this capacity. Civic results means that we build a society with collective spirit that jointly shape a better future. We keep talking of how little we have to do so much needed, yet we rely on our own capacity. What we need to do is to lever the power in order to use the abilities of other entities. Citizens are assets with huge capacity for innovation. In this direction, the "stewardship" is the new role of public administration.

Again a big shift is needed. In engaging, the focus of attention need to be shifted from agency-centric to societal results, from government focused to collective problem-solving. Here, J.B. stated that there is nothing wrong with silos and hierarchies. As she explained, they have resources and valuable deep knowledge, so they should be able to use it. Only when dealing with cross-cutting issues, administrations need additional capacity and this is only where silos block. We need compliance and performance, but we also need resilience and emergence and, as J.B claimed there is natural resilience in our societies. We need to build a society that both performs as best as possible, but also – be able to recover after shocks.



The first thing the PA should do is NOT to harm this. The worse think to do is by creating dependencies, which then increases vulnerability. The next step would be co-production. The speaker backed up the above proposition with two examples – the Danish Elderly Care and the Finish Citizen initiative "Siivouspaiva" (The cleaning Day) for re-cycling of

goods. More on http://siivouspaiva.com/en/info/basics-of-cleaning-day.

In this sense of permitting citizen to be public value creators, Mrs J.B proposed next to Public-Private partnership, the Public-Public partnerships, where citizen and government joint forces in shared responsibility and ownership of results. This new relation would unleash assets and powers.

Proposition #3. The authority of the state can be used as a lever (Leveraging). In this sense, resources and capabilities need to be aligned across government and across systems, framing the coalition. The example of several health institutions joining forces to better serve disable patients demonstrated the proposition in practice.

Proposition #4. (Synthesizing) A transformation process needs strong leadership (individual, shared and collective) for reaching synthesis. The case of the Singapore prison showed how this can benefit society in practice. The narrative of change should be supported by institutional leaders, but also by every individual, which in the framework is codified as the "You" factor.

Concluding her speech, J.B. resumed that for years our administrations struggled to improve its strategic

management. More than framing a governing agenda, we need to help institutions think in terms of strategic cycle of change, as a force for societal results. Aligning resources (like the government budget) and the capability is the next essential. While we do the above we need to think about the future, anticipating change, while avoiding the notion that everything is broken and there is no hope for improvement.

More than framing a governing agenda, we need to help institutions think in terms of strategic cycle of change, as a force for societal results.

The New Synthesis framework is a journey of discovery, she noted, we should not forget that it is issue –specific, country-specific, culture –specific and circumstance-specific.

Discussion:

Florian Hauser (FH) asked how we can understand the difference between civic and societal results and how they can exist in a society with a missing civic spirit and mistrust in government. Moreover how you kick-start mobilization when a lot of the population is under poverty line.

JB explained that the previous diagram can be presented in the following way, as a pool of resources "The well of Civic Capacity". There the societal results are directly impacted by the degree of civic engagement. Civic capacity becomes both output and input back. Then the question is what are we doing that is replenishing, spoiling and depleting this vital well. On a question of how policies are incorporated in the framework. Politics is about making judgements. Governing is a search of balance between the need of change and intolerance to change.

Block 5

The Dutch ministry of infrastructure and the environment's weak signals system

Wim van den Boogaard, early warning team, Erna Ovaa, program leader Strategic Explorations

Presentations: day2_2_nl_case_early_warning_system_for_strategic_power_v23-3_.pdf day2_2_nl_early_signals_timely_strategy.pdf, day2_2_nl_rws_lichtkogel_life_cycle_thinking.pdf

Wim van den Boogaard and Erna Ovaa presented the case of the Dutch Ministry of Infrastructure (Rijkswaterstaat). Its mission is to manage water and sustain a viable environment. The "societal results" of the agency, as the speakers clarified, is to secure access to clear and sufficient water in every place of Netherlands. Their understanding of strategic power is the ability to respond to developments in the environment. Therefore, it is of strategic significance to monitor changes and apply a procedure to understand trends, forces and value chain. The procedure, in short, entails a permanent scanning practice with looking outside – in from PESTELD domains of society with the help of the so called "explorers". Then, appointed experts identify how these trends affect the mission of the Organisation.

