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Jean-Monnet-Lehrstuhl für  
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Universität zu Köln  
Gottfried-Keller-Straße 6  
D-50931 Köln

Research Project

## **”Europeanisation” and Transformation of Public Administration in EU Candidate Countries from Central and Eastern Europe**

funded by the Volkswagen Foundation

### **WORKSHOP**

Europa-Zentrum Bonn, Bachstr. 32  
26 June 2000; 9.30 – 18.00 h

## **Programme**

**9.30h – 12.30 h    Morning session**

Chair: Prof. Dr. Wolfgang Wessels

### ***Welcome and introduction***

Roundtable on the participants interests, hopes and critiques on the research project

### ***Overview on key questions and objectives of the research project***

Introduction: Prof. Dr. Wolfgang Wessels

Discussion

### ***The management of the accession process – context and development – shortcomings and prospects - The cases of five EU candidate countries from Central and Eastern Europe***

Introduction: Dr. Barbara Lippert

#### ***1. Roundtable : Presentation of correspondents***

The case of Estonia

Ms. Külli Viks

The case of the Czech Republic

Mr. Petr Pavlik / Mr. Jan Hrích

The case of Hungary

Ms. Krizstina Vida

The case of Slovenia  
Ms. Lilijana Sipeč

The case of Poland  
Mr. Krystof Wygoda

**2. Roundtable: Conclusions on the case studies with a view to the problems of operationalisation: difficulties and problems approaching the case studies**

**12.30 h – 14.00 h Lunch**

**14.00 – 18.00 h Afternoon session**

Chair: Dr. Barbara Lippert

***Research programme – operationalisation and implementation***

Introduction: Gaby Umbach

Roundtable- Discussion

**16.30 - 17.00 h Coffee break**

**17.00 – 18.00 h Concluding session**

***Next steps ahead – project organisation- time table***

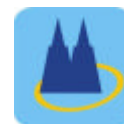
Introduction: by the organisers

Discussion

**End of meeting**



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## **PROTOCOL**

**Prepared by Gaby Umbach**

### **Morning Session**

#### ***Welcome and introduction***

Roundtable on the participants' interests, hopes and critiques on the research project

**Prof. Dr. Wessels**, head of the Jean-Monnet-Chair of Political Sciences at the University of Cologne and Project Co-ordinator, welcomed the participants and opened the first introduction roundtable. He stressed the importance of the research project and emphasised the relevance of the transformation of the public administration within the CEEC-5 for a successful accession to and membership in the EU.

**Dr. Barbara Lippert** gave a short introduction into the key objectives of the research project. As Project Co-ordinator she underlined her interest in the Candidate countries' progress to join the EU and the importance of a systemic and administrative transformation with regard to accession and membership.

**Ms. Lilijana Šipec** (Slovenia) works at the Academy of Administration within the Slovene Ministry of the Interior and holds degrees in law and administrative sciences of the University of Ljubljana.

**Ms. Külli Viks** (Estonia) studies at the University of Tartu and currently prepares her Masters thesis in administrative sciences. She works as a student researcher at the Department of Public Administration and Social Policy.

**Ms. Krisztina Vida** (Hungary) works as an assistant of Prof. Dr. András Inotai and researcher at the Institute for World Economics of the Hungarian Academy of Sciences and is especially interested in European integration studies and the analysis of multilevel governance of the EU.

**Mr. Krzysztof Wygoda** (Poland) graduated in Law and Administration (MA) and works as an assistant of Prof. Dr. Boguslaw Banaszak at the University of Wrocław at the Chamber of Constitutional Law. His main research fields are problems of the adaptation of the *acquis* and the legal framework of the EU into Polish law.

**Mr. Petr Pavlík** (Czech Republic) works as a research fellow at the newly founded Centre for European Analyses within the Institute of International Relations. As economist he focuses his research on European integration studies and the economic implications of the enlargement of the EU.

**Ms. Gaby Umbach** is a research fellow and assistant of Prof. Dr. Wolfgang Wessels at the University of Cologne. She graduated in Political Sciences at the University of Cologne and collaborates within the project as a Project Researcher.

