



# The new approach on PAR and its use by the European Commission

**16 November 2017**

**Bernard Brunet**  
*Head of Unit DG NEAR.A3*

# New PAR approach - I



**Public administration** has five separate yet interlinked and mutually enhancing dimensions (core areas)

Public service and HR management

**Public administration reform** is about having a medium-term strategic framework (one or several strategies) that addresses and sequences reforms within and between the different dimensions

Policy development and coordination

Strategic framework of PAR

Accountability

Principles of Public Administration by OECD/SIGMA

Public financial management

Service delivery

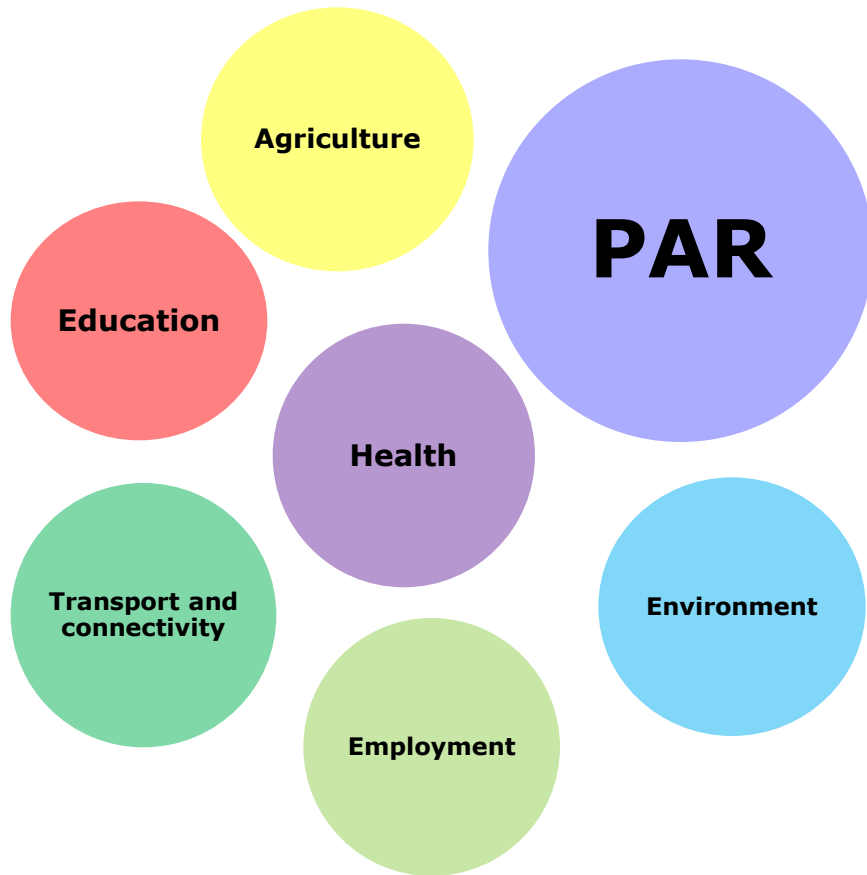
Baseline assessments against the Principles of Public Administration

# New PAR approach - II

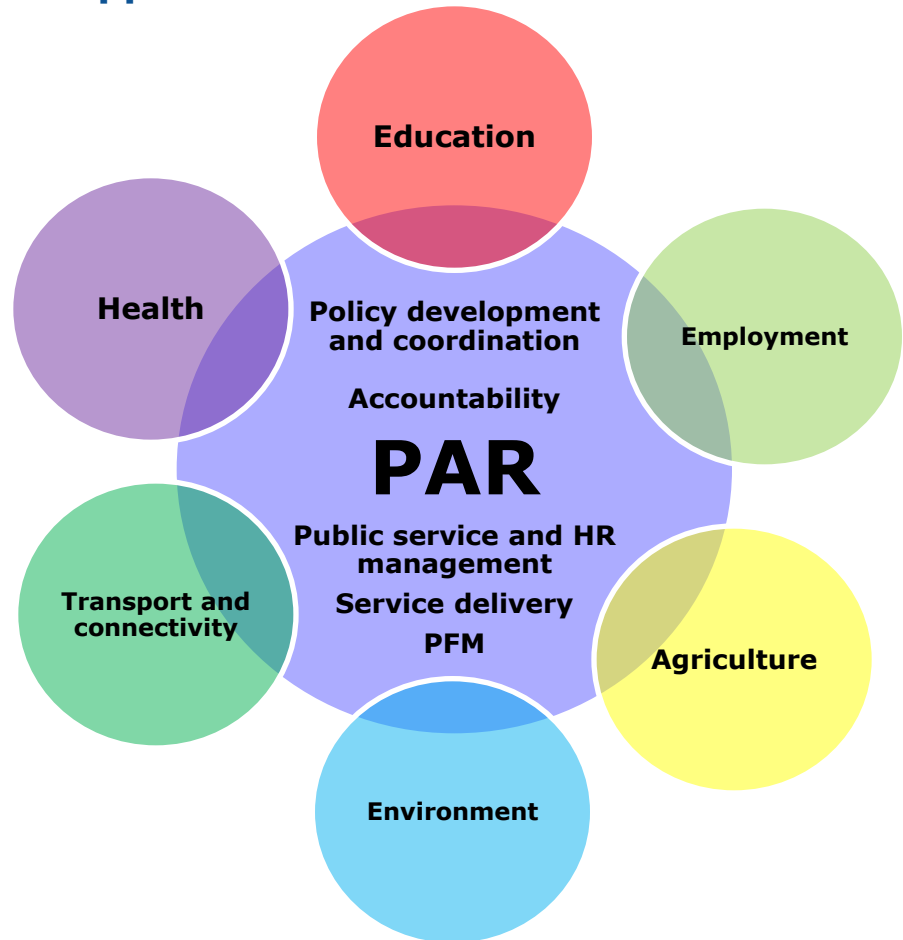
## Link to sector work



Before the new PAR approach:



Expectations under the new PAR approach:



# Implementation of the new PAR approach



## Horizontal PAR (I):

- **Principles of Public Administration** developed by OECD/SIGMA in close cooperation with the Commission (2014, 2016 – ENP) define each core area of PAR in detail : *"Benchmark for a well-functioning administration"*
- **Baseline assessments** against the Principles of Public Administration (since 2015 in all enlargement and some ENP countries)
- **PAR/PFM strategies** according to the new PAR framework in most enlargement and some ENP countries (e.g. Ukraine)
- Increased use of **Sector budget support (SBS) instrument** to support PAR and PFM reforms (e.g. Ukraine)
- Structured **policy dialogue** on PAR and PFM in most enlargement countries, and starting in some ENP countries (e.g. Ukraine)

## PAR "mainstreaming" in sector work (II):

- **Key Principles of Public Administration** increasingly **integrated in sector work** (esp. EU financial assistance) to promote good policy and law-making processes, increased accountability, better service delivery
  - Revised twinning manual (2017)
  - Revised Budget support guidelines (2017)



- Importance of PAR: Association Agreements and DCFTAs
- PAR is a key priority for Armenia, Georgia, Moldova and Ukraine in the ENI SFF 2014-20 and is based on the Principles framework:
  - **Armenia: Baseline assessment (2018)**
  - **Georgia: PAR Roadmap, PAR SBS**
  - **Moldova: SIGMA baseline assessment in 2015, PAR strategy**
  - **Ukraine: PAR strategy, PAR SBS, SIGMA baseline assessment (2018), policy dialogue (starting)**
- PAR "mainstreaming" in sector work starting

# PAR "mainstreaming" in sector work



Key Principles of Public Administration	Reality in many countries/sectors
<p>Laws and policies are prepared in an inclusive and evidence-based process (<b>Better regulation</b>)</p>	<ul style="list-style-type: none"><li>- Pressure for quick preparation of sector legislation (e.g. DCFTA acquis)</li><li>- Formalistic inter-ministerial coordination</li><li>- Lack of timely public consultations</li><li>- No or poor quality impact assessments of draft laws</li><li>- Fast-track adoption of laws in parliaments</li></ul> <p><i>→ Poor quality legislation, implementation difficulties</i></p>
<p>A Law on General Administrative Procedures and limited special procedures contribute to better <b>service delivery</b></p>	<ul style="list-style-type: none"><li>- Hundreds of sector laws with special administrative procedures</li></ul> <p><i>→ Poor legal predictability for citizens and businesses, more possibilities for corruption</i></p>
<p>Rational organisation of state administration and clear <b>accountability</b> lines between institutions</p>	<ul style="list-style-type: none"><li>- Non-supervised agencies with parallel policy development responsibilities with parent ministries</li></ul> <p><i>→ Fragmentation, politicisation, overlapping and conflicting policies even in the same sector</i></p>
<p>Professional, <b>merit-based</b>, civil service with transparent salary structures and HRM</p>	<ul style="list-style-type: none"><li>- Lack of transparency in recruitments and dismissals, salary top-up schemes</li></ul> <p><i>→ Fragmentation, politicisation, weak capacities</i></p>

# To conclude



- In just three years since introduction of the new approach, enlargement countries and an increasing number of ENP countries have committed to more systematic PAR efforts
- Principles of Public Administration and baseline assessments provide a solid framework for :
  - **Preparation / revision of PAR/PFM strategies**
  - **Policy dialogue**
  - **EU financial assistance**
- Need to integrate the key Principles on Public Administration in sector work (financial assistance, policy dialogue) to ensure a coherent approach



# Further information

## **Principles of Public Administration:**

<http://www.sigmaweb.org/publications/principles-public-administration.htm>

## **OECD/SIGMA baseline measurements:**

<http://www.sigmaweb.org/publications/public-governance-monitoring-reports.htm>

## **EU Better Regulation agenda:**

[http://ec.europa.eu/smart-regulation/better\\_regulation/key\\_docs\\_en.htm](http://ec.europa.eu/smart-regulation/better_regulation/key_docs_en.htm)

## **EU Better Regulation Guidelines:**

[http://ec.europa.eu/smart-regulation/guidelines/toc\\_guide\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/toc_guide_en.htm)

## **Interinstitutional agreement on better law-making (2016):**

[http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1474895262798&uri=CELEX:32016Q0512\(01](http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1474895262798&uri=CELEX:32016Q0512(01)



# Contact for further questions:

*Centre of Thematic Expertise on PAR  
DG NEAR.A3 – THEMATIC SUPPORT, ECONOMIC  
GOVERNANCE & IFIs, PUBLIC ADMINISTRATION  
REFORM*

***Email: [NEAR-PAR@ec.europa.eu](mailto:NEAR-PAR@ec.europa.eu)***