In order to demonstrate the way the Organisation is placing itself "outside" to grasp the uncertainties of the trend, the speakers invited the participants to engage in a short exercise where they were supposed to investigate future trends/challenges in two issues (1. development of the younger generation and 2.climate change).



In the discussion that opened after the exercise, it was noted that there is a trap in this way of working: the right way to explore the "outside-in" perspective is to step back and look for new opportunities to reframe the issue. Then we can come back with new concepts and ideas that will come from the broader view of the issue.

In explaining the next stage - the process of selecting signals, Erna Ovaa described that a it is implementing a funnel scheme, where 60-80 signals are filtered by a selection Commission according to their source, possible impact etc. This selection Commission, is the only block between the Board and the source of the signal. The Commission is not permanent; it is formed and run as a temporary collective body, composed by experts. Signals that are not used, as she added, are forwarded to relevant teams and listed in a Horizontal Agenda, saved for future exploration or even

re-assessment. On the request to share an example of a "signal", Mrs Ovaa pulled one from the actual list of the recently collected signals collected, reading the following:

"Electric cars are heavier and cause more damage to the road surface".

She explained how this piece of knowledge is interpreted in the context of the Organisation's plan for rehabilitation, distribution of resources etc. Combined with traffic data and commercial trends, this signal may alter the periodicity of the rehabilitation or the technology used for future construction of road transport.

For storing the signals, as the speakers described, a special process keeps the signals in a database and creates institutional memory. Further information about each signal is also kept in the same database.





A second exercise was proposed for understanding through simulation the process of signal selection. Four "signals" were provided and participants were asked to classify them on a (x ,y) graph for their estimated impact (projected on the y-axis) and Momentum or how far in the future we think this signal calls for a reaction (projected on the x-axis). Each issue was represented by a post-it in a specific color.

The resulting image is depicting the collective views of the people that participated.

Strategic Exploration is the next stage in the Rijkwaterstaat for closer study and follow up. The speaker gave the example of exploring a signal regarding the "profile of the employee in the future". After elaborating further the signals, the issue is brought to the Board for decision on action. Signals that don't withstand the selection, feed the horizontal agenda and the database mentioned before, thus nothing is lost.

Another interesting practice is the "Fireball", an event bringing together 3 times in a year, several parties and people to debate, to edit trend-books and to share perspectives. One of the themes of the debate "Lifecycle thinking" produced an interesting study that was disseminated at the meeting. The Rijkwerstaat's Unit for Weak Signals is in constant improvement with frequent initiatives (benchmarking, evaluation by scientists, searching for new scanning methods etc). In any event, occasion or separate activity, the persisting element is the people-to-people formula.

Discussion:

Participants asked the speakers if the agency provides feedback to the explorers regarding the selection track of their signal? E.O. replied that, indeed, the person that signals is informed throughout all the process.

Florian Hauser commented that the granularity of the signals is important as it is already framing an issue. The reply was that, apart from the mentioned electric car example, the signals are usually framed more widely and show bigger trends that reveal more than one change in the environment. On the question of how does the agency deal with the different time-frames of the signals, the speakers replied that they are dealt smartly in themes and recurring cycles.

F.H. asked also if this activity is a voluntary hobby or it is an official organizational task to reflect and to deal with future topics and trends. He claimed that if it is, then it is amazing how the Organisation was convinced to save aside time to spend in dealing with the future. E.O replied that indeed the collection and selection of signals is an important and strict mandate in the organization. Part of the people working on this unit, she shared, are full time employed, and the Unit personnel is an open team using resources from other units.

BW asked how the unit is linked to innovation activities/programme and how resources are found when a specific signal calls for more investments and resources. The reply was that the Board has the executive power to allocate more resources, but usually the Organisation uses the wisdom and energy of the people within the Organisation, not spending as much as there would be if it was outsourced.



Further reading on this practice: see related documents on the Network Platform.