Other participants in the workshop were the student researchers of the project **Ms. Eva Hammächer** and **Ms. Tina Schneider**, **Ms. Susanne Hägele**, research fellow at the Jean-Monnet-Chair and assistant of Prof. Dr. Wessels, **Regina Maltry** and **Hans Koeppel** research fellows at the Institut für Europäische Politik.

The participants emphasised their interest in the research material and stressed their wish to help the project become a successful contribution to the analysis of public administrations' transformation, although most of them are not yet specialised in the research field of administrative sciences. As major points of interest the participants identified the influences of administrative transformation on the increasing capacity of the CEEC-5 to join the EU and the necessity for changes in order to participate in the European multilevel policy-making.

### **Overview on key questions and objectives of the research project**

Introduction: Prof. Dr. Wolfgang Wessels, University of Cologne

Prof. Dr. Wessels identified the **key terms** of the project (e.g. 'europeanisation') and explained the **orientative theses** as basis of the analysis. 'Europeanisation' as the principle interest of the project should be understood as the process of continuous shift of attention from the national to the European arena that is accompanied by the adaptation of the multilevel structure of European decision-making. With regard to this prior interest the attention of the research project should be concentrated on the national capitals and the administrative reforms within the Czech Republic, Estonia, Hungary, Poland and Slovenia.

After explaining the orientative theses Prof. Wessels presented the **research program** and gave an overview on the main research points and interests as specified in the research program.

### **Discussion**

1) Mr. Pavlík and Mr. Wygoda emphasised the **importance of the emerging territorial structures** for the analysis of the transformation of public administrations within the CEEC-5 and asked whether this aspect should be taken into consideration in the research project. Mr. Wygoda additionally identified the problem of overlapping competences of the regional and national administrative levels as essential for the analysis of the research subject. Ms. Sipek and Ms. Viks supported the proposal to take this territorial aspect of the transformation into consideration, even though Ms. Viks added, that – concerning Estonia - the aspect of local government would be far more important than the aspect of regionalisation itself. Ms. Vida underlined the importance of the transformation of regional administrative structures as one of the big challenges of the EU accession.

Responding the discussion, Dr. Lippert said, that the aspect of **regional administrative transformation** should be taken into consideration only with regard to the problem of overlapping competences in areas where the territorial units play a technical or political role in EU policy-making. The regional aspect should especially be taken into consideration as a **framework condition for public administrations changes**.

Prof. Wessels proposed to analyse the aspect as a part of "Europeanisation" to see whether and how the European Union forces, influences and supports the building of regional structures within the CEEC-5.

2) At the end of the discussion Ms. Vida asked Dr. Lippert to specify her ideas concerning the **'case studies'** listed in research area no. 4. Dr. Lippert explained, that it would be interesting to single out important problems of different policy areas (e.g. CAP, CFSP, Single Market) as a surplus to the general overlook over the administrative transformation. The correspondents have been asked to think about the possibility of a written contribution to such case studies.

## **Results**

The participants decided to **integrate the aspect of regional administrative transformation in the research areas 2 and 3 as a background variable** for the transformation of public administration.

The participants also agreed to decide on the contribution to the case studies after having more insight in the material and after being able to identify interesting subjects for those case studies. A decision on specific areas and problems should be taken later.

### ***The management of the accession process – context and development – shortcomings and prospects***

#### ***The cases of five EU candidate countries from Central and Eastern Europe***

Introduction: Dr. Barbara Lippert, Institut für Europäische Politik, Berlin/Bonn

Dr. Lippert stressed the **importance of changes and reforms of the ministerial bureaucracies** within the CEEC-5 since 1988. Although the applicant countries would not yet directly be involved in the decision making process of the EU, the administrations of these countries would have to prepare for the conditions of multilevel policy making of the European Union in order to influence the accession negotiations. The following case studies should thus help to show the degree of **variation and convergences concerning the national development of structures of interactions with regard to the management of the accession process** and to compare the “administrative EU readiness” of the national administrations.