Thoughts from J. Bourgon

- 1. J.B. used the presented case to draw attention to the fact the practitioner's stories need to be captured by specialists. We should not expect practitioners to document themselves their own stories.
- 2. She picked up the elements in the Dutch case that show how in practice mental maps are expanded through change of perspective, re-framing or positioning. The example provided by the Dutch speakers demonstrated the best way to do the outside-in. They have done it, J.B. said, in a very masterful way, using innovative thinking. She shared how she liked the fact that their system evolved over 9 years and is still evolving. The expression "life-circle thinking" is exactly the message that this practice conveys.

The Finnish government's systems for strategic management

Sirpa Kekkonen, Head of Government Strategy Secretariat, Prime Minister's Office Presentation: day2_finland.pptx

The story of strategic governance in Finland was told by Mrs Sirpa Kekkonen, the Head of the Strategy Secretariat, as a metaphor of the story of a newborn child, where the midwife was the Honorable J. Bourgon. At the beginning, as S.K. narrated there was a concern due to the realization that the world is changing rapidly. Although known as having the less corrupted, more efficient and bold in decision government, still Finish people felt that the available information on the world is poor and the policies - still inconsistent. Governance challenges in Finland started keyinitiatives like the "Governments for the future" and the OECD Analysis for Estonia & Finland, brilliant communicated as the "Analysis of the FIN.EST."

To be "strategic", as defined by the speaker, is having the ability to prioritize and to foresight the coming future. This was identified as a weak point in the Finnish system. The analysis also showed that the Finnish Government has a lot of gaps and overlaps. Next to this, Finnish people are strongly self-critical and aiming at being the best, not willing to accept having weakness. In this context, the OHRA project ("Steering & Reporting") started in 2013 as a managerial project, looking from managerial point of view the problems, but soon evolved in a more strategic one aiming at higher goal.



Mrs Kekkonen explained that in Finland the governmental programme, formulated after every election is a very important document, agreed between all parties, just before the forming of a multiparty governmental scheme. It was produced through long negotiations between party representatives in a dark governmental building, ending up with a long text, envisaging a high number of priorities. The record is hold by the version edited during the Katainen mandate, a text mounting more than 27.000 words. So, according to the speaker's experience, the point where the SM started in Finland was probably the recommendation to limit the Governmental Programme to a smaller number of priority areas without any details and guidance, unless absolutely necessary. After an initial mapping that showed the problematic areas, the focus of the project was to uplift the strategic capacity, trying to strengthen the links between single components and learning organization.

Mrs Kekkonen pointed a couple of things that are also relevant. First is that the reform avoided replication of old manners and the government Negotiations for governmental alliance re-located from the emblematic dark and serious building to a bright cozy friendly venue that completely changed the atmosphere of the negotiations. Second, the negotiation process itself changed and work started based on guidelines given by the

Government negotiations in Finland:

new way, new venue

negotiating parties. Since the shift, working groups are charged to bring about the key projects. A number of Ministers are related to the priority areas. Corner stones of the text is – defense, national security and education. One of the challenges was to deal with the fear of civil servants, trapped in the assumption that if their issue is not in the strategic text, their job will be threatened.

On a number of questions, related to the political acceptance of the project, S.K. replied that to achieve this shift there was a huge effort invested in workshops and briefings and media relations to convey the message. The implemented fora reached a lot of political groupings through a campaign, that included some of the highly influential people in the parties.



Strategic governance was born and started to grow. In 2015, Finland had its first Government Action Plan including Fiscal Plan for the Government term. The Fiscal Plan and the Action Plan were matching action with resources. An interesting detail, shared by the speaker, is that the Finish Budget Office although sceptic and avoiding any involvement with this process fortunately left the initiative to the Prime Minister's Office, and both managed to coexist so far with no controversies.

Undoubtedly, the conversion of a political platform into a governing agenda entails tough choices, clear allocation of responsibilities and detailed action. The Finish Ministers are personally charged with dealing with the strategy and participating in the sessions, not allowed to be replaced by other person or be absent at the regular meetings with no serious excuse. The foresight information is used and shared via fora at political and technical level. Owner and curator of the process is the Strategic Secretariat at the Prime

The Government in Finland sits every second Monday from 4 to 8 in the evening to monitor the implementation of the Strategic Action Plan.

Minister's Office. The Secretariat provides also follow-up and assessment of the GP, coordination of the Key Projects with other horizontal policymaking, support to reforming the Government's working methods etc.

Other initiatives also nurtured and assisted the strategic management. Among them are: the RIA (regulatory impact assessment system), the bold cutting of the useless multiple strategic documents (Cutting Strategy Jungle) and the linking of Performance management to the Government Strategy. The latter means that the implementation of the strategy is judged by the achievement the goals with the intended impacts, not just by the implementation of the projects.

Finland: From system driven heavily regulated society towards flexible people-centered way of serving, co-design and co-creation of services Mrs Kekkonen explained how the culture of the finish public administration facilitated the change, since it is open to support new ideas and proposals. In the same time, the PA culture was influenced by the strategic thinking generating new potential for deregulation and people-centered flexible system. The new word in Finland is "enabling regulation" instead of controlling regulation.

The speech ended with Mrs Kekkonen sharing the main concerns for the future. The effort is now focused on preserving the Governmental Strategy process integral (as a hole), while dreaming to, as she quoted, "Keep the most important things to stay the most important". For this, she emphasized, it is essential to see the big picture, maintain interconnectedness of issues, simplify and follow up after every action.

At this point participants worked around questions, exploring ideas around the Finnish approach. One participant noted insightfully that the former Finnish prime minister Katainen, the record holder for longest governmental programme, was inevitably sent to Brussels to use there his ability.



Key Ideas and Take Away Jocelyne Bourgon

Honorable Joceline Bourgon invited to resume all ideas and practices presented at the meeting. She quoted the

narratives of the speakers and noted that all stories show that changes can start at all levels and at all sides. Each story of a change starts with a group of people who interact, then- realize they see the true in the mirror, they accept it and share the willingness to change. Even a modest project can start a change cascading into bigger domains and levels.

Changes don't happen by accident, they happen by design.

Mme Bourgon repeated that not everything needs change. Choices need to be made on what to keep and what to end. This is exactly, she stated, the role of politicians. For the interface of professionals and politicians again, the



Finish example showed that it is for the professionals to prepare and facilitate the dialogue and then- step back, let the politicians negotiate and decide. After it is done - accept whatever comes out of it.

Nevertheless, while we are pretty clear with what is the right direction to go, what we are missing is the design of a smart machinery to support a change process.

For thinking on what we've learnt and bringing back home ideas on strategic thinking, the speaker proposed a different approach. for inviting people to reflect. J.B. asked participants to repeat the x.y exercise on 4 given issues — "unity of EU", "national identity", "Globalisation", "increased inequalities".

A new image of the collective view on the urgency and the impact of the above four issues was formulated at the board and a discussion burst, ending with individual statements based on the question:

"I've learnt.. and I will do.. :"

Vladimír Kváča concluded the meeting inviting people for lunch where they could continue the discussion. VK reminded that the selection of the next meeting is in the pipeline.

Note: The next meeting, if confirmed will be in Estonia in

September 2017, while the focus of the Meeting will be finalized by June 2017.

Vladimír Kváča, Benedict Wauters and David Škorňa thanked the participants wishing them safe return.

END OF MEETING

ANNEXES TO MINUTES

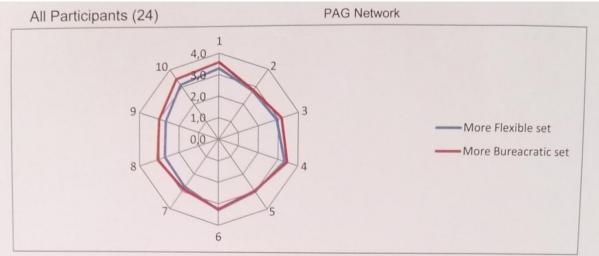
Related Articles & Readings:

- "Self-Steering in Public Service : a Tale of Two Paradigms" by B. Wauters.
- "Strategic management in the public sector: a tool for improving performance of ongoing operations or for redefining performance to meet new challenges?" by B. Wauters

All above documents are uploaded at

https://ec.europa.eu/esf/transnationality/content/network-meetingprague-march-23-24)





More Flexible set

Our entity has an understanding of the main aspects of the underlying causes of major challenges facing the entity. This is 1 coupled with insights concerning leverage points (e.g. obstacles, opportunities,...) on which action should be focused. Together, this constitutes coherent action backed by an argument.