#### ***1. Roundtable: Presentation of correspondents***

The correspondents presented their papers regarding research field no. 3 “*Management of the Accession in the CEEC-5 on the Level of the Public Administration*”. After a short introduction into the state of the accession negotiations the correspondents portrayed the particularities of the administrative accession management in their countries by drawing a picture of the institutions and ministries participating in the process (see the correspondents’ papers).

#### ***The case of Estonia***

Küllli Viks, University Tartu

For the exact contents see the paper of Ms. Viks.

#### ***Discussion***

**Prof. Wessels** asked what position the Estonian **President** fills in relation to the Management of the EU Accession Process and whether or not he will become an important figure with regard to the future EU membership. **Ms. Viks** admitted, that it is not quite clear, what kind of position the president holds within the accession process, because formally he plays only a representative role in the political system, but because of his personal authority he might become influential. The relations between the presidential bureau and the governmental EU related activities are held by one employee of the presidential bureau, who participates in the Council of Senior Civil Servants.

**Future questions** to be addressed should be the **evaluation of administrative structures, typical career patterns** (education,..) and **aspects of problem management**.

#### ***The case of Hungary***

Krizstina Vida, Institute for World Economics of the Hungarian Academy of Sciences, Budapest

For the exact contents see the paper of Ms. Vida

### ***Discussion***

Concerning the negotiation mandate **Dr. Jopp** wanted to know, who was competent to take decisions within the **Hungarian Negotiation Delegation** and whether there existed a kind of hierarchical relation between the leader of the negotiation delegation and the chief negotiator. **Ms. Vida** replied, that the Minister of Foreign Affairs as the leader of the negotiation delegation is competent to take decisions in the accession negotiations and that the chief negotiator could not negotiate on his own. Additionally **Dr. Jopp** asked if it was possible to separate changes caused by “Europeanisation” from changes within the public administration that would have happened anyway. **Ms. Vida** identified governmental structures like the Inter-ministerial Committee for European Integration (ICEI) as “Europeanisation driven”. **Prof. Wessels** wanted to know more about the **existence of a ministerial committee on European integration matters**. According to **Ms. Vida** a Cabinet for European Integration exists, even though not all ministers are involved directly. **Prof. Wessels** emphasised the **importance of the European Integration Council** as a point of access to the political process for the inputs of the civil society and interest groups.

### ***The case of the Czech Republic***

Ing. Petr Pavlík / Ing. Jan Hřích, Institute of International Relations, Prague

For the exact contents see the paper of Mr. Pavlík

### ***Discussion***

Concerning **Prof. Wessels’** question on the role of the **Czech President** within the accession process **Mr. Pavlík** stressed the importance of the personal influence of President Klaus, especially characterised by his numerous objections to the governmental accession policies. Formally President Klaus is just supported by an adviser on European questions and not by a special bureau. Besides Klaus’ personal impact and the informal powers he gained by exerting his informal influence, the position of the President has only few powers. Additionally **Prof. Wessels** wanted to know more about the role of the **Czech Senate** within the accession negotiations and whether the institution mirrors the regional structure of the CR. **Mr. Pavlík** responded, that the Senate is not linked to the regions yet, but that plans exist to institutionalise such a linkage and to reduce the number of Senators to 14 (14 regions).

### ***The case of Slovenia***

Lilijana Sipeč, University of Ljubljana

For the exact contents see the paper of Ms. Sipeč

### ***Discussion***

The questions related to the presentation of **Ms. Sipeč** concentrated on the **sources** and the **material** she used to prepare her presentation and on the question of the availability of these sources in the other CEEC-5.

### ***The case of Poland***

Krzysztof Wygoda, University Wrocław

For the exact contents see the paper of Mr. Wygoda

### ***Discussion***

**Dr. Lippert** asked about the relations between the **chief negotiator** and the **politically responsible institutions** in the Polish capital, while **Prof. Wessels** wanted to know more about the **political background** of the accession negotiations in Poland.

## **2. Roundtable: Conclusions on the case studies with a view to the problems of operationalisation: difficulties and problems approaching the case studies**

Concerning the problems of operationalisation that arose during the preparation of the presentations, the participants stressed the importance of a **summary of fundamental working definition** as a basis for the analysis. Such a summary should serve as a common point of reference for the analysis of the different countries of concern.