Our entity combines an understanding of the forces that 2 continuously shape a rapidly evolving environment with a clear sense of what the future should look like as well as what this means for near term decisions (strategy of trajectory).

Our entity sees strategic management as a transformation process, through which a coherent story regarding (system)

- 3 innovation and deep change over time of a strategic logic (what value, for whom, in what way), with implications beyond the single organisation (at ecosystem level), is turned into reality.
- Our entity sees strategic management as securing broad 4 commitment and cross-divisional as well as inter-organisational collaboration and ensuing trust at all levels.
 - Our entity sees strategic management as strategic thinking, a creative and intuitive process, which involves challenging
- 5 assumptions and (informal) learning from all possible sources, synthesising this into an integrated, not too detailed, perspective on the direction the entity should pursue.

Our entity sees strategic management as an ongoing process of Our entity sees strategic management as a tightly scheduled, timely issue identification and resolution, at various levels, driven 6 by unfolding events and emerging information, made visible to all organisational units by the higher level, with the planning period as a rolling agenda into which new issues can be inserted at any being tightly followed by across the board implementation during

Our entity sees strategic management as engaging those people (especially the young, newcomers and those at the periphery) who are deeply involved with the specific issues at hand and

- who, through focused experimentation test options in practice and gain new insights, that senior executives, as closely following sponsors, can share, while at the same time ensuring unity of purpose (to avoid fragmented resources or conflicting agendas rather).
- Our entity sees strategic management as asking the right 8 questions, framing them as strategic, moving back and forth between inquiry (asking feed-back) and advocacy (proposing), assuming and seeking constructive conflict as the norm
- 9 Our entity sees strategic management as working from the future back, preparing minds that it will be very different from today.

 Our entity sees strategic management as working on the basis of a high quality, elaborate analysis of the present situation.
- Our entity sees strategic management as intensely and frequently discussing real time information relating to the internal Our entity sees strategic management as reporting on
- 10 environment (with a time dimension e.g. rates, durations, speed... and a focus on innovation) as well as the external (regarding recent developments and even gossip).

More Bureacratic set

Our entity has written down mission, vision, values, objectives. initiatives as well as resources to successfully implement the

Our entity puts in place key resources to occupy a favourable position in the future, to be sustained for some time, in a relatively stable environment (strategy of terrain).

Our entity sees strategic management as a process of drawing up (as well as keeping current) organisational plans that drive and coordinate other processes for incremental improvement.

Our entity sees strategic management as focussed on vertical alignment of objectives and enhanced control.

Our entity sees strategic management as analysis of hard data and ensuing programming, focussing on the further elaboration of established visions and strategies.

formal, annual process of planning and reviewing of lower level the rest of the year

Our entity sees strategic management as senior executives bringing in external consultants or using a small group of internal planners to support them.

Our entity sees strategic management as providing the right answer to questions labelled as strategic

(accounting) metrics (indicators) that provide a view of the past performance of the ongoing business.

PAG Network Meeting on Strategic Planning 23-24 March 2017, Prague, Czech Republic

ESF Transnational Platform

	Name	Surname	Country	Institution
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15	Radu	IACOB	RO	The General Secretariat of the Government - Romania
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22	Anna	KARNÍKOVÁ	CZ	Office of the Government
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35	Ivana	NAGY	HR	Ministry of regional development and EU funds
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48	David	ŠKORŇA	CZ	Ministry of Regional Developement
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Minutes Public Administration & Governance TN, 23-24 March 2017, Prague (CZ)