Due to time reasons, further questions were postponed to the afternoon session.

### **Afternoon Session**

#### **Research programme – operationalisation and implementation**

Introduction: Gaby Umbach, University of Cologne

**Ms. Umbach** introduced the **main intentions and assumptions of the operationalisation** that should serve as a basis for the analysis of research fields no. 2 and 3. The indicators should help to identify political structures, styles of interaction, traditions and other factors that directly or indirectly influence the reform of the public administrations.

After the introduction of the research fields, the participants discussed the operationalisation with a view to the **practicability of methods** and the **availability of sources and material** proposed.

### **Roundtable-Discussion**

1) Concerning **research field no. 2 Ms. Vida** observed that the analysis of the **membership in international and multilateral organisations** would lead to far away from the main interest of the research project. **Dr. Lippert** replied, that it would be sufficient to enumerate the membership as an indicator for the familiarity with international negotiations and styles of interaction.

2) As an important part of the research field **Dr. Lippert** accentuated the analysis of the **types of ministerial structure** within the CEEC-5. As indicators she proposed categories like “political staff vs. career staff”, turnovers of staff, etc. (e.g. frequency, group of officials affected,..). **Mr. Pavlík** considered it quite difficult to identify how often and why turnovers took and take place, because one must consider the often individual and non-logical context of those turnovers. **Ms. Šipec, Ms. Vida, Ms. Viks** and **Mr. Wygoda** observed in this context, that a turnover could also be influenced by the political or non-political position of a civil servant within the public administration. Whereas ministers and state secretaries would belong to a more political level of the administration, lower levels could often be classified as non-political.

3) **Dr. Lippert** proposed to integrate as a more general indicator to measure the hierarchical structure of the public administration the **position of the minister and higher official within the respective ministries** to get more information about the inner-ministerial hierarchy, influence structures and competences.

4) Regarding the **sources of information** the participants stressed that it would be necessary to read **official papers** such as SIGMA papers, World Bank Reports and other sources in a critical way. Due to the fact, that the sources of data and the interpretation basis often remain unclear, we should first have our interviews and then check the information received by comparing them to the official documents.

5) With a view to the **relevant period since 1988/89** the participants agreed, that problems could arise from the **lack of sources** or the **difficulties to get access** to those sources. While **Ms. Vida** considered it not very difficult to get the information of concern, **Ms. Viks** sees some potential problems, because the changes and developments in the national administrations might not be systematically documented. **Ms. Šipec** proposes to solve these problems by having the period of data collection / access getting prolonged and by providing a letter of recommendation for the correspondents. **Ms. Šipec** also added, that another important source would be the **Internet**. In Slovenia most of the ministries have already build up their own homepage with many useful links and information. The participants agreed on the necessity to analyse the Internet in order to get more information about the structures of the ministries.

6) Concerning **organigrams / diagram** of the ministries **Ms. Viks** saw some potential problems, because at least in Estonia the administrative staff itself often is not fully aware of the material available.

7) With reference to the orientative thesis no. 3 the variable “**target zone of administrative EU readiness**” has been discussed. Seeing that the target zone does not represent a clear or fixed model the participants found it difficult to describe and to identify important indicators for the analysis of such an administrative target zone. **Dr. Lippert** proposed to consider the Europe Agreements in order to get an idea of concrete administrative requirements for the accession and for the future membership in the EU. The target zone should also be taken as a general background for the analysis and should be reflected in a later phase of the research project.

### ***Technical questions and Agenda***

1) Concerning the **finances** the project team may look for **sources** for additional activities (additional workshop in the CEEC-5, external expertise,...)

2) Concerning the **research sojourn** of the correspondents most participants saw little possibility to get 2 months off to stay in Germany. A stay for four weeks seems more feasible. **Mr. Pavlík** also asked whether it would be possible to split the sojourn with **Mr. Hrích**, so that both could stay in Germany for a shorter period. **Dr. Lippert** confirmed to check with the provisions of the VW Foundation.

3) Interim results should be published on the Internet, homepages of the IEP and the University of Cologne with links to the correspondents institutes homepages as well as journals of the single institutes.